

Strategy for Shelter Response & Recovery

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Cabo Delgado Province

2019



Methodology & Participants of strategy development

Methodology

- Visits to cyclone-affected people and communities – listening to people's own views and ideas.
- In-depth discussion with district authorities, INGC, NGOs.
- Shelter strategy workshop in Pemba: 19th May 2019

Participants

- Provincial Government (Obras Publicas focal point)
- INGC – various delegates
- IOM – Shelter cluster coordinator Cabo Delgado
- NGOs
- Red Cross Movement

Purpose and Objective of Shelter Strategy

Purpose

- To inform Government-led housing recovery planning
- Feed in to National Shelter Cluster strategy
- Support Presentation of shelter strategy at Donor Conference: 31st May 2019
- To Ensure a consistent approach across all partner organisations supporting shelter recovery in Cabo Delgado

Objectives

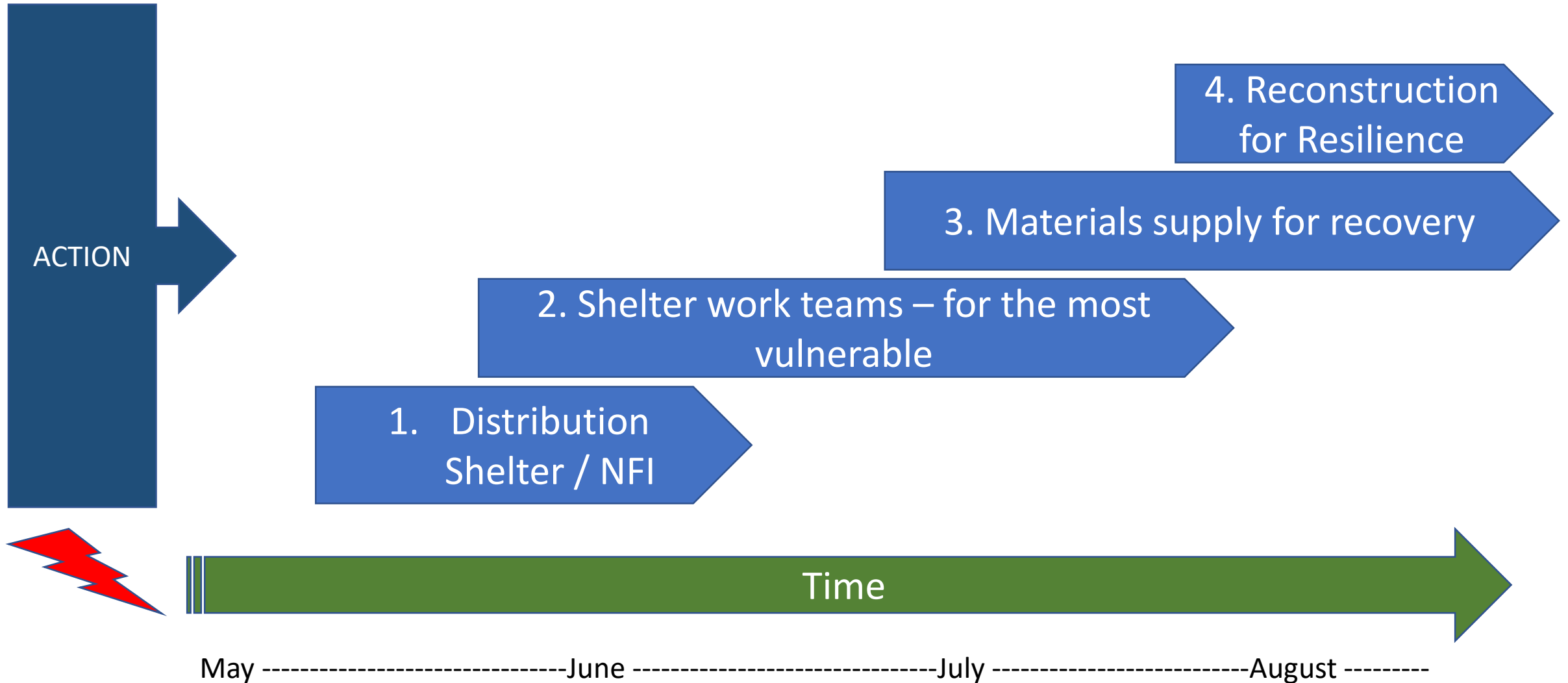
- Provide shelter support so that most vulnerable households which have been affected by cyclone Kenneth
- To support community-led recovery and reconstruction
- Increase household and community resilience extreme weather events in the future

Phases of Shelter Response



The aim of shelter assistance programmes is to ensure that families have adequate appropriate and safe shelter supporting them to transition along the pathway to permanent durable housing, prioritizing the needs of the most vulnerable, ensuring community participation and engagement in the design of the process.

Phases of recovery – with overlap



Housing Typology – basic breakdown

“Soft House”

- Roof of thatch grass (mecute)
- Stick frame (bamboo horizontals)
- Few nails – most junctions tied with rubber cord



“Hard House”

- Masonry walls (blocks, coral, etc.)
- Timber frame roof
- Zinc sheeting roofing



Level of damage: analysis needed

Fully destroyed (both types of houses)



Partially damaged



Caseload Definition

District	Estimated destroyed / damaged houses	Comments
Macomia	19,763	
Ibo	4,304	
Quissanga	4,321	
Metuge	1,452	
North Nampula	10,500	Estimates – based on INGC Napula
Other areas	11,208	Distritos de Miudumbe, Meluco, Ancuabe, Chiure, Mecufe (Dado estimados pelo OCHA e INGC)
Total	51,548	<i>Necessidade de Clareza / números ainda em evolução</i>

Phase 1 – Emergency distribution

Minimum standards

- Assessment
- PSEA training and monitoring
- Verification of need / prioritisation / approx. numbers
- Communication with community – feedback
- Voucher distribution + information of distribution plan
- Arrival with materials (at agreed time and place)
- Organised distribution systems / information, etc.
- Ensure Nobody Left Behind (IDPs, refugees, different groups).
- Identification and of most vulnerable
- Analysis of housing typology and shelter priorities

Phase 2: Shelter work teams (“soft houses”)

Post-Distribution phase

- Supporting vulnerable families to erect tarpaulins
- Unskilled 3-5 man teams
- Securing tarps roofs
- Low cost, fast
- Food for work (INGC advisory)





Details of simple but effective fastening of locally available sticks to roof to ensure tarpaulin effectively attached firmly to roof and able to withstand heavy rains and strong winds.

Phase 2.2.: “Hard” house repairs / work teams

- More skilled / carpentry teams;
- Needs roofing materials recovery, tools, supplies (nails, etc.)
- Tarpaulins can be laid on repaired roof structures
- Recovery / reconstruction stage can provide for Zinc roof sheets
- And improved cyclone-resilience fixings / designs



Phase 2.3. Temporary shelters

- ❖ For fully destroyed houses
- ❖ Families have built basic shelters
- ❖ Need support to erect strong roofing



- ❖ Supporting most vulnerable families – not entire community.
- ❖ Requires community vulnerability analysis to have been completed first



NGO Instituto Oikos – work teams moving fast through the cyclone affected islands implementing the strategy



Non Food Items (NFIs) alongside tarpaulins and support teams in first phase of strategy.

What are priority items?

- Solar light (?)
- Kitchen sets (?)
- Blankets (?)
- Buckets (?)
- Radios FM (?)
- These needs are different in each location. Should not assume standard package needed for all.

Community Feedback

- Ideal: ask community what are their priority needs
- Open questions (NOT: do you need a blanket/ solar light, etc?)
- Opportunity cost: one NFI purchased is something else not purchased (e.g. building materials)
- We have committed to improved community engagement as part of Humanitarian Reform.

Key Communications with Communities / Accountability to Affected Populations commitments

- “Include people receiving aid in making the decisions which affect their lives”
- *Inter-Agency Standing Committee (IASC)*
- It is necessary to include the people affected by humanitarian crises and their communities in our decisions to be certain that the humanitarian response is relevant, timely, effective and efficient.
- To do so, it is important to provide accessible information, ensure that an effective process for participation and feedback is in place and that design and management decisions are responsive to the views of affected communities and people

Phase 3. Recovery housing support

“We recognise the resilience of communities and their capacity for self-recovery”

- ❖ Occurring at same time as phase 1&2
- ❖ Focus on materials supply



- ❖ And skills training – for stronger housing
- ❖ Improve vernacular technology



Examples of self-recovery already underway – in communities where every house was destroyed. On left, Matemo island, on right, in Mucojo Sede. Closer analysis shows families with less resources, or families in the cities, have less capacity to recover on their own. Therefore – recovery efforts should focus on these more vulnerable families.



Ibo island – where coral rock and un-stabilised sand mortar was used. Very poor structural integrity; water ingress causes collapse. Reconstruction with lime-stabilised mortars needed – with technical support to increase resilience of homes to cope with extreme rains and wind.

Local lime kiln under construction in Matemo island. A traditional practice for producing lime that can be mixed with local soil to make much stronger walls and water resistant plasters



Shelter Recovery Phase:

- Consider scaling up this local lime production
- Only where relevant to the local architecture and building practices
- Much cheaper than cement
- Can increase capacity of walls to resist heavy rains.

What materials to people need for recovery?

Materials needs

- Wood – sticks and sawmilled timbers
- Bamboo – for horizontal bracing
- Palm thatch – for traditional / “soft” houses
- Zinc roofing sheets
- Binding cords – rubber rope upcycled from tyres is ideal and common practice for binding wooden frame walls.
- Tools for building (saws, hammers, etc.) – though many people rebuilding already with existing tools. Need to recognise existing capacity and not assume communities have no resources or tools.

Opportunities

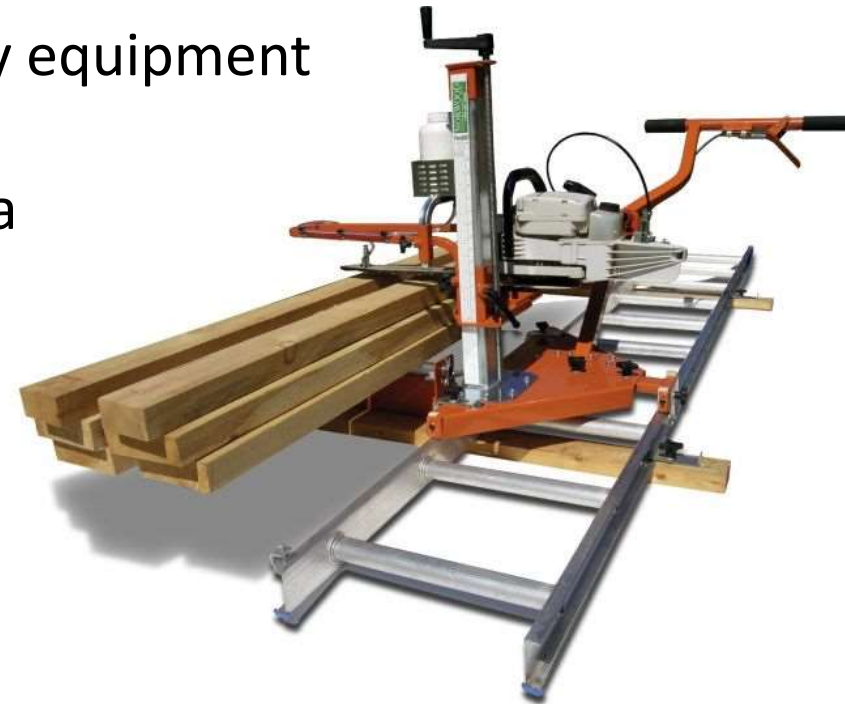
- Fallen trees = building timber
- Local earth = bricks
- Local grass = roofing
- People’s capacity and resilience: rate of self recovery already high – and knowledge of how to build homes is widespread.

Challenges / Risks

- Limited forestry capacity for quantity of new sticks / bamboo required
- National park restrictions on extracting wood – critical challenge for cyclone affected communities in these areas
- Security risk for people in insecure areas
- High transport cost to bring materials from further afield.

Mobile sawmills – enhanced safety for on site milling

- Potential to support local workshops affected areas
- Mobile sawmill teams
- With training and safety equipment
- Available in South Africa



Large amounts of fallen timber



Some people managing to cut trees already – with axe and machete – very slow and limited distribution



Compressed stabilised earth blocks

- ❖ May be appropriate in areas where block houses built
- ❖ Local Government Macomia interested
- ❖ Local production capacity
- ❖ Avoids burning any wood
- ❖ < 50% lower cost than brick and block
- ❖ Less mortar needed
- ❖ Employs many people locally



A BASE DA CASA



AS PAREDES DA CASA



A COBERTURA DA CASA



Technical Guidelines for safer shelters

- Thus far – the IDAI / Beira shelter cluster has started to collate some guidance documents;
- These need to be reviewed by the Cabo Cluster – to check for relevance in the local context;
- All draft technical documents will be uploaded to the Cabo Shelter Cluster Google Drive:

<https://drive.google.com/open?id=13H1nvSPskc6gZ7II94UYdaYpuqRN7Q66>

Remaining work required for strategy

- Develop approx. costs per family per phase of response
- District Government: local materials supply chain and production capacity by district.
- Map of which agency will be working in which area (district, community, locality)
- Cluster technical building guides – adapted to Cabo context
- More information on cyclone impacts in Northern Nampula and other *moderately affected* areas of Cabo Delgado
- Reference to the displacement – relocation and resettlement households – those unable to return home due to geo-hazard risk.