

SHELTER RECOVERY STRATEGY

Tropical Cyclone Idai Response

Overview

What this document covers, what it doesn't cover

This strategy document follows on from, and is informed by, the initial Shelter and Non Food Items (NFI) Cluster Strategy for Cyclone Idai Reponse, 16 March 2019 (Annex 3), which prioritised the emergency phase of the shelter response. The Recovery strategy provides the framework through which Shelter Cluster partners can provide safe, dignified and equitable support to cyclone-affected households and communities according to an agreed-upon range of standards, methodologies and timetables. It also provides the framework for integrating the shelter recovery response with the response of other humanitarian sectors.

This strategy covers post-emergency shelter needs in both rural and urban areas. It is not a complete articulation of all technical processes and guidelines for the different options for shelter in the recovery phase. The strategy is intended as the framework within which the details of different aspects of the evolving response will be articulated.

It must also be made explicit that the Recovery strategy will be closely integrated with the Return, Relocation and Resettlement strategy; acknowledging that households being resettled will require different patterns of assistance to those who have remained in their original locations.

The proposed Shelter Recovery Strategy seeks to reflect the thinking and current capacity of the partners and aims to be fully aligned to the PDNA findings and recovery strategy for the sector.

Link to Government policy

Cluster staff are liaising with the appropriate levels of representation of the Government of Mozambique throughout development of the strategy, to ensure that plans are aligned with government policy, and also that partners' and communities' learnings from practice are fed back to those in government responsible for shelter, housing and urban planning, in both settlement and resettlement contexts.

Key government partners are MOPHRH - DNUH (National Directorate for Urbanism and Housing), INGC - GACOR (National Institute for Disaster Management - Resettlement Coordination Office), and MITADER - DINOTER (Ministry of Land Environment and Rural Development - National Directorate for Territorial Planning), at national and provincial level, and appropriate corresponding instrumentalities of local government.

To ensure the Cluster follows the newly established institutional setup for the reconstruction process, additional coordination with the Post-Idai Reconstruction Cabinet will be required to review and align the strategy, where necessary, with the Infrastructure Reconstruction and Socio-Productive Recovery Program (PREPOC).

Intended readership

This strategy is intended to inform shelter programming in support of cyclone-affected communities by all members of the Shelter Cluster - national and local government authorities, UN agencies, international organisations including the Red Cross movement, INGOs and national NGOs, and donors. It is also intended to be of interest to other clusters, and to inter-cluster coordination.

Dates of validity and review

The Shelter Recovery Strategy aims to cover period of 6 months (December 2019) to 1 year (May 2020) and will be open to adjustments and periodic revisions, as required.

The draft strategy underwent a consultation process with partners and Government counterparts, both at National level (Maputo) and Provincial level (Beira) during parallel workshops on 23rd May 2019, and the resulting revised version of the strategy will be issued after consulting the Shelter Cluster Strategic Advisory Group (SAG) on 7th June 2019.

Baseline statistics

Households Targeted for Shelter Assistance

The combined initial target under the Flash Appeal (80,000 HH) and under the Red Cross movement Emergency Appeal (7,500 HH) was 87,500 HH. Final target for emergency shelter assistance is currently being revised, as implementation experience has shown a higher number of families in need, with the above target already exceeded in terms of distribution of shelter and/or household non-food items.

Immediate post-cyclone scale of damage

According to the INGC House Damage Assessment (April 2019), a total of 239,731 dwellings were assessed as destroyed or damaged by the impact of Cyclone Idai and floods, of which:

- 112,745 totally destroyed
- 111,202 partially destroyed; and
- 15,784 flooded

According to the Post Disaster Needs Assessment (PDNA May 2019) findings, the level of damage by housing construction typology (conventional, mixed and traditional) determined that from the total number of:

- Destroyed houses - 20% were Conventional, 30% were Mixed and were 50% Traditional
- Partially destroyed houses - 45% are Conventional, 15% are Mixed, 40% are Traditional

The PDNA findings also determined that 60% of affected housing units, totally or partially destroyed (mostly by roof structure damages), are conventional homes within urban areas, prevalently in informal settlements with high environmental, social and economic vulnerability.

For purposes of planning and targeting shelter assistance, it will be necessary to further define the 'damaged' category, particularly to differentiate between slight and heavy damage. Identification of percentage of Most Vulnerable households will also be essential for best targeting and extension of impact. Currently available data do not readily distinguish between heavy damage (affecting the structure of the house, and requiring major skilled repairs), and light damage (house structure not compromised, and relatively quick and low-cost repairs required). Data sets need constant attention and further research particularly in the early stages of implementation of the Recovery Strategy, to identify (1) relative proportions of lightly and heavily damaged households, and (2) percentage of especially vulnerable households, in order to determine caseload in each category and most efficient and equitable allocation of resources.

Gap analysis of the first-phase shelter response to date

As of 31 May 2019, shelter and/or NFI assistance had been provided to 105,930 households (538,266 people). Partners planned to reach a total of 164,756 households with shelter assistance by August 2019. However, not all HH have received equal assistance and there are still considerable gaps in coverage. Particularly households which received NFIs but no shelter assistance remain in critical need of immediate shelter assistance.

Other relevant statistics on displacement, returns/relocations/resettlements

12,839 families were living in accommodation centres as of the end of April, and in need of assistance with return, resettlement or relocation, including to government-coordinated resettlement sites. As of the end of May, the total number of households continuing in accommodation centres across the 4 affected provinces stood at 937, with a total of 10,246 households having moved to 44 resettlement locations in Sofala (15 sites - 3,662 HH), Manica (14 sites - 395 HH), Zambezia (11 sites - 1,516 HH) and Tete (5 sites - 245 HH) (DTM 4 June). In the PDNA, a total of 400,000 households were recorded as having been displaced in the early stages of the response, and it does appear that there has been a high level of self-driven and spontaneous return to original home locations, and resettlement in new and safer areas.

Both resettled households and those which have remained in place will be targeted by the recovery strategy. According to latest data, the greater proportion of households (92%) in need of shelter assistance are those which have either not been displaced, or who have moved only short distances within the same locality.

From Emergency to Recovery

Siting recovery assistance in the context of self-recovery

Experience from comparable climate-related disasters has shown clearly that up to ninety percent of recovery is in fact self-recovery. The optimal role of external actors is to support families and communities to rebuild in the best manner possible with the resources they have access to.

Initial observations are that in the wake of both Cyclone Idai and Cyclone Kenneth, a large and increasing number of households are undertaking shelter self-recovery, with or without receiving shelter materials from humanitarian actors. In rural areas, rapid repair and reconstruction of traditional housing is made possible by wide access to natural materials. Standards of repair and rebuilding vary greatly between and within communities. Some self-recovery is of high standard; but many families which lack either proper resources, or construction knowledge, are not rebuilding in a way which will make their homes safer. In particular, self-recovery has been more uneven in urban and provincial-town settings, with levels of self-recovery connected to the recovery of local markets and livelihoods. It is a core purpose of the strategy to recognise and address self-recovery practice, and ensure integration with the principle of Build Back Safer.

As it is likely that Mozambique will face increased frequency and severity of climate-related disaster, including cyclones and floods, the need to ensure safer and more durable standards in reconstruction is centrally important, for promoting a long-term strategy which mainstreams better spatial planning, improved design and construction, climate adaptation and urban resilience, focusing on both hardware (resilient buildings and infrastructure) and software (policy, building codes, guidelines, awareness raising, institutional capacity development, etc.) aspects.

Most self-recovery in urban and peri-urban areas has been limited to ad-hoc repairs, using mainly recovered/rubble materials, with very little full reconstruction, and almost no awareness of safer-reconstruction practices. In some rural locations, families have been observed rebuilding to traditional designs and with traditional materials. Where recovered materials are being used, they are often in smaller pieces, or without their original strength, and therefore little suited to safe, sustainable and dignified habitation. Where locally-sourced new materials have been used, better standards are sometimes achieved, but not consistently. This further shows that any shelter recovery interventions will continue to be crucial to meeting minimum humanitarian standards, and following the Build Back Safer principle. There is strong need for focus on Information, Education and Communication (IEC) interventions to complement all forms of Technical Assistance.

PDNA “Housing and Human Settlements”

Taking in consideration the huge damages and losses that affected the Housing sector, highlighting the necessity to increase resilience of houses also upgrading resilience of human settlements and communities, the PDNA focus on the need to organize a diversified process of reconstruction, targeting different population categories and housing typologies in rural and urban areas, through assisted self-recovery and resilient reconstruction, adding also long-term actions to mainstream better spatial planning, improved design and construction (building back better), climate adaptation and resilience. The PDNA advocates for supporting owner driven implementation, proposing a first emergency shelter assistance to be extended to all affected families, both displaced and not, in order to give them decent protection while self-recovery assisted reconstruction would begin at short term.

In cases of extreme vulnerability, for families living in high risk areas, the PDNA estimates an amount of around 8,000 households that will need to be relocated to resettlement neighbourhood in safe areas and for whom a temporary shelter support should be taken into consideration while new housing units are planned and executed, in the same framework as the one that will be promoted for households with completely destroyed homes within urban and rural areas.

This, as an effective, qualitative, affordable resilient reconstruction, should begin with proper trainings to community master builders and homeowners on BBB and at the same time provide qualitative supervision of homeowner repair/reconstruction projects. Financial assistance should be designed and tailored for different income groups/housing typology, for housing repair or reconstruction, integrating livelihood-generating mechanisms in the process (possibly including a Construction Materials Bank system, with voucher or FFW schemes, as well as supporting local financial rotating schemes).

In the sector proper subsidy or fiscal exemption systems are proposed as to be evaluated and customized, to facilitate reconstruction (lesson learned from previous emergency experiences should be capitalized and adapted).

Shelter Recovery Strategy Aim and Objectives

Overarching Aim

The aim of shelter assistance programmes is to support affected families and their communities in their pathway to recovery towards safe, adequate, and appropriate shelter, prioritizing the most vulnerable and looking to ensure participation, freedom of choice.” Basic services and dignified living condition are integral part of safe and adequate shelter.

The Shelter Recovery Strategy Objectives are:

1. Families can resume essential daily routines (like cooking, sleeping and personal hygiene) in a dignified and appropriate manner. (This objective targets the support given families to enable the vital household functions, typically through the delivery of Household NFI support.)
2. Families can improve their shelters (safe, covered living space) to provide an appropriate level of safety, security, privacy and dignity. (This objective tracks activities that target family shelters - with both materials and skills for construction, repair, retrofitting, etc. - to ensure a healthy and safe living environment that protects them and their possessions from externalities as weather natural hazards and unwanted intrusion.)
3. Affected communities have better access to community and public services and are more resilient to future disasters (This objective tracks interventions at the settlement and basic infrastructure level to make them more resilient towards hazards - e.g. drainage and physical mitigation measures - and provide an environment that is conducive to a peaceful, healthy and functional community life. This includes adequate allocations for public spaces and community infrastructures. Furthermore legal assistance to secure tenure as well as risk awareness and preparedness at the community and institutional levels to mitigate future disasters.)

Role of the Shelter Cluster

The Shelter Cluster will monitor and report on implementation of the strategy, supporting partners to achieve most effective implementation of the diverse approaches, while ensuring that partners’ approaches are consonant with the principles of the Strategy; and that differences of implementation in adjacent areas do not create or aggravate tension or conflict.

Underlying principles

THE RIGHTS BASED APPROACH

All households have a right to adequate appropriate and safe shelter.

All households have a right to access housing options that best suit their needs and desires.

DO NO HARM: All shelter interventions take this humanitarian principle as a minimum; that they should not in any way worsen the situation of individuals, families or communities they seek to benefit. Protection principles are particularly important in this.

PERMANENT DURABLE HOUSING: Prior to Tropical Cyclones Idai and Kenneth many families’ houses were inadequately designed and constructed to address risk, particularly in high risk areas. The provision of recovery shelter assistance should address these risks, through risk mitigating designs, improving existing construction or relocating in lower risk areas.

TEMPORARY SHELTER assistance should be provided in a way that assists families to transition incrementally and smoothly to safe, appropriate, adequate, permanent durable shelter situation. Any temporary assistance in high risk areas should include clear strategies for dealing with immediate risk through integrated disaster risk reduction principles and ensuring transition to safer durable solutions.

REDUCING DISRUPTION AND ENSURING TRANSITION

For any one family, the journey of recovery may involve multiple stages requiring differing assistance support options at each stage. Incrementality is a reality of long-term shelter recovery. Every effort should be made to keep these steps to a minimum and to ensure that all contributions build towards a permanent durable solution, including improving security of tenure and/or the rights to house land and property.

To support smooth incrementality, in temporary locations these contributions should as far as possible be **reusable, resalable or relocatable** whilst in permanent locations they should be **upgradable or extendable**;

Key Shelter Recovery Principles

- All shelter recovery programming must be undertaken in a manner which focusses on the rights and needs of the affected populations. All processes must be voluntary, safe and informed, and fully respect Protection principles.
- An integrated and inclusive settlements approach will be taken, supporting all those affected, and working with community solidarity, but specifically targeting vulnerabilities: including but not exclusively women- and child-headed households; people with disabilities;
- Needs of people with disabilities should form part of all initial assessment of shelter needs, and both shelter design and allocation of materials be made to allow proper access to and mobility within new and repaired structures. People with Disabilities themselves should in all cases be directly consulted and engaged in design
- Environmental impacts of the sourcing and preparation of shelter materials and location of new construction will be assessed and mitigated in all programming.
- Management of hazard created by asbestos and other toxic materials and rubble will be prioritised; and partners will support families and communities to dispose of asbestos rubble and waste in the safest manner possible.
- All recovery projects will include proper research of housing, land and property issues, and resolution of any access issues these show up, in order to ensure secure tenure for all affected households.
- All approaches need to be targeted to the needs, location, risks and diversity of circumstances of the affected population.

Different populations, different needs for Shelter Recovery support

Households which have not been displaced, or have managed an early return to a location of origin, have higher chances for self-driven shelter recovery, as they are able to re-engage with pre-existing social and economic networks. They are also the great majority of those affected. This is regardless of the degree of damage to their dwelling. Households which continue to be displaced, or are in the process of resettlement to a new location may need additional support, both in terms of the range of items, and in terms of the shelter support processes.

Displaced populations include:

- Hosted families
- Returns
- Non-permanent relocations
- Shelter needs ongoing for any residual accommodation centre populations
- Resettled families and communities

As far as possible shelter-recovery support for these populations should look to materials which can be re-used, once the household has finally moved to a long-term location and establishment of permanent durable shelter.

Non-displaced populations include:

- Home-owners/renters
- Damaged houses in situ
- Destroyed houses in situ

For all non-displaced populations, incremental and cumulative support for upgrading and strengthening damaged housing can be undertaken. However, for those who have not been displaced, but whose houses have been totally destroyed, there may be a need for rapid interventions which can place a basic level of safe shelter.

For both those in hosted/hosting situations, as well as those unable to proceed immediately with full reconstruction, non-physical methods of support, such as support for rental, may be explored.

For both displaced and non-displaced populations, a settlements /whole of community approach will be taken.

Exit and handover

Exit and handover from the coordination, reporting, advocacy, technical guidance, and any other functions of the Shelter Cluster at the end of the shelter recovery phase, will be done in coordination with the relevant authorities, HCT Mozambique, and any relevant successor coordination forums. The staging of necessary actions by the Shelter Cluster will be undertaken in consultation with the Shelter Cluster Strategic Advisory Group. It is expected that the timing and nature of the exit and handover will be tied to the specific shelter recovery indicators developed by the Shelter Cluster through the implementation of this shelter recovery strategy.

Principles: *Shelter is an incremental process to permanent solutions, not a pre-defined product, and all shelter recovery programmes should be designed to support*

Coordination: With local government, coordinating agencies, and other actors to avoid overlapping, gaps and ensure efficiency.

Transition: Ensuring a smooth transition to safe secure permanent and durable housing, avoiding households becoming “stuck” on their pathway to recovery.

Self-recovery: Supporting the self-recovery efforts of the affected population, using enhancing existing, skills, and capacities.

Build back Safer: Ensuring that families and communities are supported to design, construct and maintain their shelter and settlements in ways that reduce their vulnerability to future hazards and contribute to broader Disaster Risk Reduction

Participation: Encouraging participation at all stages including assessments, procurement, design, construction, monitoring and evaluation.

Engagement: Shelter assistance solutions should be negotiated with local government, addressing specific vulnerabilities, hazards, local policies and capacities, actively engaging affected communities in the discussion of their future.

Accountability & Transparency particularly to affected population should be mainstreamed in all shelter programmes.

Protection: Programmes must ensure that human rights are respected.

Gender & Diversity: Women, men, girls and boys of different ages and backgrounds have distinct needs and capacities and it is vital that shelter programmes incorporate them into the design and implementation of projects.

Vulnerability: The most vulnerable members of society, through prioritisation of assistance programmes and through adjustment of programmes to the specific needs of vulnerable groups.

HLP: Housing, land and property (HLP) rights including the right to an adequate house, protection from eviction (security of tenure) and other HLP rights should be respected and supported. Shelter programmes should include assistance for vulnerable families to improve their HLP status and should not discriminate on the basis of tenure.

Livelihoods: Ensuring that livelihoods are protected in all shelter programmes, and, where possible and appropriate, shelter programmes should be supported by livelihood activities including cash for work; food for work, and micro-finance.

Specific needs of differing target groups of the affected populations, recognising that the needs of renters, sharers, home owners, and those facing relocation all vary and will require differing approaches. It is not expected that all agencies will address all target groups but rather programmes are clear about who they target to ensure appropriate assistance is provided.

Parameters

SAFE: all programmes should include and model the key shelter cluster BBS and other DRR messages.

1. **Foundation:** That hold the building up, down and from toppling over, resistant against pests and rot.
2. **Tie-down:** from the bottom up: ensuring continuous tie-down though all elements of the construction from the earth to the top of the building.
3. **Bracing:** In both directions in each plane of the building, from strong point to strong point, designed to act in both tension and compression.
4. **Strong joints:** that resist being pulled apart or crushed under tension or compression
5. **Roofing:** Wind resistant shape, of adequate strength and fastenings.
6. **Site:** Built in a location or manner that is site specific for the risks.
7. **Shape:** Simple strong geometrical shapes will better resist earthquakes and typhoons.
8. **Preparedness:** That communities and families are prepared for future hazards.

ADEQUATE: All programmes should ensure the adequacy of their shelters.

- o **Space:** As per Sphere standards 3.5m² per person or min18m²/HH undercover space and **TBC** settlement area.
- o **Durability:** For the period of intended use, min 2yrs for temporary assistance, and at least 9yrs for permanent assistance.
- o **Drainage:** Fall of **TBC** over first meter from house and pathway for water to drain away.
- o **Ventilation:** Min **TBC** opening in two walls of the structure, MIN **TBC** ventilation to all rooms.
- o **Ceiling height:** Min floor to ceiling height at the lowest point of the walls of (**TBC**).
- o **Privacy:** The design should allow addition of at least one internal division to ensure privacy.
- o **Security:** Should be securable to ensure personal safety and safety of goods.
- o **Accessibility:** Address the needs of those with reduced mobility.

APPROPRIATE: All programmes should be designed to be appropriate to the affected community.

- o **Culturally:** Respect expression of cultural identity and ways of life using locally available material, design and technologies.
- o **Local context:** Addressing the particular needs of communities such as urban versus rural context.
- o **Environmentally:** Minimise adverse impact to and from the local and natural environment, enhancing the environment where possible.
- o **Climatically:** Enhance human thermal comfort by reducing radiation and increasing air flow. Allow for protection from tropical rains and strong winds.

ACCESS: All shelter programmes should ensure access to the facilities required to carry on daily life.

- o **Cooking:** Ensure access to culturally appropriate food storage, preparation and cooking facilities.
- o **WASH facilities:** Ensure access to appropriate water & sanitation incorporating hygiene promotion.
- o **Livelihoods:** Ensure ongoing access to existing livelihoods and where possible support the repair of damaged livelihoods as well as creating new livelihood opportunities.
- o **Community facilities:** Ensure access to communal facilities such as health care facilities, schools, government offices and public transport

Emergency Shelter Assistance: up to 3 months

1. Emergency Shelter Kit (ESK) | Budget* 6,000 MZN

Emergency Shelter Kits aim to respond to immediate emergency needs of newly identified communities (during the recovery phase) to ensure that families are provided with basic shelter materials and tools allowing them to live within a healthy environment with dignity while better solutions are found. Complementary to the distribution of ESKs, provision of technical guidance should be implemented to enable communities to build safe shelters.

2. Emergency Shelter Upgrade (ESU) | Budget* 9,000 MZN

Emergency Shelter Upgrade (ESU) programmes aim to provide materials, support and direct guidance on shelter upgrading, while addressing continued beneficiary needs to ensure that those still living in makeshift and emergency shelters can live within a healthy environment with dignity. ESU programs should not be seen as a substitute for higher quality temporary or permanent shelter solutions but rather as enhancement and/or replacement of existing emergency shelter. ESU programs in higher risk areas must include risk mitigating measures such as preparedness and evacuation plans.

Temporary Shelter Assistance: max 1 year

3. Transitional Shelter (TS) Budget¹ TBD in MZN Covered Area | Minimum 18 m²

Transitional shelter programmes aim to provide safe adequate, appropriate shelter for households whose permanent housing solution is not yet resolved. To ensure a smooth transition on to permanent solutions, TS are designed to be relocatable, resalable, or reusable, they include risk reducing measures as per the clusters the Build Back Safer Key Messages and ensure access to WASH and cooking facilities though they may not necessarily provide them directly. TS programmes in higher risk areas must include risk mitigating measures such as preparedness and evacuation plans.

4. a Repair and Retrofit - Traditional (R&R-T) | Budget* 5,000 to 20,000 MZN

R&R-T programmes aim to assist households, typically in rural areas, to repair and improve structural resilience of traditional houses to future hazards. They should be adapted to local vernacular designs and building techniques (pau-a-pique, adobe, etc.) and consider the availability and sourcing of local materials to be sustainably compliant while promoting local markets. Retrofit specifically aims at structurally strengthening existing buildings to withstand future disasters, whereas repairs aim at fixing the damages. In the recovery phase, all repair programmes should include retrofitting. R&R-T programmes include a combination of cash, materials and technical assistance and must address HLP rights and secure tenure with local authorities.

Permanent Shelter Assistance

4. b Repair and Retrofit - Block Construction (R&R-BC) | Budget* | Minor Repairs 5,000 to 15,000 MZN | Major repairs 15,000 to 30,000 MZN

R&R-BC programmes aim to assist households to repair and improve structural resilience of houses to future hazards. R&R-BC programmes specifically address housing typologies built with durable materials and techniques (CSEB, cement blocks, masonry, reinforced concrete structures, etc.), require skilled labour, as well as technical assistance and monitoring from implementing agencies. These durable housing typologies will be found in urban and peri-urban environments, and in some limited cases, in rural areas. Retrofit specifically aims at structurally strengthening existing buildings to withstand future disasters, whereas repairs aim at fixing the damage. In the recovery phase, all repair programmes should include retrofitting. R&R-BC programmes are divided in Minor and Major depending on the scale of the damage and need of repair, and they may include a combination of cash, material and technical assistance whilst targeting, informal or formal landlords, renters and home owners. HLP rights and secure tenure must be addressed with local authorities and be compliant to existing institutional and/or regulatory frameworks.

5. Upgradable Core House (CH) | Budget* 100,000 to 200,000 MZN Covered Area | Minimum 18 m² Maximum 24 m²

Core House programmes aim to provide households with the core of their future house: one safe room, or the frame of a permanent house with a safe room to inhabit. CH programmes are targeted at households located on permanent sites with security of tenure and the capacity to extend and upgrade in the future. They may include a combination of implementation modalities (direct, indirect, cash, contractor, government or partnership) using materials, cash, labour and technical support as assistance type. CH programmes should meet all key shelter principles, parameters and minimum standards.

6. Permanent House (PH) | Budget* 200,000 to 500,000 MZN Covered Area | Minimum 30 m² Maximum 40 m²

Permanent housing programmes aim to provide households with a complete house. Permanent house programmes should be targeted at most vulnerable families who do not face further relocation and may not have the capacity to self-recover, they include at least one bedroom, one living space, dedicated WASH and cooking and ensure access to

¹ All budget proposals include material and labour and exclude transportation costs, which may vary greatly from one area to another.

appropriate livelihoods and other social services. HLP rights and secure tenure must be addressed with local authorities and be compliant to existing institutional and/or regulatory frameworks.

7. Settlement Planning and Development (SPD) | Budget* TBC including 5. & 6.

Settlement Planning and Development programs aim to assist the affected population through the design and development of new or existing settlements. SPD programs are designed to address a broad range of socio-economic and environmental considerations such as access to roads, utilities, community facilities, public transport, livelihoods and other government services. HLP rights and secure tenure must be addressed with local authorities and be compliant to existing institutional and/or regulatory frameworks. SPD programs should be conducted in conjunction with Permanent Shelter Assistance Options 5 and 6.

DRAFT

Annex 3

EMERGENCY SHELTER AND NFI STRATEGY

Tropical Cyclone Idai Response

16 March 2019

Note: The presented data and strategy are based on limited available information from the field.

PEOPLE IN NEED



600.000 affected

PEOPLE TARGETED



180.000 in need of shelter
support (36.000 families)

REQUIREMENTS (US\$)



5.1 Mio USD

OF PARTNERS



6

SHELTER OBJECTIVE 1:

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To provide decent and adequate shelter to flood and cyclone affected vulnerable victims whose houses have been destroyed or partially destroyed.

Background

A category 4 cyclone has made landfall in Mozambique on the evening of 16 March 2019, bringing with it high wind speeds of up to 224km/h and rain. Before making, the storm had already affected 103.000 people in Mozambique, 9.932 houses were partially destroyed and 12.655 were completely destroyed. 15,258 were displaced in 18 camps (numbers INGC).

There are reports of damage and power cuts as the tropical cyclone made landfall. According to the Mozambique National Institute for Disaster Management (INGC), the National Operational Emergency Centre

(CENOE), it is expected that 486.000 people were affected by the cyclone. This brings the total caseload of the people affected by the floods and the cyclone close to 600.000 people.

A first assessment team, under the leadership of INGC left March 15th Caia to Beira and first reports are expected to come in March 16th, with more detailed information to follow.

The day after the cyclone had hit, the Mozambican government via INGC requested for support to cover the most urgent needs with 3.000 tents, 5.000 tarpaulin sheets, 5.000 Mosquito nets and 2.000 water units.

Objectives




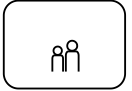
- To safeguard the health, security, privacy and dignity women and men, boys and girls affected by Cyclone Idai through the provision of emergency shelter and NFI assistance.
- To support durable solutions to protracted displacement (avoiding the creation of camps and allowing safe return from collective centres).
- To promote early self-recovery through a participatory neighbourhood/settlements approach that integrates WASH, health, livelihood and protection.

Settlement typologies

Initial feedback from agencies indicates that the affected population are divided into the following settlement types in urban and rural areas.

Different interventions will be required depending on displacement and damage type:

urban, rural, displaced, non-displaced and the specific context

Damaged public buildings	Shelter for people affected and displaced			
Not included in this strategy	 People living in public buildings (i.e. schools) Priority	 Camps to be avoided, where possible	 Host families	 People who have lost their land (flooding)

Response Action

The Shelter Cluster aims to use combined approaches in the delivery of assistance to the targeted population:

a) Emergency: Common pipeline for In-kind contributions

Different partners have offered to send shelter items (shelter kits and tents) and NFIs to Maputo Airport/ Port. After agreement is reached on the quality and relevance of NFIs being offered, IOM, acting on behalf of the shelter cluster, has agreed receive and clear goods at the airport, store them in a warehouse (WFP or INGC - depending who has space) and organise the onward transportation in trucks / planes to Beira or any other place that will be identified in the coming days in the different assessments.

In the provinces, the items will be temporarily stored in WFP or INGC warehouse, while IOM hands them over to an implementing partner from the Shelter / NFI cluster, such as COSACA, CHEMO or the Mozambican Red Cross/IFRC that then will take over the distribution in the province in close coordination with INGC.

While the shelter cluster will agree on the main areas of distribution of the goods based on the inter-cluster assessments, the distributing NGO will do the fine tuning with the government in the districts. Reporting will go back to the shelter cluster.

b) Emergency: Common pipeline for provision of further shelter kits and NFIs

As the needs will be bigger than what will be provided in-kind, there will be a need to buy further shelter material and NFIs.

For this a common pipeline should be established which will allow Shelter Cluster partners, to request materials from the pipeline management agency (IOM).

c) Support on shelter and camp establishment

Although Camps are to be avoided, the reality is that will be formed. The shelter cluster will provide material, technical support for camp establishment and support the data collection in basic service infrastructure (damage assessments of schools, hospitals, etc). As usual in Mozambique, the camps will be managed by INGC.

d) Training in safer construction

Building on the work of UNHABITAT and MITADER, as well as the work of other cluster partners, train and supervise hands-on training on building back safer construction and community-based hazard awareness, preparedness and DRR, throughout the response.

e) Transitional shelter support

Transitional shelters are designed to be more effective and last longer than the tents and plastic sheeting traditionally offered by relief organizations. They are designed to be safe and durable. Based on a strong core structure, the design also incorporates a longer-term development component as there is the potential to expand the structures later or to reuse the materials in building permanent houses. Unlike money spent on temporary housing, resources used to construct transitional shelters can be considered an investment in long-term, permanent housing.

f) Cash-for-shelter

g) Multi-sectorial approaches

As the cyclone hit urban as rural areas, the approach will need to be adapted and include also livelihood support (coordination with other clusters).

Approaches

- To support the work of INGC, who has the overall lead in the crisis response
- Support to owner-driven recovery processes. This starts immediately.
- Prioritisation of vulnerable groups, including displaced women and men, boys and girls.
- Working at neighbourhood and settlements level with integrated programming.
- Pay particular attention to households who need to be relocated.
- Avoid the creation of camps.
- Activities must be conducted in coordination with WASH, protection, livelihoods.
- Activities should be conducted with the aim of mitigating **pull-factors** to urban centres, avoiding secondary displacements and supporting safe and voluntary return.
- Particular attention to Gender specific needs.