



Aerial shot of Carriacou, Grenada. | | Roof detail in Union Island, Saint Vincent and the Grenadines IOM 2024/Cortes

## SHELTER & SETTLEMENTS RESPONSE STRATEGY

### HURRICANE BERYL RESPONSE / EASTERN CARIBBEAN

#### 1. SITUATION ANALYSIS

Beryl, originated as a tropical depression and rapidly intensified becoming the earliest major hurricane in the Atlantic. It made landfall in the Eastern Caribbean islands of Grenada and St. Vincent and the Grenadines as a Category 4 hurricane, later intensifying to Category 5<sup>1</sup>. While the mainland of St. Vincent and Grenada received minor damage, the majority of the destruction was in the Southern Grenadine islands of Union, Canouan and Mayreau and in Carriacou, Petit Martinique and Northern Grenada<sup>2</sup> respectively. In both islands, initial reports indicated widespread destruction to private dwellings, physical infrastructure, utilities and damage to coastal areas which has resulted in a widespread humanitarian crisis. The response is being spearheaded by respective governments, National Emergency Management Organization (NEMO) for St Vincent the Grenadines and National Disaster Management Agency (NaDMA) for Grenada and at regional level Caribbean Disaster Emergency Management Agency (CDEMA) together with partner organizations including the United Nation (UN) agencies.

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<sup>1</sup> [Briefing Note for the Private Sector: Regional Overview and Planned Response for Hurricane Beryl - Grenada | ReliefWeb](#)

<sup>2</sup> [Eastern Caribbean: Hurricane Beryl - Situation Report No. 01 \(As of 7 July 2024\) | OCHA \(unocha.org\)](#)

Reports indicate that in the aftermath of the hurricane, 90% of the houses in the Grenadines (Union Island, Canouan and Mayreau) are severely damaged or destroyed, widespread accounts of roofs lost and complete destruction of private dwellings particularly those made from timber frame. The destruction of roofs and water tanks has exacerbated challenges, with immediate concerns now focused on securing shelter and accessing clean water for the community. Similar reports have indicated that 95-98% of the houses in Petit Martinique and Carriacou have also been destroyed. Individuals who opted to stay in their own homes are now limited to occupying only certain areas or restricted to the lower levels of their original residences. Essential housing infrastructure such as water tanks have also been damaged or scattered through the community, often trapped under debris from the storm highlighting possible water security issues.

In Carriacou, five out of eight designated emergency shelters and one out of two shelters in Petite Martinique have suffered severe structural damage, making them unfit for use as emergency shelters. The damage to emergency shelters in Carriacou and Petite Martinique is particularly concerning, given the ongoing hurricane season and the potential need for these shelters in the event of subsequent storms. Currently, an estimated 250-300 individuals are residing in six established shelters across Carriacou and Petite Martinique, supplemented by 13 Informal /pop-up shelters. In St. Vincent and the Grenadines, 52 shelters, both formal and informal (not state-mandated), are accommodating a total of 1,049 displaced persons, including 63 individuals in informal shelters and 301 persons displaced from the Grenadines. Given the extensive devastation, there are no immediate plans to close these shelters, as many individuals will need substantial time to rebuild their homes completely<sup>4</sup>.

The devastation caused by Hurricane Beryl underscores an urgent need for transitional shelter solutions in the Eastern Caribbean islands of Grenada and St. Vincent and the Grenadines. With schools slated to reopen in approximately six weeks, it is imperative to relocate displaced persons to other shelter solutions. Transitional housing is crucial to not only continue educational activities but also to restore a sense of stability and security for affected families. Given the extensive damage to infrastructure and private dwellings, there is a pressing demand for a swift and coordinated approach to housing.

## 2. OVERALL OBJECTIVE

The Shelter Sector recognizes that the much-needed assistance poses questions over the humanitarian efforts usually mobilized to respond to a natural hazard. With recurring hurricanes in the region, it is no longer just a question of punctual aid before a return to a sense of normality. It is no longer just responding to the effects of the climate emergency but protecting people from its effects. In addition to emergency and transitional shelter assistance for those who lost their homes, which is essential, affected communities exposed to recurring climate hazards should also be allowed to prepare for similar shocks to come.

In line with that, this document promotes an improved adaptive capacity of hurricane affected communities to reduce their vulnerability and increase their resilience. Hurricanes are a collective risk. We believe settlement-based approaches are especially relevant for, and capable of addressing, the multifaceted challenges of rebuilding and protecting at collective level, since they encompass a wide range of community-based, cross-sectoral, and multi-stakeholder models aimed at collaboratively identifying problems, finding solutions, and preparing scenarios on how communities may evolve over the long term.

Thus, in-line with the humanitarian response plan published in July 2024, the goal of this document is to compliment the Governments of the St. Vincent & The Grenadines and Granada, as well as the civil society efforts in providing all disaster-affected persons with safe, adequate, appropriate, and habitable shelters, that will reduce vulnerability to future events, promote human dignity and not contribute to environmental damage within the next response phase.

### 3. GUIDING PRINCIPLES

- International organizations and Non-Government Organizations (NGOs) will support the work of CDEMA, NEMO and NADMA through the appointed counterparts as defined in the Coordination Structure.
- Activities must be conducted in coordination with other sectors such as WASH, Protection, livelihoods, Early Recovery, etc.
- Shelter programs will seek to ensure equity across all vulnerable groups. This means that disproportionate inputs and technical assistance may be required for extremely vulnerable groups such as widows, child and female-headed households, the elderly, and the physically and mentally disadvantaged. Such assistance should be based on independent assessment of level of damage, vulnerability, community resilience, hazard risk, and number of households affected along with pre-agreed criteria to identify those who need to be prioritized.
- Particular attention will be paid to gender specific needs and disability inclusion.
- Support to owner-driven recovery processes is crucial, as well to work at neighborhood and settlements level with integrated programming. It is also crucial to pay particular attention to households who need to be relocated and their land tenure rights.
- Activities should be conducted with the aim of avoiding secondary displacements and supporting safe and voluntary return.
- Shelter strategic frameworks are linked to durable solutions and to longer-term permanent housing programs under early recovery frameworks coordinated by the Early Recovery Sector.
- Every effort should be made when delivering shelter assistance to avoid partial coverage of needs in any community, and instead total needs should be met which would include access to supporting services and proximity to livelihood options.
- Assisting organizations will need to coordinate with the national authorities to set pay scales and agree contractor rates to avoid undue cost escalations and to also avoid exploitation of workers.

- Additionally costs of different assistance methodologies will have to be agreed and coordinated between assisting agencies.
- Disaster risk reduction and mitigation measures are integrated into emergency response plans from the outset.
- Local authorities and Government coordination bodies will be involved and kept informed of all the Shelter Sector activities.
- Home is more than a dwelling; it is often the place of work. Investment in shelter is therefore an investment in restoration of livelihood. It is also an investment in health, and the social safety of women. Humanitarian inputs, however well-intentioned, must do nothing to undermine the social, cultural, economic, or environmental fabric of a community.

#### 4. SHELTER RESPONSE FRAMEWORK

- This strategy is a living document, and the proposed objectives and activities will most likely change as the situation evolves. Once in place, the Shelter sector will continue working with the relevant regional and national authorities, the shelter sector partners and the civil society in the affected islands to keep it updated.
- All proposed activities below should be closely coordinated with other sectors such as Water, Sanitation and Hygiene (WASH), Protection, etc. to ensure a comprehensive response.
- The Shelter Sector Coordinator will work with the sector partners in mapping the cost of the below activities, based on the local market capacity and availability of materials

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*The Shelter Sector Coordinator will work with the sector partners in mapping the cost of the below activities, based on the local market capacity and availability of materials*

**Strategic Objective 1: Immediate assistance is provided to most vulnerable populations affected by Hurricane Beryl**

**Duration: July – August 2024**

| Target areas  | Displaced / non-displaced | Settlement type (post hurricane)  | Assistance options   |
|---|---------------------------|---|--|
| Mainland and worst-hit islands of Hurricane Beryl in St. Vincent and the Grenadines and Grenada | Displaced                 | Collective shelter accommodation (schools, community centres, churches, etc.) | <ul style="list-style-type: none"> <li>- Essential household items distributions (solar lamps, mosquito nets, blankets, mattresses, kitchen sets, etc.) or emergency cash assistance (depending on the market functionality).</li> <li>- Wind and rain proof of slightly damaged collective shelters</li> <li>- Temporary partitioning to improve privacy and reduce protection risks</li> <li>- Upgrade of WASH facilities and provision of essential hygiene items – in coordination with the WASH sector</li> <li>- Training shelter managers on Protection, Protection from Sexual Exploitation and Abuse (PSEA) and Gender-based violence (GBV) mitigation</li> <li>- Technical training for shelter managers on Camp Coordination and Camp Management (CCCM)</li> <li>- For severely damaged and overcrowded shelters, explore alternative temporary solutions, less damaged shelter if space permits, other public buildings, Tents Or relocation to shelters in neighboring islands</li> </ul> |

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| Worst-hit islands of Hurricane Beryl in St. Vincent and the Grenadines and Grenada | Displaced     | makeshift shelters in spontaneous arrangements (pop-up shelters as referred to locally) | <ul style="list-style-type: none"> <li>- Essential household items distributions (solar lamps, mosquito nets, blankets, mattresses, kitchen sets, etc.) or emergency cash assistance to cover temporary shelter needs (based on market capacity)</li> <li>- Two Tarpaulins, fixing ropes and essential shelter fixing toolkits that would allow the hosting family to repair their house or increase space</li> <li>- Coordination with WASH partners on emergency water, sanitation and hygiene assistance</li> <li>- Temporary accommodation solutions such as Airbnb or rental support for most vulnerable families in makeshift shelters</li> <li>- If the house of the displaced family is lightly damaged, the household could be assessed and provide the necessary materials and tools with a small cash grant, and community level training on roof fixings verification of existing insurance agreement should be done prior to the intervention. This modality is preferable as it will speed up the recovery process however it maybe difficult to implement in the initial stage of the response.</li> </ul> |
| Mainland St. Vincent and the Grenadines and Grenada                                | Displaced     | Rental arrangements / temporarily accommodated with another family / Hotels             | <ul style="list-style-type: none"> <li>- If the house of the displaced family is lightly damaged, the household could be assessed and provide the necessary materials and tools with a small cash grant, and community level training on roof fixings verification of existing insurance agreement should be done prior to the intervention. - This modality is preferable as it will speed up the recovery process, however it may be difficult to implement in the initial stage of the response.</li> <li>- If the house of the displaced family is severely damaged, provide rental assistance in the form of cash or direct temporary accommodation arrangement – verification should be done to double check the damage level and determine the level of immediate emergency assistance</li> </ul>  |
| Worst-hit islands of Hurricane Beryl in St. Vincent and the                        | Non-displaced | Own / rented house or apartment lightly damaged   | <ul style="list-style-type: none"> <li>- Two Tarpaulins, fixing ropes and essential shelter fixing toolkits to ensure temporary wind and rain proofing, accompanied with information, education and communication (IEC) materials on utilizing provided materials</li> </ul>  |

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|---------------------------|---------------|---|---|
| Grenadines and<br>Grenada |               |   | <p>Or</p> <ul style="list-style-type: none"> <li>- Assess the level of damage and necessary repair materials, accompanied with small cash grant, and community level training on roof fixings (modality to be determined based on materials availability in the market. This modality is preferable as it will speed up the recovery process, however it may be difficult to implement in the initial stage of the response.</li> </ul>   |
|                           | Non-displaced | Own / rented house or apartment severely damaged / completely destroyed | <ul style="list-style-type: none"> <li>- Essential household items distributions (solar lamps, mosquito nets, blankets, mattresses, kitchen sets, etc.) or emergency cash assistance (depending on the market functionality).</li> <li>- Provide temporary emergency shelter such as tents or two Tarpaulins, fixing ropes and essential shelter fixing toolkits or emergency cash</li> <li>- While mass planned relocations/ evacuations should be avoided as much as possible, exceptions to be made for special vulnerable cases.</li> <li>- Coordinate with other sectors such as WASH for emergency provision of assistance</li> </ul> |

Strategic Objective 2: Support the transition and early self-recovery of affected communities by promoting their participatory neighbourhood/settlements approaches, integrating WASH, health, livelihood and protection.

September 2024 – TBC

| Target areas  | Displaced / non-displaced | Settlement type (post hurricane)   | Assistance options  |
|---|---------------------------|--|---|
| Mainland and worst-hit islands of Hurricane Beryl in St. Vincent and the Grenadines and Grenada | Displaced                 | Collective centre accommodation (schools, community centres, churches, etc.) | <ul style="list-style-type: none"> <li>- Provide clear exit strategy for closure of collective shelters accommodation</li> <li>- Provide physical upgrades of collective shelters such as schools to enable their return to their original use.</li> <li>- Provide transitional shelter solutions (Based on a strong core structure, designs to incorporate a longer-term development component as there is the potential to expand the structures later or to reuse the materials in building permanent houses)</li> </ul> |

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|  |           |   | <ul style="list-style-type: none"> <li>- For households still unable to return to their damaged houses (for lack of available community infrastructure and support functions). Modality to be discussed in the sector technical working group or Provide longer-term accommodation support such as rental support.</li> <li>- Support the return of households who are able to and intend to return to their homes through provision of comprehensive shelter toolkit and shelter materials accompanied with cash grant (amount TBD), and community level training on building back better (modality to be determined based on materials availability in the market). Materials provided should be based on assessment of the extent of the damage and checking HLP issues.</li> <li>- Guidance to households could include, recommended / approved contractors, Basic construction sequence for repairs, Check list for critical technical works (ie: hurricane ties / adequate connection between roof system to wall system to foundation, etc.), Range of expected costs for common repair works</li> </ul> |
| Worst-hit islands of Hurricane Beryl in St. Vincent and the Grenadines and Grenada | Displaced | makeshift shelters in spontaneous arrangements (pop-up shelters as referred to locally) | <ul style="list-style-type: none"> <li>- Provide transitional shelter solutions for households still unable to return to their damaged houses. Modality to be discussed in the sector technical working group.</li> <li>- Support the return of households who are able to and intend to return to their homes through provision of comprehensive shelter toolkit and shelter materials accompanied with cash grant, and community level training on building back better (modality to be determined based on materials availability in the market). Materials provided should be based on assessment of the extent of the damage and checking Housing Land Property (HLP) issues.</li> <li>- Guidance to households could include, recommended / approved contractors, Basic construction sequence for repairs, Check list for critical technical works (ie: hurricane ties / adequate connection between roof system to wall system to foundation, etc.), Range of expected costs for common repair works</li> </ul>  |
| Mainland St. Vincent and the Grenadines and Grenada                                | Displaced | Rental arrangements / temporarily accommodated with another family / Hotels             | <ul style="list-style-type: none"> <li>- Provide longer-term accommodation support such as rental support for families still unable to return</li> <li>- Support the return of households who are able to and intend to return to their homes through provision of comprehensive shelter toolkit and shelter materials accompanied</li> </ul>   |

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|  |               |  | <p>with cash grant, and community level training on building back better (modality to be determined based on materials availability in the market). Materials provided should be based on assessment of the extent of the damage and checking HLP issues.</p> <ul style="list-style-type: none"> <li>- Guidance to households could include, recommended / approved contractors, Basic construction sequence for repairs, Check list for critical technical works (ie: hurricane ties / adequate connection between roof system to wall system to foundation, etc.), Range of expected costs for common repair works</li> </ul>  |
| Worst-hit islands of Hurricane Beryl in St. Vincent and the Grenadines and Grenada | Non-displaced | Own / rented house or apartment lightly damaged              | <ul style="list-style-type: none"> <li>- Provide comprehensive shelter toolkit, accompanied with small cash grant (amount TBD), and community level training on roof fixings for moderately damaged houses – for those who were not covered under SO1. Materials provided should be based on assessment of the extent of the damage and checking HLP issues.</li> <li>- Guidance and oversight throughout the repair process to accompany any CASH grant/voucher or in-kind materials. Guidance to households could include, recommended / approved contractors, Basic construction sequence for repairs, Check list for critical technical works (ie: hurricane ties / adequate connection between roof system to wall system to foundation, etc.), Range of expected costs for common repair works</li> </ul>  |
|  | Non-displaced | Own / rented house or apartment severely damaged / destroyed | <ul style="list-style-type: none"> <li>- Provide comprehensive shelter toolkit and shelter materials accompanied with cash grant, and community level training on building back better</li> <li>- Provide comprehensive shelter toolkit and shelter materials accompanied with cash grant, and community level training on building back better Materials provided should be based on assessment of the extent of the damage and checking HLP issues.</li> <li>- Guidance and oversight throughout the repair process to accompany any CASH grant/voucher or in-kind materials. Guidance to households could include, recommended / approved contractors, Basic construction sequence for repairs, Check list for critical technical works (ie: hurricane ties / adequate connection between roof system to wall system to foundation, etc.), Range of expected costs for common repair works</li> </ul> |

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| Worst-hit islands of Hurricane Beryl in St. Vincent and the Grenadines and Grenada | Non-displaced | Tradespersons in affected communities | - Training of tradespersons / construction workers techniques in retrofitting and improvements techniques to improve hurricane resistance. Voucher for tools could be considered to encourage engagement. |
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### Strategic Objective 3: Building resilient settlements and communities

| Target areas   | Assistance options  |
|--|---|
| Worst-hit islands of Hurricane Beryl in St. Vincent and the Grenadines and Grenada | <ul style="list-style-type: none"> <li>- Rehabilitate and improve community infrastructure through grants / community contracts / quick impact projects / contractor-driven implementation.</li> <li>- Rehabilitate and improve community livelihoods and enterprise infrastructure.</li> <li>- Strengthen community mobilization, local engagement mechanisms, representation and decision making.</li> <li>- Strengthen community capacity to plan and implement community-based risk management and sustainable settlements.</li> <li>- Strengthen local authorities' capacity, increased staffing, training and continued development.</li> <li>- Promote skills and employment opportunities of local people in housing and community infrastructure repair and reconstruction.</li> <li>- Prepare community plans for disaster risk management and risk reduction.</li> </ul> |

## 6. IMMEDIATE AND FUTURE REQUIRED ACTIONS TO ACHIEVE THE SHELTER RESPONSE STRATEGIC OBJECTIVES

- Continue engagement with relevant government entities such as the ministry of housing in both affected countries to align the strategy draft with the national recovery plans once announced.
- Work with government and building suppliers to improve access to building materials
- Identify previous gaps in local construction methods and application of national/ regional building codes and incorporate building back better approaches in the recovery efforts.
- Strengthen the capacity of local shelter organizations
- Organize local training for labors, vendors and community members on building back better approaches.
- Map out potential donors with interest in recovery programs in Eastern Caribbean

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To be added to the IOM Emergency Shelter and NFI Thematic Working Group Mailing list please email [abate@iom.int](mailto:abate@iom.int) with your contact information.

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