

# UNHCR Angola, Shelter strategy outline – Refugee Response

## Democratic Republic of Congo situation

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## Country Operational Context

The complex emergency that unfolded in the Kasai Central Province of the Democratic Republic of the Congo (DRC) in 2016 and 2017 resulted from the intercommunity tensions and military confrontations between militia groups and the Congolese Armed Forces (FARDC). Instability and human rights violations have been reported, and caused the internal displacement of 1.3 million civilians, and some 35,000 refugees who fled in Angola since March 2017. This figure of the Congolese refugees increases the existing number of the existing 45,000 refugees and asylum seekers already in the country.

The Government of Angola, UNHCR and other UN Agencies and Non-governmental Organizations provided the refugees with emergency and life-saving assistance including water and sanitation, health and nutrition, emergency shelters, food and non-food items as well as protection. Following the stabilization of the situation observed since July 2017, the humanitarian response is moving toward medium and long term solutions. Therefore, the construction of shelters and other infrastructure will focus on the use of durable materials.

However, while considering longer term solutions for the current refugee caseload, attention will continue to be drained to the contingency plan for the new influxes and its preparedness actions. Therefore, emergency shelters approach will be considered.

## Response strategy

### Key objectives

Under the overall objective of providing protection in an emergency response, the shelter approach aims to achieve the following:

- Sheltering all biometrically registered refugee population from the DRC influx as part of an effective protection emergency response, yet with a medium-term durability (at least 2 years), as mass voluntary repatriation in safety and dignity way is unlikely in the short term;
- Upgrading shelters in the mid-term, to convert their emergency shelter to a semi-permanent shelter, with priority for persons with specific needs;
- Identifying a semi-permanent shelter type with maximum use of local shelter/housing custom and locally available materials. This is to ensure that the shelter is a low-cost, and suitable to local climate and environmental conditions.

The objectives of the Lóvuá settlement and shelter response have been framed under the following points:

- To promote social cohesion between refugees and host community, particularly with regard to potential conflict over natural resources.
- To provide the spatial framework for refugee settlements and hosting areas to establish linkages under a unique response vision aligned to national and local development plans.
- To favor the provision of social services for refugees through the enhancement of existing facilities and the strategic location of new permanent facilities
- To ensure security and protection of refugees.
- To provide a secure and healthy living environment with privacy and dignity to persons of concern
- To support self-reliance, allowing persons of concern to live constructive and dignified lives

- To take all necessary measures to reduce the risk of gender-based violence and violence against children.
- To ensure communities are consulted and participate in the assessment, planning, design, monitoring and maintenance phases of settlement interventions.

## Assessment and technical considerations for shelter

The settlement and shelter projects are being developed in parallel and throughout the emergency response.

The following are the achievements so far attained:

- The Lovua settlement has been partially developed and so far 13,532 refugees, representing 3,338 households have received emergency shelters in form of family tents or constructed shelters from timber and plastic sheets
- 41 villages or blocks of 72 plots each have been developed out of the total number of 56 planned villages.
- The settlement is currently able to accommodate a further 11,000 refugees.
- A Technical Team has been recruited at the UNHCR office in Dundo on temporary assignments up to end of August 2018, comprising a Physical Site Planner, Associate Shelter Officer and WASH Officer. The technical team works closely with the partners who also have dedicated technical staff.

Despite the above achievements, there are still some items listed below which need to be resolved

- Secure adequate funding to fully develop Lovua settlement to be able to accommodate the remaining refugees in the urban areas. The estimated number of refugees still in the urban areas is 11,000.
- Secure sufficient and suitable land to support the accommodation of another 20,000 refugees in preparation of another possible influx in the near future. This is with a consideration of the 50,000 planning figure for 2018.
- Secure and develop a transit site near the border to temporarily host refugees in case of an influx before they are relocated to a permanent site.
- Ensure that Technical Team is maintained within UNHCR to continue monitoring the shelter and other public infrastructure constructions. The monitoring should also be done during the movement from emergency shelters to semi-permanent shelters. The technical team should include areas such as site planning, shelter and WASH. Recruitment and Capacity Building to also be conducted for a National Staff within the UNHCR Technical Team.
- The development of an Urban Reception Center to proper international standards in Dundo was completed in April, 2018. The reception center will be used as a transit center before relocating refugees still residing in the urban areas. The reception center has a capacity to host around 360 individuals per night during the relocation process. It has the necessary basic facilities like sleeping shelters, a water point, latrines and showers. The center is also being used as a General Food Distribution Center for the refugees in the urban areas. It is important to note that should a new influx of asylum seekers occur, there will be need to set up a much larger Transit Center.

## Spatial design protection-focus indicators considered in Lóvua Settlement

Description	Design indicators (minimum)
Communal/Mass shelters- ( <i>Lovua Transit Center</i> )	<ul style="list-style-type: none"> <li>Min. 3 m<sup>2</sup> per person</li> </ul>
Shelter	<ul style="list-style-type: none"> <li>Minimum 3.5 m<sup>2</sup> per person</li> </ul>
Size of designed plot for a single household	<ul style="list-style-type: none"> <li>25m x 25m = 625m<sup>2</sup></li> </ul>
Fire breaks	<ul style="list-style-type: none"> <li>Minimum distances between shelters two times the shelter height</li> <li>If using unhr family tents, 2m between the guy ropes</li> <li>30 meters of fire break every 300 m of the built environment</li> </ul>
Access to water	<ul style="list-style-type: none"> <li>Maximum distance to water point 500 m</li> </ul>
Access to basic services	<ul style="list-style-type: none"> <li>Maximum travel distance to primary schools and health post 0.5 hours</li> <li>Maximum distances to secondary schools, health centers and main markets 1 hour</li> </ul>
Access to subsistence farming	<ul style="list-style-type: none"> <li>Allocate 2,000 m<sup>2</sup> per farmer HH</li> </ul>
Cluster design arrangements for Lovua Settlement	<ul style="list-style-type: none"> <li>1 plot of size 25m x 25</li> <li>72 plots forming one cluster or village with a possibility to increase the number to 110 plots</li> <li>A number of villages forming a zone. From 3 to maximum 9 villages per zone.</li> </ul>
Clinics, Schools and other structures of a communal nature	<ul style="list-style-type: none"> <li>Structures are to be located within walkable distance ( 2.5km radius for primary structures and 5km radius for secondary structures)</li> </ul>

## Environmental considerations

- The development of the settlement has included and continues to have tree marking and sensitization campaigns. The peaceful coexistence with the host communities, led by the local chiefs or headmen, is being encouraged by ensuring that environment is being properly reserved and utilized. Charcoal burning is being discouraged as this will lead not only to deforestation of the settlement but the surrounding host communities as well.
- Promotion of tree planting in the settlement.
- Promote the use of locally available materials for construction of shelters without damaging the environment in the uncontrolled cutting of trees for construction.
- The population of the settlement has to remain within the standard guidelines in terms of density per square meter to prevent quickly exhausting the available natural resources like trees, water etc.
- The refugee population is being informed of the importance of remaining within the limits of the settlement and not do any activities in the surrounding host communities, without authorization, to promote peaceful coexistence.

## Details of phased shelter response:

The planned shelter interventions in the context of the phased response are outlined as:

a) Short term (0 – 6 months): **Emergency Shelter**

To ensure basic emergency shelter is made available for the refugees. UNHCR has so far provided 48.2% of the total emergency shelter needs. This amounts to a total of 3134 emergency shelters. This includes 819 shelters built using timber and plastic sheets, 1740 UNHCR Family Tents and 575 Tents donated by the Government of Angola.

Provision of emergency shelters will continue for the remaining refugees in the urban setting and are yet to be relocated.

Any new arrivals in the future will also be provided with emergency shelter.

Emergency Shelters have been and will continue to be constructed for persons of concern due to the urgency and short period allocated for the full relocation of all refugees from Dundo to Lovua Settlement. The emergency shelter kit for each shelter comprises of 25 nos. timber pieces of 4m length, 3 plastic sheets and nails. Construction Teams from within the refugee community have been trained to build the shelters. Each shelter takes one day to complete with a team of 3 persons. Construction of emergency shelters for the PoC at the moment will enable a constant relocation process.



Type of emergency shelter being built in Lovua Settlement

b) Medium term (6months -2 years ):

As the refugees best understand the type of shelter that can fit them hence beneficiary driven construction of Transition shelters will be focused on, to replace the emergency shelters provided to refugees. Use of locally available material, mud bricks or mud and timber walls supported with more long term roofing zinc will ensure PoC has more semi-permanent shelter.

The Transitional Shelters will be built from locally available materials and will be built by the persons of concern themselves. Based on the type of houses in the surrounding host communities, it is proposed that the shelters should be constructed from either sun dried (or burnt bricks) walls or mud and timber walls with corrugated roofing sheets. A shelter kit will comprise of corrugated roofing sheets, timber for roof structure and nails. The moulds for the bricks will be provided however they will have to be shared within among a set of five households. The other materials are expected to be gathered by the persons of concern themselves. Persons with Specific Needs (PSN) will be considered and transitional shelters will be built especially for the most vulnerable households. The shelters for PSN will also have to take into consideration the specific requirements of disability of the PSN.

The following are the possible options for transitional shelter and cost being proposed by the technical team, taking into consideration sustainability and cost. All the proposals will have a standard 6m x 3m size of shelter. Each of the following proposals can be built with a maximum of 4 weeks.

The selection of the final type of shelter to be used will depend on the available funds.

Kindly note that the common construction of shelters walls around Lóvua using timber poles and mud has not been included due to the possible deforestation which will take place due to the large number of shelters required. For the households which have already built the above shelters, plastic sheets will be provided for the roof. The households will be advised to adapt the shelters with mud bricks after a while.

**Existing shelter typology:** Tents (UNHCR tents and Government tents) & UNHCR emergency shelter

Figure 1 UNHCR Family tent and figure two shows the emergency shelters



### *Proposed Transitional shelter solutions*

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Of the proposals made, the second option would be recommended as this would be the most cost effective option due to the plastic sheets currently available in stock. It should however be noted that the plastic sheet roof would have to be replaced with grass thatch or zinc roofing sheets by the refugees themselves after about 6 to 8 months.

## Transitional shelter kit 1 proposal:

		UNHCR CONTRIBUTION					BENEFICIARY CONTRIBUTION	
Construction element	Construction item	Quantity	Unit of measure	Unit cost in Kwanza	Total Cost in Kwanza	Total Cost in US Dollars	Type of contribution	Item to be contributed
Roof	Grass Thatch (Lump sum to support beneficiary to collect Thatch grass)				16,500	100	Labour	Cutting of grass and thatching the shelter
Roof structure	Bamboo poles for the walls	15	pieces	500	7,500	45.5	Labour	Making of the roof structure
Walls	Brick Molds (a brick mold costs AOA 40,000. The price indicated is the cost contribution per household)	6	Per village		3,340	20	Labour	Molding of bricks and building the walls
	Cement to stabilize the soil which is not very suitable for molding bricks	4	bags	3000	12,000	72.7		
	Technical guidance							
				TOTAL COST	<b>39,340</b>	<b>238.4</b>		

**NB: Cost for emergency shelters = AOA 39,340 (USD 238.40) each / per shelter**



Thatch



gum poles



walling mud/clay



Brick mould



walling clay brick



**Proposed Transitional shelter – walling material mud bricks: as per beneficiary production**

***NB: Kindly note that this option can only be effective during the dry season, however the grass has to be harvested quickly it is very common for people around Lóvua to burn the grass to clear areas for hunting activities.***

## Transitional shelter kit 2 proposal

Construction element	UNHCR CONTRIBUTION						BENEFICIARY CONTRIBUTION	
	Construction item	Quantity	Unit of measure	Unit cost in Kwanza	Total Cost in Kwanza	Total Cost in US Dollars	Type of contribution	Item to be contributed
Roof	UNHCR Plastic sheets	4	Pieces	1328			Labour	Fixing plastic sheets
Roof structure	Wood	12	pieces	2,500	30,000	181.8	Labour	Making of the roof structure
	Nails	3	Kg	1500	4,500	27.3		
Walls	Brick Molds (a brick mold costs AOA 40,000. The price indicated is the cost contribution per household)	6	Per village		3,340	20	Labour	Molding of bricks and building the walls
	Cement to stabilize the soil which is not very suitable for molding bricks	4	bags	3000	12,000	72.7		
	Technical guidance							
	TOTAL COST				<b>49,840</b>	<b>301.1</b>		

**NB: Cost for emergency shelters = AOA 49,840 (USD 301.10) per shelter**



Wood contribution



UNHCR plastic sheet



Nails (timber & roofing)



Brick mould



Clay brick- HH







**Proposed Transitional shelter** – *walling material mud or mud brick, as per beneficiary production, roofing UNHCR plastic sheet*

Note: Wood will only be provided to HH living in Tents, as HH living in Emergency shelter has existing wood framework structure

### Transitional Kit 3:

		UNHCR CONTRIBUTION					BENEFICIARY CONTRIBUTION	
Construction element	Construction item	Quantity	Unit of measure	Unit cost in Kwanza	Total Cost in Kwanza	Total Cost in US Dollars	Type of contribution	Item to be contributed
Roof	Zinc Roofing Sheets	18	Pieces	1,600	28,800	174.5	Labour	Fixing of the zinc roofing sheets
Roof structure	Wood	12	pieces	2,500	30,000	181.8	Labour	Making of the roof structure
	Nails	3	Kg	1500	4,500	27.3		
Walls	Brick Molds (a brick mold costs AOA 40,000. The price indicated is the cost contribution per household)	6	Per village		3,340	20	Labour	Molding of bricks and building the walls
	Cement to stabilize the soil which is not very suitable for molding bricks	4	bags	3000	12,000	72.7		
	Technical guidance							
TOTAL COST					<b>78,640</b>	<b>476.6</b>		

**NB: Cost for emergency shelters = AOA 78,640 (USD 476.60) per shelter**



Zinc production



Nails roofing & timber: brick moulds :



wood:



ridge cap



Clay bricks – HH



**Proposed Transitional shelter**

**Notes:**

For HH living in UNHCR emergency shelter, wood and nails will not be applicable as they already have a framed structure.

c) Long term (above 2 years):

In the event of the refugee crisis taking longer than 2 years, the long term shelters would be from burnt bricks with a zinc roof. These buildings would be expected to be built by the refugees themselves with very minimal or no support from UNHCR.

## Settlement Services

a) Basic Infrastructures (0 – 6 months):

To complement shelter activities and to ensure basic services are readily available for the refugees, allocation for education, health facilities, women friendly spaces, communal spaces has been provided for.

Focus will be to establish more permanent structures to replace existing temporary structures used to support the various basic services.

Road Network – Care and maintenance to the graded camp roads, ensuring shelter development doesn't enclosure to the road reserve areas.

In light of a worst case scenario, due to a large influx of refugees, it is essential that all efforts are made to expand shelter capacity. The following measures are recommended in addition to the interventions highlighted above:

- i. Advocate for more land to establish settlement as the current settlement has reached its full designed capacity.
- ii. Explore other possible and approved means of accommodation e.g. through host community or allowing the refugees willing to stay in the urban setting.
- iii. Identification and setting up of Reception centers near the Angolan-Congo DR border in preparation for a possible influx. The proposed reception centers should not be too close to the borders of conflict for security purposes. The capacity should be adequate to accommodate at least up to 5000 asylum seekers while arrangements are being made to relocate them to a more permanent site.
- iv. Maintenance of existing reception facilities in Lóvua settlement in case of urgent need to accommodate some refugees.

## Partnership

(World Vision International, Lutheran World Federation LWF, GoA) - UNHCR will keep on working with shelter partners present in Dundo, in terms of shelter program implementation.

## UNHCR Settlement and Shelter team

UNHCR Dundo has currently a Physical Site Planner and an Associate Shelter officer supporting the operation up to August 2018.

<b>Current implementation status</b>				
<b>Solution</b>	<b>Planning Figures</b>	<b>Current Status</b>	<b>Gap</b>	<b>Progress achieved</b>
Demarcating of household plots in the Settlement	6,126	4,104	2,022	67%
Emergency Shelter	6,500	3134 shelters provided including 819 shelters built using timber and plastic sheets, 1740 UNHCR Family Tents and 575 Tents donated by the Government of Angola	3,366	48.2%
Transitional Shelters	6500	0	6500	0%
Road works	40 Km	36 Km cleared and formation has commenced.	4 Km yet to be cleared. Gravelling for the entire 40 Km has started.	Clearing - 90% Road formation - 75% Gravelling – 1%
Emergency Education structures	4	3 emergency school structures built and 1 school is using tents	0	100%
Permanent School Structures	3	0	3	0%
Emergency Clinic Structures	2	1 clinic available using tents and a built waiting shelter	1	50%
Permanent Clinic Structures	3	0	3	0%

## Risk Management

The risk of not having adequate land in case of an influx should be mitigated by engaging the Government to provide some more land even when we are not facing an immediate possibility of an influx as part of UNHCR Angola's emergency preparedness planning

The major challenges faced in implementing the shelter programme has been the supply of timber for the construction of emergency shelters and other structures used for schools and clinic. Timber was not supplied on time initially due to the source of the timber being a long distance away (over 200Km) and challenges faced during transportation. The matter was further complicated after the government issued a ban on the cutting and transportation of timber across the country. The mitigation measure being now proposed is the use of sun dried mud bricks for the construction of houses. UNHCR will provide support in procuring some brick making molds which will be used by the refugees to make bricks using soil from within the settlement. Technical advice on how to make the bricks more durable will be provided by UNHCR technical team.

Mitigation of environmental risks such as flooding, landslides and fire have been considered firstly at site planning level as well as in the shelter design. The plots have been designed so as not to fall in areas prone to flooding or landslides. The site layout has ensured that there is enough space of not less than 2m is maintained between shelters. A space of not less than 30m is being observed between blocks or villages of plots.

So far little tension has been observed between the host communities and the refugees. It is however recommended that measures are put in place to avoid any possible issues which could lead to tensions, eg. use/abuse of natural resources, developing only the refugee settlement without developing or incorporating development with the host communities.

Concerning Persons with Specific Needs (PSN) it has been considered that the location of their shelters should be in areas which are easily accessible for the community to be able to assist them when need requires. The shelters will also be located near water points and other communal facilities.

## Procurement

*Emergency shelter* – plastic sheet for emergency shelter will be sourced outside the country, however other related material, (nails and timber) will all be sourced within the country in cross collaboration with Supply and Program unit within UNHCR Angola.

*Transitional shelter* – As this will be beneficiary driven type of shelter, UNHCR will only procure construction materials which cannot be found within Lóvua like the plastic sheets, zinc roofing, nails as well as the brick making molds. The beneficiaries will be expected to make their own sun dried bricks and provide the labour for construction of the houses. As previously stated under the emergency shelters, procurement of all material will adhere to established Supply and Program unit standards and guidance policy for UNHCR.

Procurement will be based on UNHCR procurement procedures. This will involve adherence to strict approval standards based on the total cost of the materials to be procured. Procurement SOPs will be used to reduce the risk of fraud in procurement. The implementation of construction of shelters will be done through an NGO implementing partner. The NGO will report to UNHCR to ensure that all procurement guidelines are followed.

The heads of households will be requested to sign for the shelter kits provided as a way of having a record of the kits provided. This will ensure accountability on the part of UNHCR to the Persons of Concern. The signing by the Persons of Concern will also ensure that the shelter kits procured have been given to the refugees as intended.

## Monitoring and evaluation

The shelter team is responsible for monitoring the implementation of the settlement and shelter programme. The monitoring is being done on a weekly basis with a possibility to monitor on a daily basis. This is to continue until the response operation has fully established and settled. At that time the monitoring could be done on less regular basis.

The following impact and performance indicators have been set to monitor and evaluate the implementation of this strategy. Targets in terms of quantity and time have been defined in the implementation work plan of this strategy. The Shelter strategy should be monitored and evaluated against three aspects:

- i. The extent to which the objectives of this strategy have been met, and
- ii. The extent to which the Shelter Strategy has supported and assisted in improving their own projects and programmes.
- iii. The need for a strategy update to take into account changes in the context as well as lesson learnt throughout its implementation.

Objective	Impact Indicators	
Shelter and infrastructure established, improved and maintained	Shelter	% of household living in adequate dwellings
	Settlement	Average camp area per person (m2)

Output	Performance Indicators
Emergency shelter provided	# of emergency shelters provided
	# of PoC receiving emergency shelter
Transitional shelter provided	# of transitional shelters provided

Output	Performance Indicators
Emergency shelter provided	# of emergency shelters provided
	# of PoC receiving emergency shelter
Transitional shelter provided	# of transitional shelters provided
Access roads constructed, repaired and maintained	# of kilometers of access road constructed
<i>The following indicator is important however is not part of UNHCR result-based framework</i>	
Plots allocated	# of plots ready for allocation

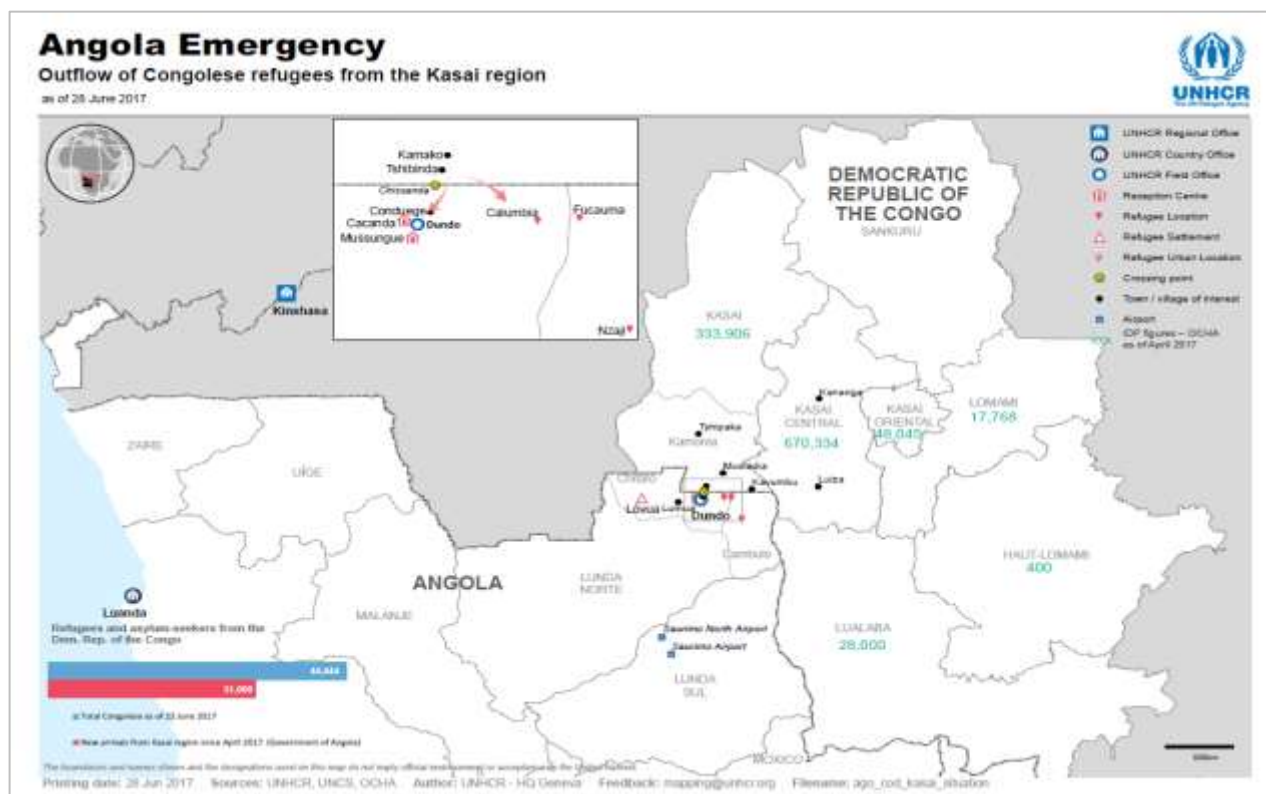
## Coordination

- Shelter sector meetings have been established and maintained at Dundo level, UNHCR leads the sector, with active participation of other shelter partners.
- The Government of Angola is updated on the site planning and development, as well as shelter activities through the high level meeting held every Tuesday afternoon at the government offices in Dundo;
- At the moment, UNHCR is still trying to work with the government to ensure that the development of Lóvua is done within the country acceptable standards and laws. So far the government officers have been involved in the monitoring of the road construction works and the planning of the cemetery in Lóvua settlement. There is however need to more coordination with the government officials especially in Lóvua Municipality to ensure that the development of Lóvua settlement aligns with the area development plans.
- It is important that a clear Memorandum of Understanding is obtained from the government for the Lóvua settlement land and this should clearly indicate the boundaries. This is to avoid any future conflicts with the host communities on how far the settlement land should stretch.





1. Map of locations



Lunda Norte Province of Angola

2. Statistics and profile of the current refugee population in Dundo and Lóvuá settlement (April 2018)

Population planning group (PPG)	Total number of persons of concern to UNHCR currently in Lunda Norte, Angola	2018 planning figure	Shelter sector planning figure
Refugees and Asylum Seekers from Congo DR in Lunda Norte	22,680 registered and active in Lunda Norte (13, 637 in Lóvuá Settlement and 9,043 in Urban Areas.) <b>The numbers are as of 20<sup>th</sup> June, 2018</b>	50,000	26,680 in Lóvuá Settlement

# of PoC in current caseload	Location	Refugee origin	# of PoC targeted with shelter response	# of PoCs provided with shelter response	# of PoCs still in need of shelter response
13,637	Lóvua settlement	Kasai Region of the Democratic Republic of Congo	13, 637	13,637	0
9,043	Urban areas in Lunda Norte Province of Angola		9,043	0	9,043

### 3. Technical drawings

Description	Km2	Ha	m2	Total planned area/ha	Developed area/ha	Gap
Usable land area	24.52	2,452	24,520,000			
One village or residential area block	0.1152	11.52	115,200	645.12	472.32	172.8

### 4. Bill of quantities

### 5. Settlement layouts/ site plan

### 6. Implementation timeline, highlighting milestones (work plan)

Annex 1: Shelter Response Plan - January – June 2018						Timeline 2018											
Outputs	Indicator:	Location	Type of Caseload:	Target - individuals	Cost (USD)	J	F	M	A	M	J	J	A	S	O	N	D
Emergency shelter provided	# of emergency shelters provided  # of PoC receiving emergency shelters	Lóvua Settlement DUNDO	Urban refugees relocated to Lóvua	11,006	370												
										X	X	X					
<b>Transitional</b> shelter provided	# of transitional shelters provided  # of PoC receiving transitional shelters	Lóvua Settlement DUNDO	Extremely Vulnerable Individuals, in the settlement	24,481											X	X	X

<b>Shelter</b> materials and maintenance tool kits provided.	# of shelter maintenance tool kits and materials provided  .	Lovua Settlement DUNDO	All refugee households in Lovua Settlement								X	X	X	X				
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