



Mozambique Shelter Cluster
ShelterCluster.org
Coordinating Humanitarian Shelter

SHELTER CLUSTER STRATEGY 2023



CONTEXT OVERVIEW

During the last few years, Mozambique has been beset by multiple crisis, escalating conflict and five major cyclones. The compounding effects of these crisis led to increasing vulnerability and displacement.

By October 2022, more than 1.7 million people are in need (PIN) of shelter and non-food items (NFI) assistance in the Northern Region of Mozambique, and thousands remain with residual shelter needs in the Central Region. If these shelter needs are not addressed, host communities over stretching will increase and IDPs will establish more spontaneous settlements for those seeking for safety or live-saving assistance.

The situation in the North of Mozambique continues to deteriorate, with more unpredictable movements, while at the same time, an increase in the number of returnees is observed.

On top of that, Mozambique is the 35th most vulnerable and the 24th least ready country towards climatic shocks. This means that shelter needs are not just based on the current complex insecurity crisis and damages from previous cyclones and floods, but also on the imminent risks to floods and cyclones during the rainy season, for displaced population, and non-displaced population¹.

Also, potential droughts in some regions of the country might imply unexpected population displacement, and then, an increase of emergency shelter needs.

Considering all of this, Shelter Cluster partners are establishing flexible and adaptive shelter response strategies while also advocating for an urgent increase of Shelter Cluster preparedness capacity.

¹Cyclone and/or floods affected population which houses have been destroyed or damaged but they decide to remain in their house or plot

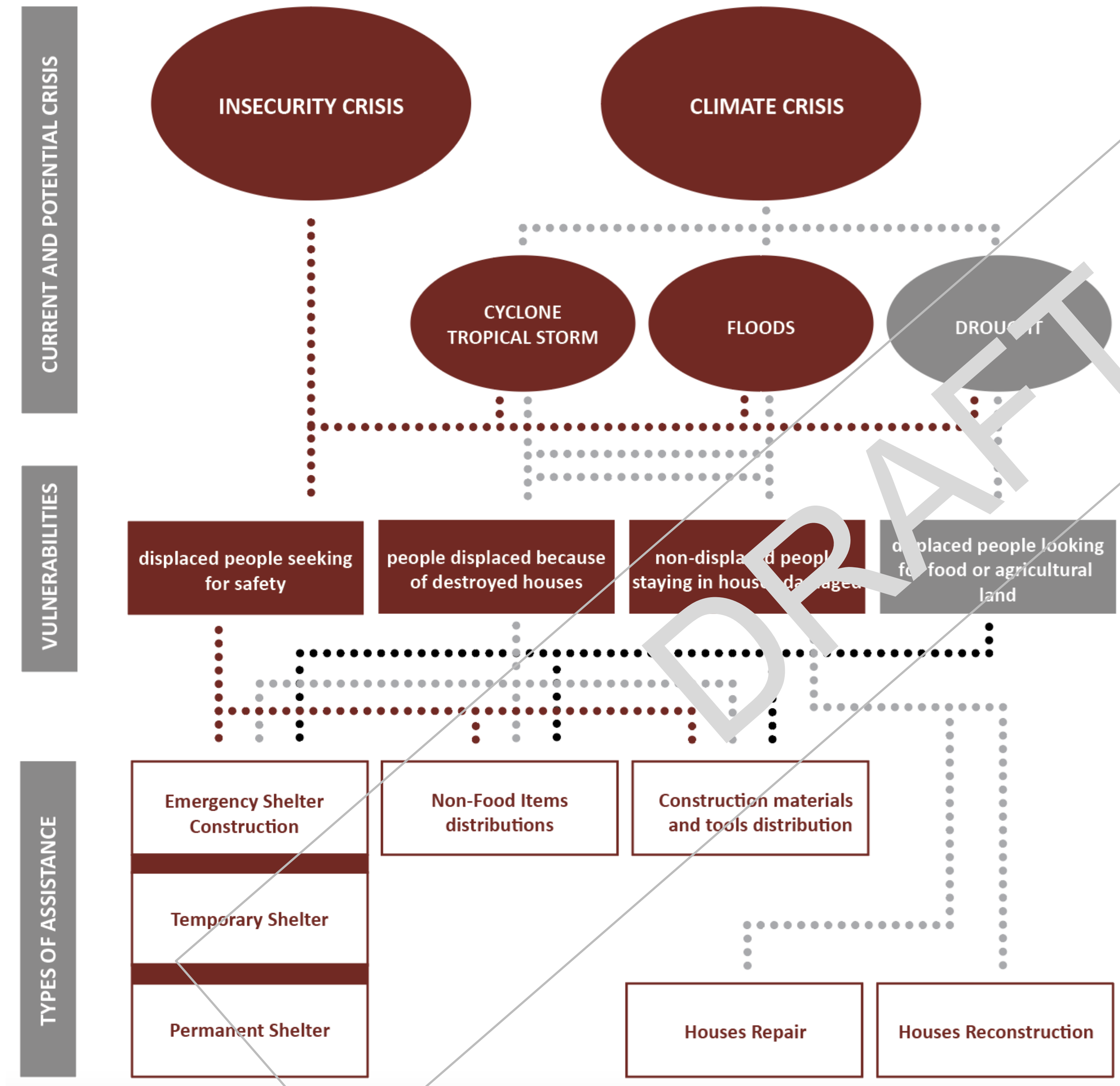


Mozambique Overview, Shelter Projects 8th Edition

TYPES OF CRISIS

Mozambique is exposed to both **insecurity and climate crisis**, and depending on the phase of the response and affected population vulnerability, different types of assistance are being required.

Mozambique Government's capacity to address all these emerging and continuous needs is limited, and Shelter Cluster partners are engaging with local authorities to define more **resilient strategies**, aiming to further implement **shelter vulnerability criteria** that will allow targeting of most vulnerable households while **also supporting affected people's coping mechanisms**.



SHELTER CLUSTER STRUCTURE

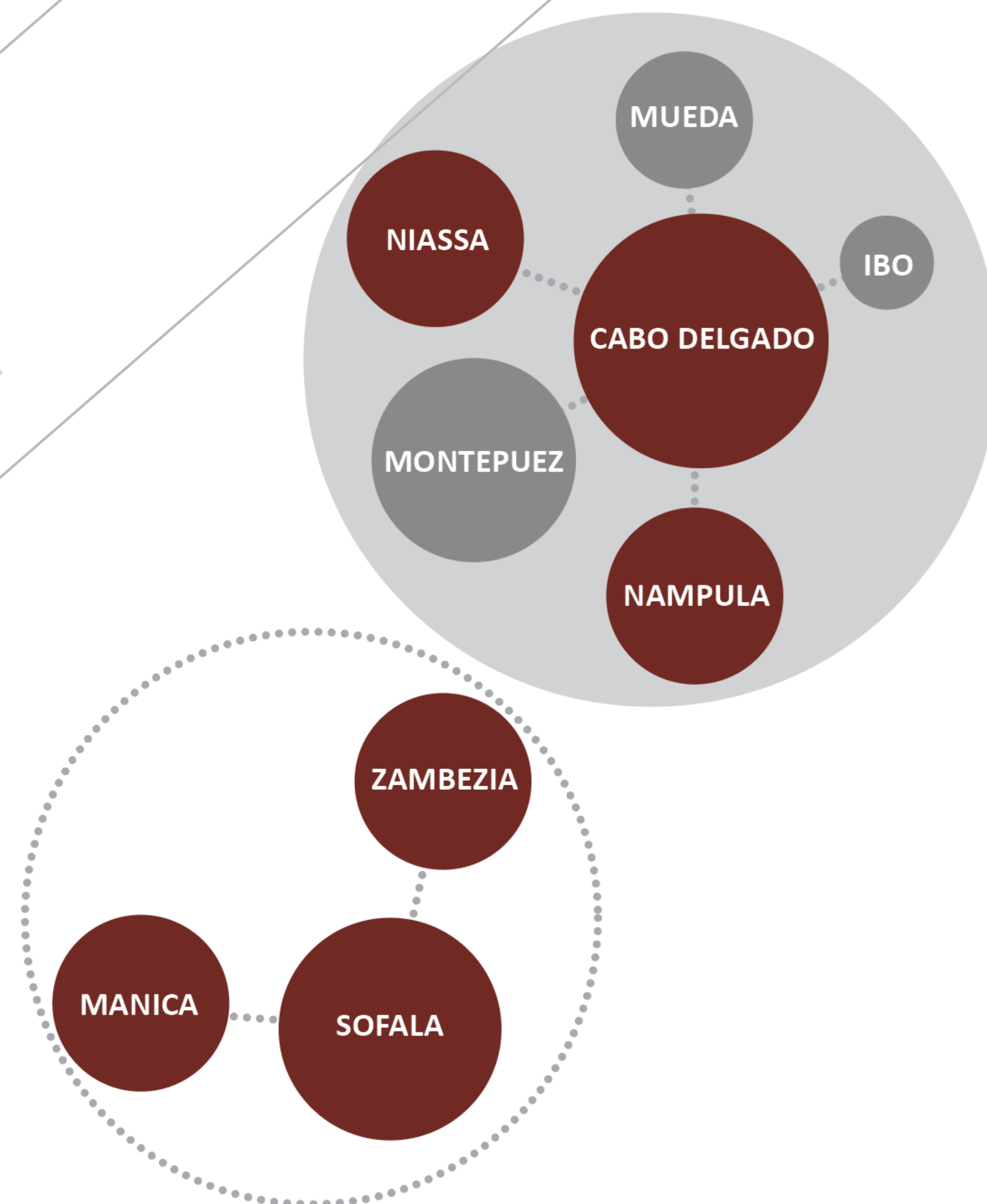
Since 2019, Shelter Cluster in Mozambique is co-led by the International Organization for Migration (IOM) and the International Federation of the Red Cross (IFRC).

Shelter Cluster is active in the Northern Region, affected by insecurity crisis and recurrent climate shocks, where IOM is coordinating the response.

Response coordination for the three northern provinces is happening from Pemba, in Cabo Delgado, where most of the partners have mobile teams, and with static presence from partners in three key districts: Montepuez, Mueda and Ibo.

To support the capacity building efforts and harmonization of the response, the Technical Working Group was established in the Northern Region, with representatives from the 10 most active Shelter Cluster partners. Within this group, technical experts on Shelter, Non-Food Items and Environment, are collaborating to define standards, analyze designs, and discuss lessons learnt.

In the Central Region, Shelter Cluster is just activated in the event of a climate shock, in which case it will be coordinated by IFRC.



2022 CONTEXT OVERVIEW



Attacks in southern districts

Insecurity has increased in southern districts in Cabo Delgado and also in Nampula province, with new waves of population displacements.



IDPs moving several times

Population in relocation sites moving back and forth as soon as there are rumours of attack nearby.



Returnees

Displaced population returning to their places of origin.



Deforestation

Deforestation is increasing due to the massive needs of shelter construction and uncontrolled harvesting practices, and there is a lack of construction materials, specially wooden poles and bamboo.



Cyclone Gombe

Central Region and Nampula provinces were impacted by cyclone Gombe, leaving a total of XXXX people in need of shelter and NFIs assistance.

SHELTER CLUSTER OBJECTIVE FOR 2023

COMMON GOAL

TIMELY AND SUSTAINABLE SHELTER AND NON-FOOD ITEMS RESPONSES THAT PROMOTES SELF-RECOVERY AND ENHANCE RESILIENCE OF CRISIS AFFECTED POPULATIONS

Shelter Cluster Strategy for 2023 has been co-developed together with all active partners in the Northern Region, collecting information and lessons learnt, establishing a common goal and strategic priorities, and finally discussing about the challenges and potential solutions in each scenario, within our common strategic framework.

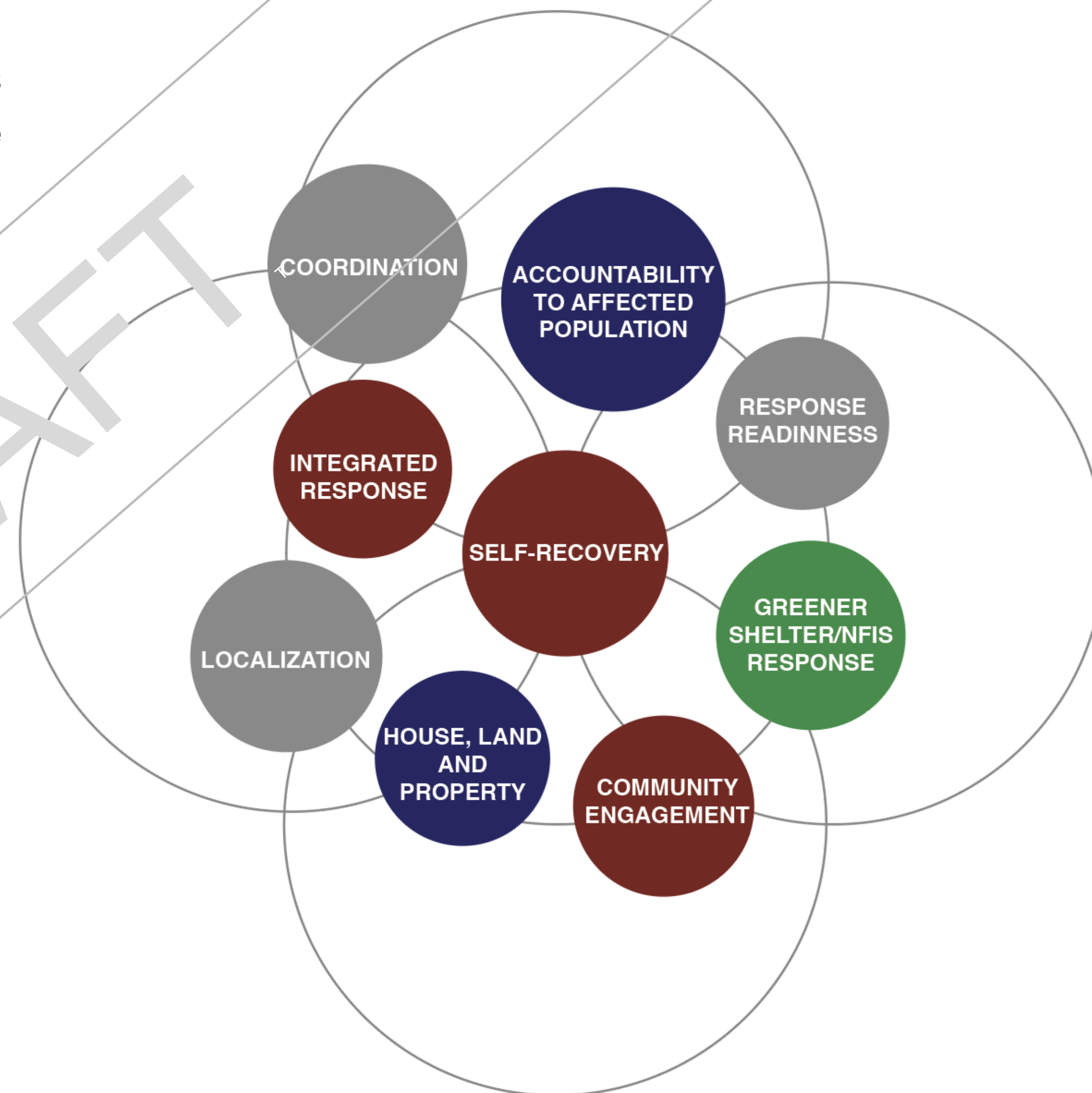
Almost all crisis affected households are in need of shelter and non-food items assistance at some level, and despite all efforts to strengthen their resilience and avoid creating dependency on humanitarian assistance, needs continue increasing.

Understanding that the complexity of the context and recurrent impact of climate shocks requires **very strategic and flexible approaches, adapted to each specific scenario**, Shelter Cluster partners are exploring different strategies that would support not just to provide **lifesaving assistance**, but also support the **empowerment of affected population, promoting self-recovery and enhancing their resilience**, as well as the **sustainability** of the response, while **increasing the relevance and positive impact of Shelter Cluster interventions**.

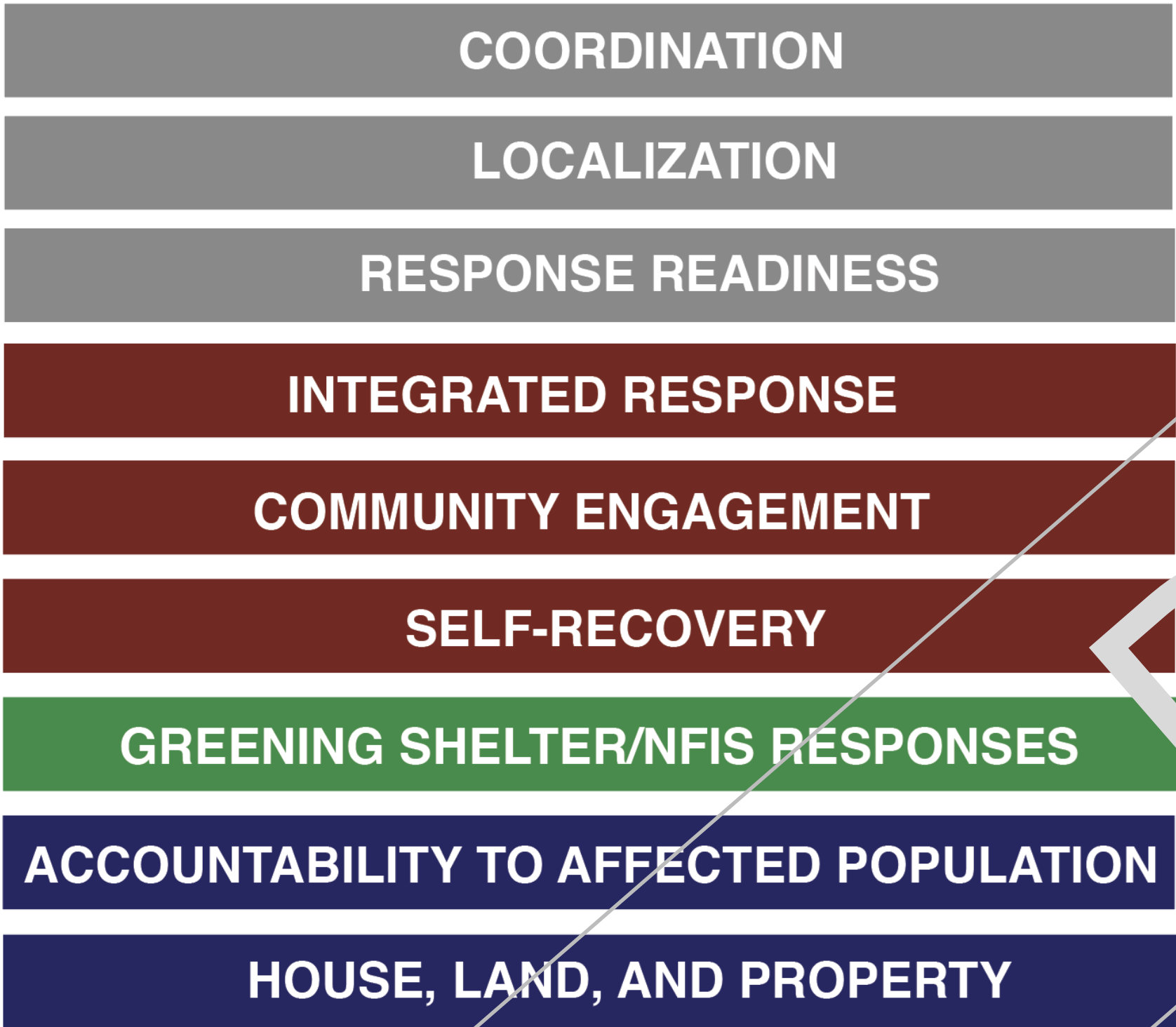
STRATEGIC PRIORITIES

Analysis from the ongoing response suggest **9 strategic priorities are purposefully mainstreamed** across partners in Shelter and NFIs interventions in Mozambique. **All are interrelated** and are relevant to each implementation scenario

- COORDINATION
- LOCALIZATION
- RESPONSE READINESS
- INTEGRATED RESPONSE
- SELF-RECOVERY
- COMMUNITY ENGAGEMENT
- GREENER RESPONSE
- ACCOUNTABILITY TO AFFECTED POPULATION
- HOUSE LAND AND PROPERTY



STRATEGIC PRIORITIES



MAINTAINED INTO

SCENARIO 1. (S1)

Crisis affected displaced people in transit area (coordinated or spontaneous) unable to return and awaiting to be allocated in some temporary or permanent location

SCENARIO 2. (S2)

Crisis affected displaced people in relocation sites temporarily until their long-term situation is clear

SCENARIO 3. (S3)

Crisis affected people in resettlement sites as their long-term destination

SCENARIO 4. (S4)

Returnees

SCENARIO 5. (S5)

Households hosting crisis affected people

SCENARIO 6. (S6)

Crisis affected people that are not displaced

COORDINATION

Coordination capacity within the Shelter Cluster continues being increased since 2020, **developing adapted and contextualized coordination mechanisms, and guidance tools**, that support the immediate identification of needs, for further adequate and coordinated coverage of gaps.

Targeting most vulnerable households continue being one of the main challenges in the response, that is why Shelter Cluster Coordination team will continue advocating for the **implementation of Shelter and NFIs vulnerability selection criteria**, updating and simplifying Score Card tool, and support on the **engagement with local authorities and other sectors**.

1. HUMANITARIAN SITUATION IN TERMS OF SHELTER AND NFI				
Ref. Question	Vulnerability criteria	Details	Points	Note (1=most vulnerable, 10=less vulnerable)
0	Household status	Displaced/Refugee/Victim of disaster	1	HH status (25%) + Location (25%) + Type of shelter (25 %) + Impact on shelter (25%)
		Returnee	1,5	
		Non displaced hosting household	2	
		Non displaced no hosting household	2,5	
1	Location	With Host Family	1,5	
		HH in a Temporary Site (public building)	0,5	
		HH at open air	0,25	
		HH in informal settlement	0,75	
		Free occupation of land or house	1	
		HH in rented land with more HHs	2	
		HH in rented land	2,25	
		HH in owned land	2,5	
2	Type of shelter	Emergency shelter (plastic sheet, grass, macute...)	1,75	
		Improved emergency shelter	2	
		Permanent Shelter	2,5	
		Public building	1,5	
		No shelter	1	
13+13.1+15+ 16	Impact on shelter	Shelter destroyed and no access to land (no access to shelter nor land)	0,5	
		Shelter destroyed but access to land (no access to shelter but access to land)	1	
		Shelter very damaged/burnt	1,5	
		Shelter partially damaged/burnt	2	
		Shelter under construction	2,25	
		Safe shelter	2,5	

N.	STRATEGIC PRIORITY	ACTIVITY	WHO	SCENARIOS					
				S1	S2	S3	S4	S5	S6
1	Coordination	Increase coordination capacity between actors	SC	X	X	X	X	X	X
		Endorsement of Shelter/NFIs vulnerability criteria	SC + partners	X	X	X	X	X	X
		Score Card tool to be updated and simplified by TWG	SC + partners	X	X	X	X	X	X
		Provide guidance for promotion of synergies with other sectors	SC	X	X	X	X	X	X
		Updating inter-sectorial information collection tools	SC	X	X	X	X	X	X

LOCALIZATION

The complexity of the context in Mozambique and multiple scenarios justifies the need of **localization and area-based responses**

Shelter Cluster supports and advocates for the de-centralization of assistance from Pemba, with the **establishment of static teams in affected districts when security situation, partner’s capacity and financial resources allow it**. This will support a better understanding of needs of different affected populations for further prioritization, increased community, and local authorities’ engagement, and therefore more adequate Shelter and NFIs responses.

From 2021, **Shelter Cluster Pipeline** capacity has increased significantly, and the objective is to continue its **expansion to serve more actors and all scenarios**.

HRP 2023 - SO1 Life-Saving Objective:
Provide adequate and contextualized shelter and non-food items life-saving assistance responding to the immediate needs of most vulnerable crisis affected population.

IDPs, returnees and host community HHs affected by the crisis served with immediate, adequate and contextualized shelter and/or NFI assistance.

Pipeline requests

N.	STRATEGIC PRIORITY	ACTIVITY	WHO	SCENARIOS					
				S1	S2	S3	S4	S5	S6
2	Localization	Establishment of static teams in affected areas when security allows it	partners	X	X	X	X	X	X
		Increase community and local authorities engagement	SC + partners	X	X	X	X	X	X
		Increase partners capacity to improve identification of needs	SC	X	X	X	X	X	X
		Expansion of pipeline to serve more actors and all scenarios	SC	X	X	X	X	X	X

RESPONSE READINESS

Prepositioned stock from Shelter Cluster Pipeline has become a reliable system that allows response readiness and localization. This service supports partners accessing immediately **quality items** which are normally difficult to access from the local market, or implies long delays if items are procured internationally.

Shelter Cluster objective is to continue **increasing Pipeline capacity**, not just in terms of quantity and quality of already included items, but also exploring the possibility of **inclusion of construction materials with quality guaranteed, and transport service for most vulnerable HHs.**

The expansion and improvement of the Shelter Cluster Pipeline system will continue **supporting the establishment of rapid response mechanisms, as well as all preparedness efforts in the sector.**

HRP 2023 - SO1 Life-Saving Objective:
Provide adequate and contextualized shelter and non-food items life-saving assistance responding to the immediate needs of most vulnerable crisis affected population.

Pipeline requests



IOM warehouse in Pemba for Shelter Cluster Pipeline

N.	STRATEGIC PRIORITY	ACTIVITY	WHO	SCENARIOS					
				S1	S2	S3	S4	S5	S6
3	Response Readiness	Increase capacity of First Response/Rapid Response Mechanisms	SC + partners	X	X				X
		Include construction materials in pipeline (bamboos and poles) with quality guaranteed	SC		X	X	X	X	X

INTEGRATED RESPONSE

Shelter Cluster supports the implementation of **integrated responses**, aligned with **settlements approach**, which enhance the **impact of Shelter and Non-Food Items responses**.

Therefore, promotion of **synergies** between sectors increases the **sustainability** of the response as well as the optimization of resources, that's why Shelter Cluster is developing **Standard Operating Procedures (SOPs)** for partners to support the engagement with other sectors in different scenarios, clarifying responsibilities and key areas of collaboration.

To support the promotion of holistic approaches, Shelter Cluster will mainstream the concept of Homes and Communities vs Shelter and Settlements, which will support the establishment of a **new mindset** among actors. We are not service providers

HRP 2023 - SO2 Life- Sustaining:
Provide sustainable shelter and essential non-food items support promoting self recovery and access to livelihoods for most vulnerable crisis affected population.

IDPs, returnees and HC HHs affected by the crisis served with sustainable shelter and/or essential non-food items assistance

IDPs, returnees and host community persons affected by the crisis engaged in the decision-making process of the response approach

N.	STRATEGIC PRIORITY	ACTIVITY	WHO	SCENARIOS					
				S1	S2	S3	S4	S5	S6
4	Integrated Response	Promotion of Homes and Communities concept	SC	X	X	X	X	X	X
		Promotion of synergies within Shelter/NFIs programing	SC + partners	X	X	X	X	X	X
		Development of compilation document presenting Mozambique Shelter Cluster Case Studies presenting integrated responses	SC + partners	X	X	X	X	X	X

INTEGRATED RESPONSE

Some examples of **collaborations between Shelter Cluster and other sectors** would be:

CCCM

Close coordination for timely relocation of IDPs and joint advocacy with local authorities. Joint community engagement efforts for preparedness activities. Promotion of participatory and sustainable solutions in Relocation sites, to increase resilience of displaced population and social cohesion between displaced and host communities.

Livelihood

Coordination for the distribution of tools that can be used for shelter construction and agricultural purposes. Promotion of livelihoods incentives for construction support, linked with reforestation programs. Promotion of energy-efficient cooking solutions.

WASH

Coordination for the distribution of NFIs to avoid duplications and optimize resources — especially for buckets, jerry cans, soap, hygiene kits. Promotion of sustainable solutions at housing level that supports WASH - Rainwater collection solutions.



*Emergency shelter and rainwater harvesting
IOM and Oikos*

Protection

Support for the coordination of distribution of NFIs to avoid duplications and optimize resources. Coordination for identification of most vulnerable households, and to establish Shelter Cluster vulnerability criteria considering Protection criteria (Score Card).

HLP

Coordination to increase Shelter Cluster partners' capacity on HLP and during due diligence assessments.

Health

Coordination for the distribution of mosquito nets to avoid duplications.

SELF-RECOVERY

Shelter Cluster interventions demonstrated a **balance between immediateness and sustainability**. Capacity built in the region by development actors has enabled merging Rapid Response and Early Recovery modalities.

Technical Working Group (TWG) in the Northern Region includes **Shelter, NFIs and Environment** representatives from the active partner’s organizations for strengthening the promotion of **Build Back Better** principles and **resilient solutions**

IEC material, updated Shelter Designs Catalogue and Mozambique Shelter Cluster Case Studies are some of the key documents planned to be developed from the TWG, that will support the promotion of Self-Recovery, enhancing resilience of crisis affected population.

HRP 2023 - SO2 Life- Sustaining:
Provide sustainable shelter and essential non-food items support promoting self recovery and access to livelihoods for most vulnerable crisis affected population.

- # IDPs, returnees and HC HHs affected by the crisis served with sustainable shelter and/or essential non-food items assistance
- # IDPs, returnees and HC persons affected by the crisis participated in sessions where shelter designs are discussed considering Build Back Better principles
- # IDPs, returnees, HC persons benefited by the impact of Build Back Better sessions carried out.

N.	STRATEGIC PRIORITY	ACTIVITY	WHO	SCENARIOS					
				S1	S2	S3	S4	S5	S6
5	Self-Recovery	Merging rapid response and early recovery modalities	partners		X	X	X	X	X
		IEC material developed to promote Self-Recovery	SC + partners		X	X	X	X	X
		Harmonization of topics covered in BBB trainings and sensitization activities	SC + partners		X	X	X	X	X
		Shelter Designs Catalogue 2nd edition to support analysis of solutions implemented for further adaptation	SC + partners	X	X	X	X	X	X
		Case studies compilation document	SC + partners	X	X	X	X	X	X

SELF-RECOVERY



LIFE-SAVING

IMMEDIATE ASSISTANCE

IEC MATERIALS DISTRIBUTION
BUILD BACK BETTER TRAINING

- Construction materials and tools distribution
- Emergency Shelter (A + B) Construction support
- Replenishment of materials for emergency shelters repairs



SELF-RECOVERY

TEMPORARY ASSISTANCE

BUILD BACK BETTER TRAINING

- Construction materials and tools distribution for construction or upgrades
- Temporary Shelter Construction support



DURABLE SOLUTIONS

PERMANENT ASSISTANCE

BUILD BACK BETTER TRAINING

- Construction materials and tools distribution for upgrades, construction or repairs
- Permanent Shelter Construction support
- Houses repairs support

COMMUNITY ENGAGEMENT

Shelter Cluster advocates for an increase of community mobilization teams during Shelter and NFIs interventions, understanding that it would allow the implementation of more **community engagement** activities, that would ensure **adequateness and sustainability of Shelter/NFIs responses**.

Considering the unpredictable population movements, the **establishment of shelter committees should be more strategic**, and Shelter Cluster encourages partners to identify people from different places of origin to be part of the shelter committee and will become **shelter champions transferring knowledge to community members while they move or return**.

Empowerment plays a key role to increase community engagement and promote participatory approaches, that is why Shelter Cluster is recommending partners to **increase the discussions about needs and resilient solutions with affected people**, before, during, and after the implementation of Shelter and NFIs activities.

HRP 2023 - SO2 Life- Sustaining:
Provide sustainable shelter and essential non-food items support promoting self recovery and access to livelihoods for most vulnerable crisis affected population.

IDPs, returnees and host community persons affected by the crisis engaged in the decision-making process of the response approach



N.	STRATEGIC PRIORITY	ACTIVITY	WHO	SCENARIOS					
				S1	S2	S3	S4	S5	S6
6	Community Engagement	Increase community participation to increase ownership	partners	X	X	X	X	X	X
		Empowerment of communities with discussions about needs and resilient solutions	partners	X	X	X	X	X	X
		Establishment of shelter committees with the intention of shelter champions identification	partners		X	X	X		X

GREENING RESPONSE

HRP 2023 - SO2 Life- Sustaining:

Provide sustainable shelter and essential non-food items support promoting self recovery and access to livelihoods for most vulnerable crisis affected population.

IDPs, returnees and HC HHs affected by the crisis served with sustainable shelter and/or essential non-food items assistance

Promotion of sustainable solutions that **optimize the resources** and strategies that **mitigate the environmental impact** of humanitarian responses.

Shelter Cluster is promoting the development of the **Environmental Country Profile**, which will compile several guidance documents to support partners to increase their efforts greening Shelter and Non-Food Items interventions.

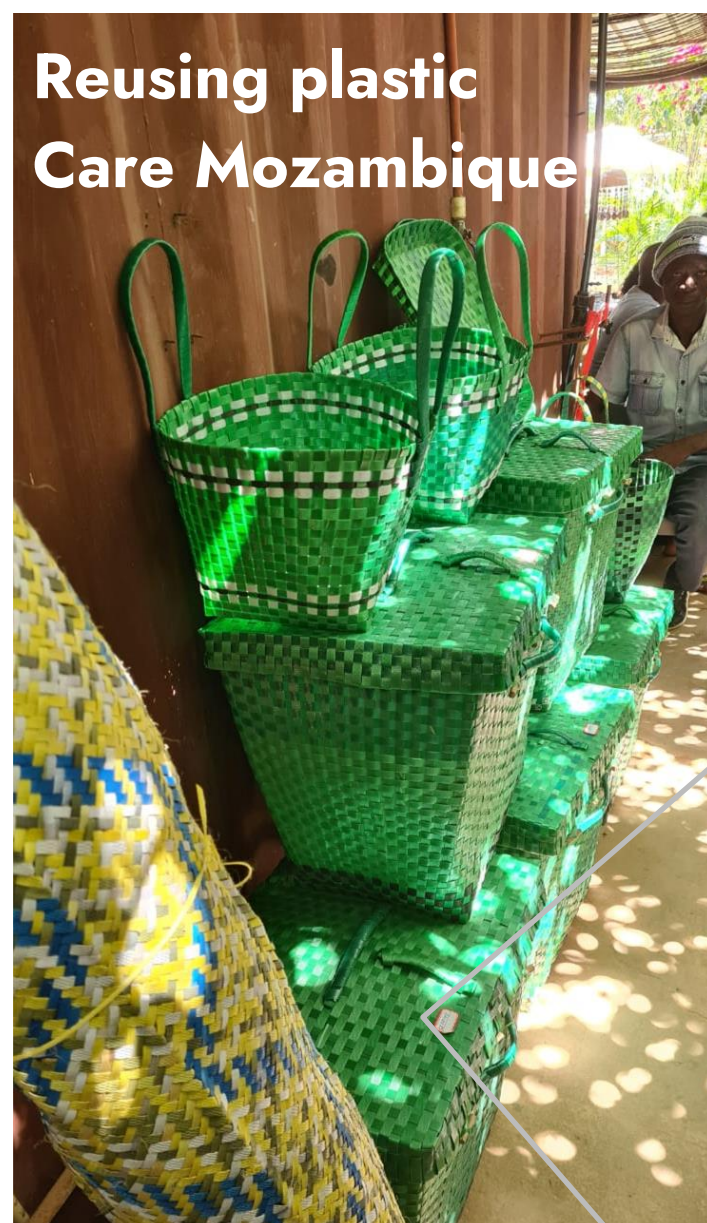
N.	STRATEGIC PRIORITY	ACTIVITY	WHO	SCENARIOS					
				S1	S2	S3	S4	S5	S6
7	Greener Shelter and NFIs Responses	Promote the Development of Environmental Country Profile	SC	X	X	X	X	X	X
		Development of standards guidance on materials	SC + partners		X	X	X	X	X
		Promote the analysis of supply chain and engagement with local authorities and suppliers on country regulations	partners		X	X	X	X	X
		Distribution of shelter materials to reduce the impact on cutting trees and deforestation	SC + partners		X	X	X	X	X
		Distributions of seeds/trees per HH in coordination with local authorities for replanting plan	partners		X	X	X		
		Support IGAs related with Shelter/NFIs interventions that mitigate environmental impact and supports economic growth	partners	X	X	X	X	X	X
		Reduce packaging of NFIs	SC + partners	X	X	X	X	X	X
		Recycling of Shelter/NFIs interventions waste	partners	X	X	X	X	X	X

GREENING RESPONSE

Some Shelter Cluster partners have **successfully piloted items recycling initiatives**, and continue exploring different ways to be able to **reuse as much as possible items distributed**.

This is being done **through community engagement activities**, and partners are encouraged to **join efforts between organizations and sectors for a greater impact**.

References from other contexts are being mainstreamed to support Shelter Cluster partners, specially while including **activities of reforestation and creation of Income Generating Activities** within their shelter interventions.



Reusing plastic
Care Mozambique



IGAs with bamboo items



Distribution of seedlings



210 HOUSEHOLDS



BUILDING 1 VILLAGE
FACTORY TO CREATE
VALUE ADDED
BAMBOO PRODUCTS



MANAGING 200
HECTARES OF FOREST



PRODUCING 21 TONS
OF BAMBOO A DAY



7 FARMER
COOPERATIVES
WORKING TOGETHER



ABSORBING 100
KILOTONS OF CO₂

ACCOUNTABILITY TO AFFECTED POPULATION

Increasing mobilization and assessment capacity within Shelter and NFIs teams will support the understanding of needs and adequateness of assistance to be provided through:

- **Establishment of specific Shelter/NFIs CFMs** during distributions and/or constructions
- **Identification of most vulnerable HHs** which require specific and adapted support

Shelter Cluster is planning to organize **capacity building activities** for partners focus on **adaptation of shelter designs and NFIs distributions with gender sensitivity and for people with special needs**, as well as **thematic TV sessions** and workshops to discuss about the **different needs in different contexts and better solutions**.

HRP 2023 - SO3 Protection:
Strengthen the Shelter and NFIs assessment, analysis and implementation capacity through community participatory approaches, to support quality emergency and early recovery response, and reinforce AAP.

IDPs, returnees and host community HHs assessed through verification exercises OR needs assessment prior to distributions

of special measures established to ensure access to humanitarian aid by people with specific needs, including age, gender and diversity

N.	STRATEGIC PRIORITY	ACTIVITY	WHO	SCENARIOS					
				S1	S2	S3	S4	S5	S6
8	Accountability to Affected Populations	Expansion of Community Feedback Mechanisms during Shelter/NFIs distributions and construction	partners	X	X	X	X	X	X
		PDMs with action plans	partners	X	X	X	X	X	X
		Development of guidelines to increase gender sensitivity in Shelter/NFIs interventions	SC + partners	X	X	X	X	X	X
		Promote the Provision of support for transport items/materials to people with special needs	SC + partners	X	X	X	X	X	X
		Promote the Provision of support for construction to people with special needs	partners	X	X	X	X	X	X

HOUSE LAND AND PROPERTY

One key aspect of **HLP in Mozambique** is that community land rights through **occupancy are often not formally registered** and are thus “invisible” in formal records and official maps. Parallel informal property systems exist in peri urban and rural settlements. In this context, and particularly now in view of returns, conducting **due diligence processes to understand the tenure of land for shelter interventions is very important.**

The HLP complexity in Mozambique increases also considering that the risk of **competition for land and natural resources** can be a critical driver of conflict and impediment to durable solutions.

Shelter Cluster has trained partners on HLP issues during the past years and is committed to provide **refreshment sessions with the support of HLP AoR and/or global experts**, as well as the **development of a clear roadmap** to address these challenges within the current different scenarios.

HRP 2023 - SO3 Protection:
Strengthen the Shelter and NFIs assessment, analysis and implementation capacity through community participatory approaches, to support quality emergency and early recovery response, and reinforce AAP.

of HLP due diligence assessments in shelter/NFI projects



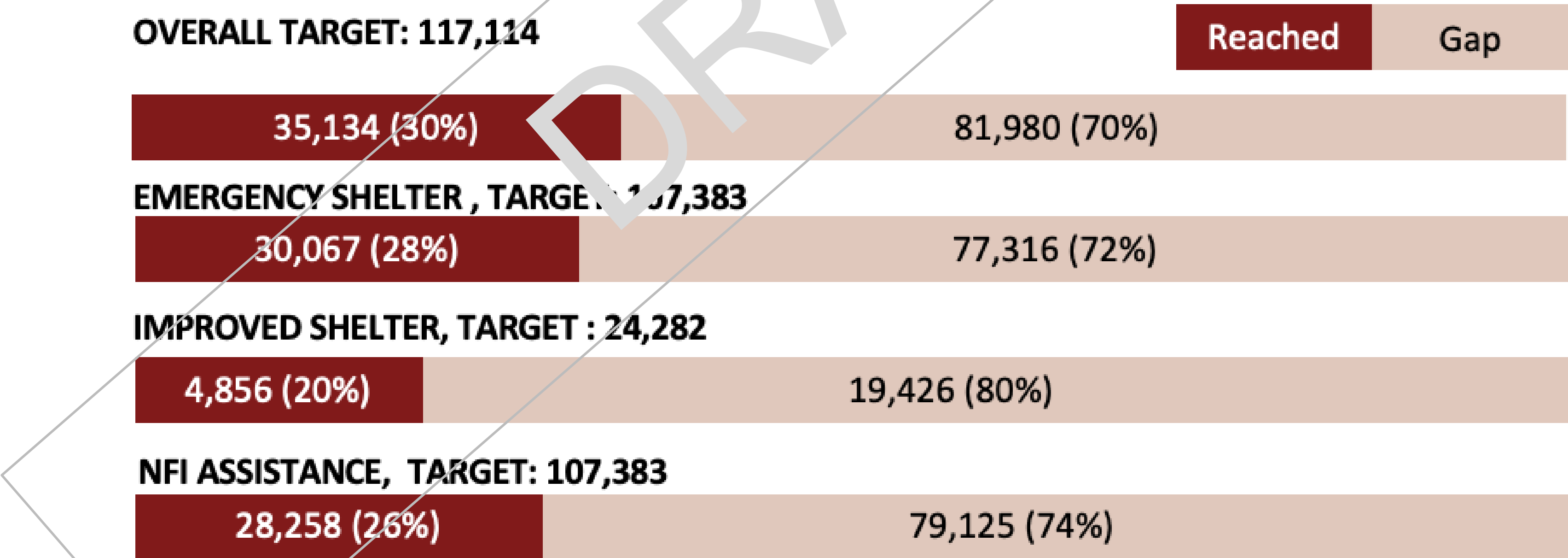
N.	STRATEGIC PRIORITY	ACTIVITY	WHO	SCENARIOS					
				S1	S2	S3	S4	S5	S6
9	House Land and Property	Refreshment sessions on HLP for partners	SC + HLP AoR		X	X	X		
		Development of roadmap to adress HLP challenges within the different scenarios	SC		X	X	X		

SHELTER GAP ANALYSIS

The priority of Shelter Cluster is to ensure that **crisis affected population has access to safe, dignified and sustainable shelter, supporting self-recovery and enhancing resilience**. That is why ideally, crisis affected population **should not live in emergency shelters for more than six months**.

In the Northern Region of Mozambique, **xxx% of crisis affected population is living in emergency shelters**, and most of them have spent more than 1 year in the same shelter. **Until they do not have access to temporary or permanent shelter solutions, emergency shelters will need to be rehabilitated, specially before the rainy season**.

Despite all the efforts of Shelter Cluster partners promoting solutions to increase the life-span of the plastic sheeting, it will never be a permanent solution, and replenishment of plastic sheets will be required. So far, **available stocks and funding have never allowed replacement and rehabilitation of emergency shelters**.



Shelter Cluster Coordinator
Northern Region

Manahil Qureshi
mqureshi@iom.int



www.sheltercluster.org