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Project Performance Report

PROJECT PERFORMANCE REPORT

Project title:	<i>SHELTER</i>
Budget Year:	<i>2017</i>
Situation(s):	<i>1990</i>
Operation:	<i>MALAWI OPERATIONS</i>
Population Planning Group(s):	<i>MOZAMBICAN REFUGEES AND ASYLUM SEEKERS</i>
Goal(s):	<i>PROTECTION AND MIXED SOLUTIONS</i>
Cost Centre(s):	<i>14061</i>
Partner Code:	
Submitting Partner Name:	<i>CARE INTERNATIONAL IN MALAWI</i>
Reporting Period:	<i>01/04/2017 – 31/10/2017</i>
Date of Report:	<i>15-12-2017</i>

1.0 PROJECT OVERVIEW

1.1 Project statement

Between May and December 2016 (phase I), CARE and UNHCR provided safe, durable shelter to 531 families (1,917 people of concern) who had fled conflict in Mozambique. After starting with a transitional model using tarpaulins and blue gum poles, CARE worked with local skilled and unskilled labourers to upgrade the transitional models or create new semi-permanent shelters with mud brick walls and roofing comprised of iron sheets. The project also established kitchen gardens to support the nutrition and provide limited income generation for interested households.

With a spontaneous arrival rate of around 100 Mozambicans per week in late 2016, the need for shelter soon surpassed what was available. In early 2017, CARE was requested to establish 500 more semi-permanent shelters over a 6-month period (between January and June 2017 – referred to as phase II) to cater for these new arrivals. In August, this figure was reduced to 269 due to a decreasing rate of new arrivals and some spontaneous returns to Mozambique. Since phase II was undertaken while the most urgent period of the crisis had passed and all PoC had access to some type of shelter (such as very basic tents in the transit centre or transitional shelters from phase I), CARE employed more community-based approach to shelter construction. Under the new approach, households with labour capacity were responsible for constructing their own shelters, with only the support of some skilled labourers and training and materials from CARE. Adding to this, CARE increased emphasis on the support of a trained Shelter Committee, who with the support of the Ministry of Home Affairs has taken the responsibility of sustaining shelter construction and allocation.

Aside from focusing on shelters for the new arrivals, the project carried out extensive maintenance on the existing shelters with an increased emphasis on capacity building and more intensive efforts to encourage women's participation in shelter activities. Additionally, 199PoC households were supported in establishing kitchen gardens at their plots to support enhanced household nutrition and income generation.

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All shelter activities were based on a foundation of stakeholder consultation (both within the refugee population and the host community) and there was a consideration of the particular needs of both women and men, girls and boys, persons living with disabilities, as well as people living with other specific needs. Mainstreaming of Child protection and the prevention of sexual and gender-based violence into project activities was given special attention throughout implementation period

1.2 Operational context

There were several changes to the operational context in 2017. The first change relates to a land dispute between the host community and the MoHA/Department of lands. Other changes relate to decreasing (and sometimes uncertain) needs in terms of the number of shelters required. Both of these changes resulted in significant and unavoidable delays to project activities.

Between 10th April and late April, there was a serious land dispute between the host community and the MoHA/Department of Lands, which held up construction for approximately 5 weeks. The host community members claimed that MoHA promised that they would be compensated for the land currently being used as the refugee camp. On the other hand, the MoHA was claiming that the land belongs to the government and as such additional compensation is not required. The District Commissioner for Neno referred the matter to MoHA for provision of the agreement documents.

Through the District Commissioner, UNHCR and CARE negotiated with the community members to permit construction of 69 shelters considering the overcrowded conditions at the reception area. It was also agreed that host community members will closely monitor the process to ensure that CARE does not exceed the agreed quantity. Community members conducted spot checks to ensure that all bricks bought within the period were for the 69 shelters only. CARE completed construction of the 69 shelters in 2 weeks and 4 days, or by mid-May.

Around the same time, CARE learned that the true number of additional shelters needed would likely be far fewer than the 500 originally planned, and so was asked to hold off on additional procurement until a verification exercise was conducted. MoHA was given the responsibility to conduct the verification exercise and to identify the number of households in need of shelters. It was after the exercise, which took until approximately 15th August, 2017 when it was discovered that only 269 new households (in total, for phase II) were really in need of semi-permanent shelter. The numbers had decreased due to spontaneous returns of the PoC to Mozambique as well as a slower rate of new arrivals than originally anticipated. Despite agreeing with UNHCR and MoHA on the revised target, the community did not allow CARE to go with the construction until all issues regarding land ownership resolved. The negotiation took some time up until the end of August 2017.

After conducting series of meetings with the community members, MoHA, UNHCR, it was later agreed that the community members will permit CARE to go on with the construction of the required shelters on condition that the District Council register 65 vulnerable households from the community to benefit from ongoing Food For Asset programs. All the interested parties signed a MoU which highlighted the conditions of the agreement.

Between the time that the August verification figures were available and when CARE was ready to start construction, the figures dropped even further, to a total of 199 new shelters for phase II. CARE constructed the remaining 130 shelters in almost one and half months with additional of 2 weeks for

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shelter handovers. All this was done through September and October. In total, 199 new shelters were constructed in 2017.

1.3 Problem(s), Objective(s) and Intended Impact

In 2017 CARE has facilitated the construction of 199 semi-permanent shelters (3 double shelters and 196 single shelters) and the shelters were occupied soon after completing the construction. The shelters constructed are dignified, durable and provide safety to the occupants. The shelters meet SPHERE standards as highlighted in the project description. As described in section 1.2, the decreased need for shelter resulted in a decrease in CARE's target. Therefore, although only 199 shelters were constructed out of the original target of 500, all shelter needs for PoCs were met.

The second objective related to building the capacity of household owners to construct and maintain their own shelters. With slightly less time pressure than in Phase I, CARE was able to increase community mobilization efforts around issues of ownership and sustainability. CARE also stopped paying for casual labor, except in cases where the household could not mobilize their own labor due to issues such as being an elderly-headed or child-headed household. Although there was initially significant resistance, and complaints of unfairness between the 2016 and 2017 project participants, the project was able to overcome this through a series of meetings organized by CARE with chiefs, UNHCR, MoHA, and the Shelter Committee. As a result, households agreed to provide free casual labor for shelter construction which lowered costs while increasing maintenance capacity within the PoC. For example, households moved shelter materials from the warehouse to the construction site, fetched water, and assisted the bricklayers and roofers with some of the easier tasks.

Households also signed Letters of Commitment (before any work was undertaken) which outlined their responsibilities vis-à-vis the skilled artisans, CARE, and the MoHA. After the shelters were completed, CARE facilitated a handover ceremony with the MoHA to publicly demonstrate that the shelters were now the responsibility of the occupying household. CARE provided hands-on training to the Shelter Committee to ensure lasting support to the community after the project. The Shelter Committee has the capacity to facilitate access to the skilled bricklayers and roofers which CARE trained, in the case of more serious issues. Many of these skilled artisans come from the camp as well.

CARE's monitoring indicated that these efforts to increase ownership were successful. For example, a number of shelters were hand-plastered soon after construction. CARE also noted an increase in the requests received for technical support from PoCs to CARE on maintenance of the shelters, instead of asking CARE to provide the maintenance. Adding to this, PoCs were learning from each other on some skills/talents on decorating the shelters.

Regarding the third objective of increasing gender equity and women's participation in the project, significant progress has been achieved as well. Through visits facilitated by CARE's Gender and Protection Officer with the project team and representatives from the PoC, CARE explored different household and community dynamics and stereotypes as they relate to gender. For example, it became clear that men were reluctant to provide casual labour support to the construction of their shelter

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because this was traditionally seen as women’s work (particularly fetching water). CARE increased gender mainstreaming messages during sensitizations and facilitated community discussions on gender roles, and as a result has seen a significant improvement on male participation during construction. In total there were six women recruited as skilled labours, including 5 brick layers and 1 roofer.

During the periods in between construction of new shelters, CARE and the Shelter Committee facilitated maintenance of shelters constructed in 2016. First however, CARE built the capacity of the Shelter Committee to support households to carry out light maintenance on their shelters. Before the phasing out of the project, CARE facilitated maintenance of 426 of the shelters constructed in 2016 and hand plastering of 199 shelters constructed in 2017. The other remaining shelters did not require and type of maintenance.

CARE also provided support to 199 households on kitchen gardening. This was specifically meant for the occupants of the newly constructed shelters. The process started with orientation of the Lead Farmers who directly supported the individual households to establish kitchen gardens. CARE provided all the required materials i.e. vegetable seeds of different types, hoes, rakes, and sprayers. CARE also provided reflector vests for the lead farmers.

2.0 POPULATION OF CONCERN/OTHER SUPPORTED ENTITIES

2.1 Project’s Population of Concern

The population of people of concern from the beginning of the project was 3,281 Mozambicans who were registered with UNHCR and residing in Luwani and others expected to arrive in the course of implementation.

2.2 Demographic Data

Based on the figures circulated by UNHCR on 17th October 2017, the statistics of PoCs at the camp was as follows

Population Planning Group:		Mozambique Refugees at Luwani Camp, Malawi				
Sub-group (if applicable):						
Age Group	Male		Female		Total	
	in numbers	in %	in numbers	in %	in numbers	in %
0-4	366	23%	347	20%	713	21%
5-17	682	43%	675	39%	1357	41%
18-59	496	31%	661	38%	1157	35%
60 and >	51	3%	54	3%	105	3%
Total:	1595	48%	1737	52%	3332	100%
Major Sites:		Luwani Camp				

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3.0 IMPLEMENTATION ARRANGEMENTS

3.1 Implementation

Some planned activities were changed/delayed after the discovery of fraud at the start of Phase II in February 2017. After terminating contracts with the whole shelter team, CARE had to recruit and train an entirely new team in March. As part of this training, CARE covered the costs for an international shelter expert from CAREUK to assess the quality of the Phase I shelters, and train the new Phase II team. The expert also developed a number of simple monitoring tools and checklists that the team used in the course of implementation to ensure that each phase of construction met technical standards. CARE hired a temporary construction specialist who facilitated training to existing and new bricklayers and roofers. In total, 61 artisans participated during the training (57 brick layers and 4 roofers). Out of these 9 were females. The training took 5 days.

At the same time, CARE conducted sensitisation meetings among the POCs as well as with the host community regarding the new phase of the project. As described in section 1.3, the sensitisations had a particular emphasis on the responsibility of the household that will occupy the shelter to demonstrate their commitment to becoming a responsible shelter owner by contributing free casual labour during the construction, under the guidance of CARE staff and the skilled artisans. If a household could not provide labour, due to limited availability of able-bodied persons in the household, CARE was covering the costs of paying skilled labourers. However with the support of the Shelter Committee, there were very few instances where households required this support, as sometimes neighbours could be motivated to provide this support.

CARE with support from UNHCR also conducted series of meetings with the host community members on some of the precautions to be observed during moulding of bricks supplied to CARE for construction of the shelters. Initially there were problems were the community members were creating deep ditches when moulding the bricks. This posed a risk to the community members which could have resulted to injuries or loss of lives. The situation would be worse during the rainy season when the ditches were filled with rain water. The community were advised not to dig beyond half a metre (50 cm) when moulding bricks. The larger part the exercise was also meant to protect the environment. CARE and MoHA were regularly monitoring the community members to ensure that they are adhering to the standards set.

Also based on some lessons learned from Phase I, CARE took steps to reduce the need for cash payments by purchasing bricks through the procurement system. CARE supported brick producers to form clubs with bylaws and open bank accounts, and CARE was providing transport to the bank in Mwanza when the payment is ready. This practice reduces the risk of fraud by staff or other stakeholders.

Camp Management and UNHCR supported CARE in identifying households to occupy 199 shelters prior to construction. The selection was based on the level of vulnerability and time that the household had been living in the reception centre. After signing a Letter of Commitment outlining the household

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owner’s responsibilities with regard to construction, maintenance, repairs, and general upkeep, the household owners would help to construct the shelter. The process concluded with a handover ceremony that was supported by the Shelter Committee and the MoHA.

CARE conducted FDGs with the stakeholders on gender and protection and sensitised the community on fair division of labour between men and women in households setting. Based on the findings from the FDGs CARE revised its Gender Action Plan to facilitate equitable participation of men and women. This was aligned with the revision of the M&E plan and the Complaints Response Mechanism. For the first time, CARE began contracting the services of a third-party audit firm (Deloitte) to manage a toll-free hotline. CARE sensitised stakeholders on this hotline, which could be used to report anonymously any issues with CARE staff behaviour, including fraud; corruption; and sexual exploitation and abuse; as well as any other issues associated with the project.

Despite the support CARE provided to the 199 households and the willingness of the PoC to work on the kitchen gardens, the activity faced some challenges, namely water shortages and pests. There was great pressure on few water sources which were functional at the camp as such it was hard for some of the households to fetch enough water for the kitchen garden. Some of the boreholes stopped functioning as such all the gardens established near the water source failed to make progress. CARE reported the matter to UNHCR and it was proposed to fast installation and functional of the motorised pump to increase water access at the camp. CARE also consulted on some of the natural control methods to reduce the impact of the pesticides.

3.2 Risk Management

Risk	Likelihood/Impact	Risk Management Activities	Risk Occurrence
Delays in procurement of required materials	Medium/Medium	-CARE will solicit quotations from a large range of suppliers and if necessary, order from multiple suppliers to distribute the risk -In addition to cost, timeliness of delivery will also be an important factor in making procurement decisions	This did not occur
Serious tensions arise between different ethnic groups as a result of shelter construction activities	Low/High	-CARE will ensure that all ethnicities are able to benefit from labor opportunities -Shelter Committee members will be drawn from all major ethnicities -CARE’s Complaints Response Mechanism will allow staff to identify rising tensions early and institute a mediation process with camp management, community leaders, and UNHCR’s support	This did not occur

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Sexual exploitation by project stakeholders such as laborers	Low/High	<p>-All CARE staff will be trained in prevention of SHEA as well as in UNHCR’s code of conduct, and sexual exploitation policy</p> <p>-An orientation to the prevention of SHEA will be included in training of Shelter Committees and general laborers</p> <p>-CARE will monitor issues found through the Complaints Response Mechanism and those registered with camp management and address them immediately with additional response and prevention measures</p>	This did not occur
Carpenters who are making the doors may increase the cost of the doors part-way through the project, as was the case in 2016.	Low/medium	<p>-CARE will ask carpenters to sign written letters of commitment, where they commit to producing a certain number of doors at a fixed unit cost.</p> <p>-CARE will solicit quotations from other suppliers as well of doors to make sure that the best price is received</p>	This did not occur
Shelter recipients may not have a true sense of ownership over the shelters, and could develop a dependency on CARE for ongoing maintenance and repair. Similarly, they may not take care of the shelter.	High/High	<p>-Learning from 2016, CARE proposed to change the strategy and require that households with labor act as casual laborers during the construction of their shelter. They will be accommodated in transitional shelter for only 30 days, after which point they must have completed their shelter (or it will be reassigned).</p> <p>-PoC will sign a commitment to build their shelter and maintain it immediately after their arrival</p> <p>-Materials will be distributed incrementally, requiring the completion of certain steps and demonstrating the PoC’s commitment to their shelter</p>	This did not occur. The approach used changed the perception which people had previously.

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		<p>-After the completion of each shelter, the household will receive a letter which they must sign outlining their obligations again in terms of repairs and maintenance as well as general upkeep. There will also be an official handover ceremony every 2 weeks involving the MoHA and UNHCR where again the messages of ownership and responsibility will be emphasized.</p> <p>-A Shelter Committee will be elected that will assist with mobilization and disseminating messages regarding roles and responsibilities when it comes to construction and maintenance. The committee will work closely with the MoHA as well on land/shelter allocation.</p>	
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3.3 Coordination

CARE has coordinated with UNHCR, the MoHA, and other implementing partners from the onset throughout the course of implementation. Camp Management supported in sensitising the communities, particularly on the community-based approach where the household members were asked to provide labour as their contribution towards construction. CARE has also been participating during the interagency coordination meetings held on monthly basis at UNHCR field office in Mwanza. This has been an opportunity to highlight implementation progress and joint planning and support for the action points. CARE has been working closely with the UNHCR site planner who is based in Lilongwe and protection staff in Mwanza. CARE has also been closely working with the MHA and UNHCR on the land ownership claims by the host community.

CARE has been working with implementing partners such as Plan on issues of protection and child labour. The emphasis was on making sure that all the households' members and those recruited for loading and offloading of bricks are within the recommended age range and not children.

3.4 Review and Reporting

CARE had an M&E Coordinator who has been supporting the project implementation on a part-time basis. The coordinator supported in developing the M&E plan at the start of project implementation. Periodic Participatory Monitoring, Evaluation, Reflection, and Learning (PMERL) sessions with stakeholders and community members were conducted throughout project implementation. CARE has been preparing and submitting weekly informal updates to UNHCR Mwanza field office. The

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findings from the PMERL sessions and the weekly progress reports were used to compile the monthly progress reports for the project. The project has been conducting FDGs with support from CARE's Gender and Protection Officer particular with the PoCs on project satisfaction which includes areas of gender and protection. The findings were integrated in our programming.

3.4 Visibility

CARE erected sign post as one way of enhancing visibility. CARE Malawi conforms to UNHCR visibility requirements and use UNHCR-branded materials wherever possible in shelters. CARE mounted signposts with the UNHCR and CARE at the camp. CARE procured reflector vests for shelters committee as part of their work gear. All these were branded accordingly

4.0 RELATED INPUTS AND PROJECTS

4.1 Partner

4.2 Other Parties

5.0 UNHCR PROVIDED SUPPORT

CARE received great support from UNHCR (both the Mwanza team and Lilongwe). UNHCR facilitated the working relationship between MoHA and other implementing partners including CARE. UNHCR was greatly involved during the meetings meant for resolving land disputes with the host community.

6.0 CONCLUSIONS/ LESSONS LEARNED

The current approach where the community members provide labour during construction was found to be appropriate for a slightly slower-paced construction timeline, and was successful in creating a sense of ownership within the households. For example, most household members took the extra initiative to make the shelters more durable by plastering the outside. CARE believes this is a sign that maintenance will be prioritized. Issuing of the commitment letters was a valuable part of this process since they laid out the household owner's responsibilities from the start. The handover ceremonies helped to reinforce the expectations of household owners to care for their shelters and restructured the primary relationship to be between PoC and the MoHA/Shelter Committees, rather than with CARE.

Despite greater community participation, it has been challenging to overcome the perception that both men and women can be involved in construction activities. Through more targeted gender-related activities including household visits by CARE staff to clarify the approach and gender equality, more men and women become willing to work with their families in support of the construction work. This provided greater income generation opportunities to women both during the project and for the future.

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7.0 RECOMMENDED ACTION PLAN FOR IMPROVEMENT OR REVISION REQUIRED

UNHCR needs to fast track installation of the motorised pump to increase water access for the PoC. This will enhance progress on kitchen garden activities. It will also be of significant important to maintain some of the boreholes which are not functioning.

For future implementation, there will a need to revise the payments for the casual and skilled labourers. This should meet the current minimum wage for Malawi. This will improve satisfaction of the artisans recruited to support construction.

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8.0 ACTUAL PROGRESS ACHIEVED TOWARDS PLANNED RESULTS

Results Chain	
Population Planning Group:	<i>MOZAMBICAN REFUGEES AND ASYLUM SEEKERS</i>
Goal:	<i>PROTECTION AND MIXED SOLUTIONS</i>
RIGHTS GROUP:	<i>BASIC NEEDS AND ESSENTIAL SERVICES</i>

Objective Name	<i>SHELTER AND INFRASTRUCTURE ESTABLISHED, IMPROVED AND MAINTAINED</i>	
Problem Description:	<i>500 MOZAMBICAN REFUGEE FAMILIES, APPROXIMATELY 2500 INDIVIDUALS IN NEED OF EMERGENCY SHELTER</i>	
Intended Impact:	<i>PROVISION OF ADEQUATE DWELLINGS THROUGH SEMI-PERMANENT SHELTER ASSISTANCE</i>	
Actual Impact:	<i>PROVIDED 69 TRANSITIONAL SHELTER ASSISTANCE</i>	
Impact Indicator(s)		
Impact Indicator Name	Site/Location	Actual
Shelters Provided	Luwani	199
Capacity development supported	Luwani	264

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Output	Status Update on Progress Achieved		
Shelter Provided	Transition shelter provided to each family		
Performance Indicator(s)	Site/Location	Performance Target	Actual progress
Number of shelters provided	Luwani	500	199

Output	Status Update on Progress Achieved		
Capacity development supported	Capacity development support to each person		
Performance Indicator(s)	Site/Location	Performance Target	Actual progress
Number of persons trained	Luwani	400	61