



# Shelter Cluster NWSW Cameroon

ShelterCluster.org

Coordinating Humanitarian Shelter



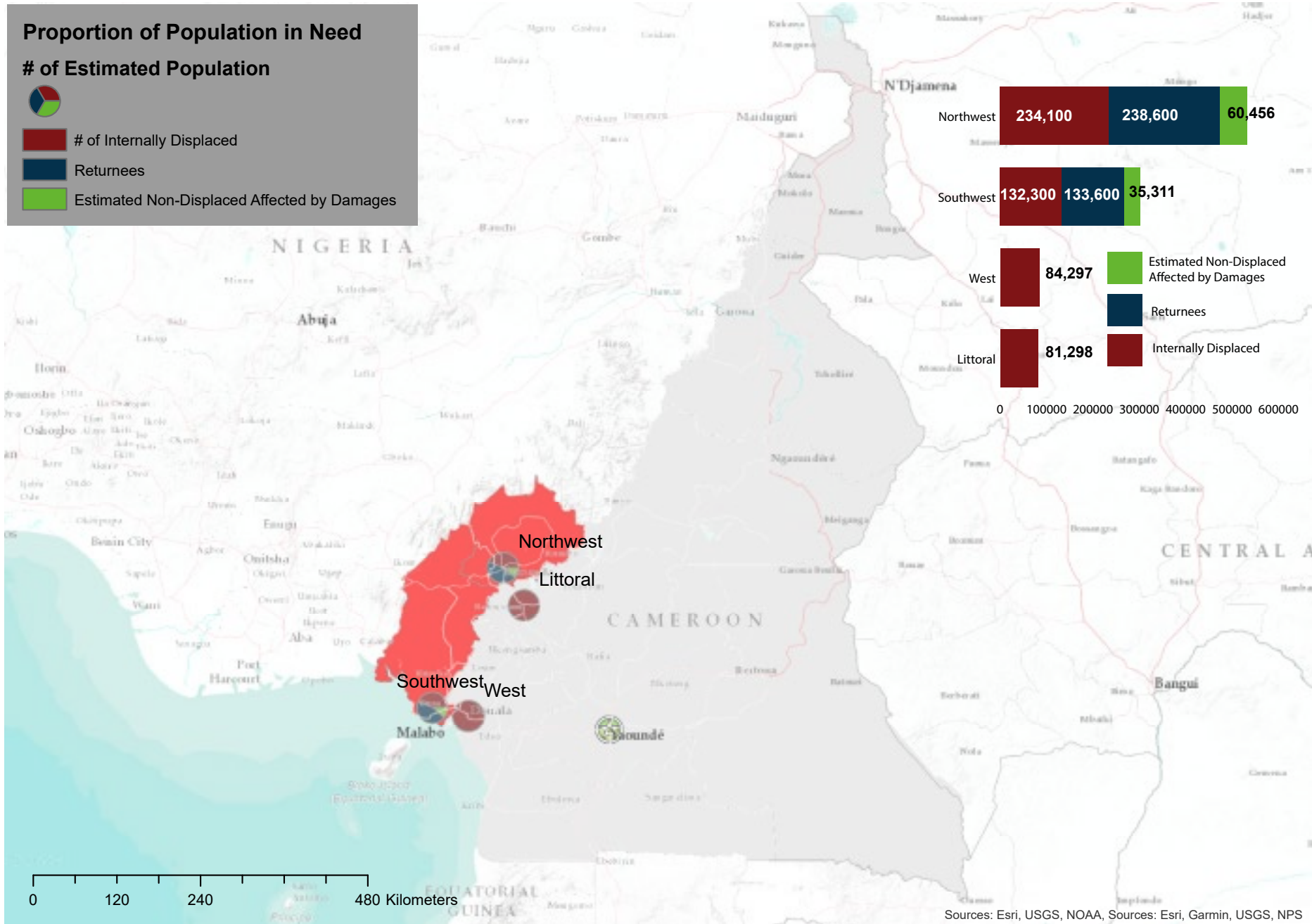
Northwest and Southwest Cameroon  
Shelter Cluster Strategy 2022

# Shelter Cluster Strategy Update and Structure

Strategy Status	Version	Effective Date
Final	3	June 2022

Name of Response	Internal Displacement and Damage to Shelters Response in the Northwest and Southwest Regions of Cameroon
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Shelter Cluster Partners with operational funds reported in the 5W	Caritas, CRS, DRC, GPA, IOM, IRC, MAHTRAC, NRC, PVC, SHUMAS, UNHCR, WESAD
Other Supporting Shelter Cluster Partners	ACOHOF, AMEF, ASWEDO, COHESODEC, FGI, Plan International, MOHCAM

# Affected Area and Population: Crisis in the Northwest and Southwest Regions of Cameroon





## Situation

The Shelter/NFIs Cluster has been active since 2018 for the Northwest Southwest regions of Cameroon together with 7 other clusters to support the response to the ongoing crisis in both regions. The cluster in NWSW is led by UNHCR. The Cluster has 25 members who participate in Cluster meetings. During the first four months of the year, only 10 organizations have reported funding for activities that are part of the Shelter Cluster's strategy. In 2022, the security situation in the Northwest and Southwest Regions has continued to be unstable. In reviewing the last three years of incidents of violence against civilians and number of victims during the first quarter of 2022, there seems to be a decline in both the number of victims and incidents as compared to 2020 and 2021. Nevertheless, such incidents occur on a near weekly basis and almost daily basis in the Northwest region.

The homes of residents of the Northwest and Southwest regions are often targeted by both State Security Forces (SSF) and Non-State Armed Groups (NSAGs). In addition to documentation done by Amnesty International<sup>2</sup> and the BBC<sup>3</sup>, the Shelter Cluster has further documented that homes are targeted for destruction by both perpetrators to the conflict. According to a recent Shelter assessment conducted by Plan International during December 2021- January 2022, 58% of returnees and 38% of non-displaced in the Northwest region and 44% of returnees and 44% non-displaced in the Southwest region (Plan assessment) reported that their shelters had been damaged. The Special Rapporteur on the right to adequate housing has designated a name for the systematic and deliberate destruction of homes during or after violent conflict with the intent of causing further suffering known as *domicide*<sup>4</sup>.

2 <https://www.amnesty.org/en/latest/news/2021/07/cameroon-satellite-images-reveal-devastation-in-anglophone-regions-2/>

3 <https://www.bbc.com/news/world-africa-44561929>

4 <https://www.ohchr.org/en/calls-for-input/calls-input/call-input-protecting-right-adequate-housing-during-and-after-violent>

The Shelter Cluster will continue to document the scale of this phenomenon within the Northwest and Southwest regions while implementing this year's strategy. That this practice is a feature of the conflict is also testimony to the fact that lack of adequate shelter is causing a significant proportion of the human suffering in the Northwest and Southwest regions.



@ Plan International Burnt House in Bui -Division ( Kumbo)

## Situation

Entering into its fourth year of the Shelter Cluster approach in the Northwest and Southwest regions and fifth year of the conflict, many of the internally displaced people are becoming protracted in their displacement. Simultaneously, there has been a recorded increase in the number of people returning home both from situations of internal displacement elsewhere in the two regions or from the West or Littoral regions. Returnees are often returning to homes that are damaged. New estimated figures from the March 2022 OCHA Multi-sectoral Needs Assessment (MSNA) conclude that there are now an estimated 366,300 IDPs, with 234,100 IDPs in the Northwest region and 132,300 IDPs in the Southwest region. The MSNA also identified an estimated increase in returnees with, 371,900 returnees, with 238,600 returnees in the Northwest region and 133,600 in the Southwest region.

According to data collected by Plan International in a household assessment funded by UNHCR, 89% of IDPs in the Northwest Region and 90% of IDPs in the Southwest region are living in houses with the majority of the homes being sun-dried mudbrick shelters in the Northwest, and the majority of homes being made of timber in the Southwest region. According to the OCHA MSNA, the dominant strategy of internally displaced people is still to be hosted by host families, indicating that overcrowding in shelters is still a concern. 52 % of IDPs in the Northwest region and 46% of IDPs in the Southwest region are estimated to be living with hosting families. Renting is also a frequent strategy of IDPs.. 30% of IDPs in the Southwest and 13% of IDPs in the Southwest are estimated to be renting their accommodation. The HLP Area of Responsibility has noted an indicative increase in eviction rates due to an inability to pay rent and also frustration of landlords with overcrowded accommodation scenarios. According to Plan International's household assessment, 13% of IDP households in the Northwest and 32% of IDP households in the Southwest are facing the risk of eviction. As the crisis has grown more protracted in nature, IDPs



@ Plan International Ako \_Donga Mantung

are turning less and less to collective shelters than in previous years. According to the OCHA MSNA, there are only 9 remaining collective shelters. These IDPs rely on churches, schools, and a government building for shelter. In addition to these inadequate shelters, there is approximately 6% of IDPs in the Southwest and 10% of IDPs in the Northwest shelter living in makeshift shelters.

Since October 2020 critical metallic items from the shelter kit have been banned by the local the authorities in the North-West and partners fear that the distribution of these items in the South- West may bring similar retribution. This ban stems from the believe that



## Situation

the metallic constructions materials (hoe, pickaxes, shovels, nails, hammers, and handsaws) may be used as weapons by armed groups, which has slowed delivery of items and further limited the Shelter Cluster's ability to ensure provision of emergency shelter.

Lack of basic household items is also a challenge reported by all population groups. Bedding, mosquito nets, kitchen items, in addition to hygiene items were frequent items requested by the affected population. Almost 90% on average of the population has access to markets in the Northwest, while 85% of households in the Southwest reported having some kind of market access. In the NW, an average of 18% of respondents and in the SW, an average of 15% of respondents reported not having access to functional markets. An average of 40% of respondents in the Northwest and 38% of respondents in the Southwest said that these markets were at less than 30 minutes distance from their location. Given that markets are largely acceptable, the use of monetized approaches for both shelter and NFI activities should continue to be explored as a solution to Shelter and NFI needs. The lack of access to basic household items is also related with a loss of livelihoods created by this conflict. Shelter cluster partners have noted that internally displaced people from the Northwest were major producers of cooking pots. This item used to be scarce particularly for in-kind procurements, but as partners have shifted to voucher approaches, they have leveraged market-based approaches, and they have been able to increase the availability of these items. Lighting and access to cooking fuel is a particular concern for the energy security of all population groups. 15% of returnees; 11% of non-displaced; and 11% of internally displaced people in the NW and 22% of Returnees; 47% of non-displaced; and 39% of internally displaced people in the Southwest report never having lighting.

While there does not seem to be any end to the conflict in sight, it is likely that the conflict will continue to slow in some areas of the

Northwest and Southwest making the need for transitional shelter approaches also a necessary component of the strategy. In 2020, UNHCR with Plan International has built family shelters that reached 16 households in the Southwest region. It is important for the Shelter Cluster to document the best experiences from this project and also advocate so that other shelter actors can get funding to find ways to provide more adequate shelters to the most vulnerable families where necessary. Given ongoing misunderstandings of shelter by the authorities, partners are encouraged to find creative ways of helping IDPs and returnees find shelter solutions through technical assistance, distribution of CGI for roofing, monetization, and trainings on local construction practices, while the Cluster works to put technical guidelines in place with the WASH Cluster on a transitional shelter pilot.



@ COHESODEC A man stands outside of his damaged home in Menchum Division

## Population Groups

The Shelter/NFI strategy for the Northwest and Southwest regions in 2022 shifts from being primarily targeted only at internally displaced people to other vulnerable returnees and non-displaced populations. Shelter Cluster partners and assessments have identified the following population groups:

**Displaced) Population self-settled in rural areas** are either living in makeshift shelters or sharing very basic agricultural facilities with other families, like cocoa ovens, which only provide them with a common roof. In the Northwest and Southwest, there are also many homes with the majority of homes in the Northwest being composed of mudbrick, thatch, and wood and in the Southwest bamboo, thatch, , and wood. Roofs are commonly made out of CGI and Thatch. According to the OCHA MSNA, an estimated 5,357 IDP households (22%) in the Southwest and 8,988 IDP households (22%) in the Northwest are living in rural areas.

Settlement types in rural areas include informal settlements some hidden in the bush, camps built by agricultural cooperatives for their own employees, and recognized official rural villages. Tenure types can vary from ownership of house or apartment, hosting, illegally squatting, and various forms of public and private ownership of property. Sanitation facilities are totally absent, most IDPs lack proper waterproof coverage and they have very few to no basic household items, as most escaped their home without anything. It is important to note that SW and NW regions have different rural environments, the SW being covered with tropical forest the NW has a savanna-like flora. The climate is also seemingly colder in the NW. Moreover, some families are prone to multiple displacement following security constraints, fear of arrests and ongoing conflicts.



@ Plan International A makeshift shelter at a bush settlement in Bali- Mezam



A bush settlement in the Southwest 2018 Mamfe, SW, 2018. PAN, Daniel Arong



@Plan International damaged wooden shelters in the Southwest: Koupe Manigouba



@INTERSOS Damaged Mudbrick Shelters in Bui Division Northwest



## Population Groups

**(Displaced) Population in host families** mostly live in overcrowded and cramped situations. This continues to be the majority of both internal displaced comprising 52% of IDPs in the NW region and 46% of IDPs in the Southwest region. Due to socio-economic and cultural differences in the NW and the SW, it is important to note that the shelter conditions are different in both regions. According to local partners, the IDPs hosted in the NW region seem to be in better conditions than the ones in the SW, Littoral and West, as traditional houses are bigger in the NW than in the later where 8 to 10 members share the same room. The sanitation facilities seem overstretched for this population group due to the general overcrowding and NFI needs are as acute as for the first population group for the same reason. As the conflict continues into its fifth year, the hosts of these IDPs are also becoming exhausted and seeing their own resources diminishing. They have critical NFI needs and also need support to maintain their shelter conditions given its use by many people. Lack of privacy and adequate sleeping space are also concerns given that they can cause risks of gender-based violence (GBV) and other protection incidents. In terms of the type of shelters, the majority of homes in the Northwest are sundried/mudbrick material and in the Southwest made of timber. In more urban areas, concrete is also used as a shelter material in these homes. CGI roofing is common throughout both regions.



@Mamen Sancha - Interior of an IDP shelter in an urban area 2018-2019

**(Displaced) Population in rental accommodations** struggle with affordability of shelters and fears of eviction due to their inability to afford the cost of rent. 13% of internally displaced people in the Northwest and 30% of internally displaced people in the Southwest are renting their accommodation. 31% of IDP households in the Northwest and 43% of IDPs in the Southwest regions say that they have formal agreements for their rental arrangements. 8% of IDPs in the NW and 20% of IDPs in the SW do not have any regular agreement for renting and are particularly vulnerable to eviction. 11% of IDPs reported the risk of eviction in the Northwest region as compared to 32% of IDPS in the Southwest region. There have been reported evictions, increases in the price of rent and people forcing to leave when their resources are depleted as they are unable to pay anymore. Most shelter conditions are under the minimum standards, as houses or rooms are shared between several families with some shelters reported during focus groups to be hosting up to 23 persons making it tough, to cope with the economic constraints. The Shelter Cluster will work closely with the Housing, Land, and Property Area of Responsibility under the Protection Cluster in order to better document the cases of eviction and also to strengthen referral mechanisms to improve this population's access to adequate housing. Shelter types are typically concrete composed apartments in urban areas and in semi-urban areas may be homes of mudbrick or timber structures depending on the region. While in urban areas some apartment may be found in multi-story concrete buildings, there are also rooms rented in horizontal buildings in both urban semi-urban areas.



## Population Groups

**Returnees who return to find their homes damaged or destroyed:** The OCHA MSNA estimates that 53% of villages are partially damaged in the Northwest and 31% of villages are partially destroyed in the Southwest. This same source using a key informant methodology estimates that 27,115 returnee households have had their homes partially damaged, with over 21,000 of those households being located in the Northwest Region. Beyond these numbers, the Plan household estimates that 58% of returnees in the Northwest region and 40% of returnees in the Southwest region have reported damage to their homes. Housing is an essential aspect of durable solutions and houses that are not able to protect people from the elements puts them at risk for displacement. In addition to those who have already returned to their area of origin, 20% of IDPs in the Northwest and 31% of IDPs in the Southwest region have the intention of returning to their area of origin in the next year. In addition to this data from the Plan Household assessment, Dedi, a national NGO based in the West region found that 25% of IDPs displaced from the Northwest and Southwest regions to the West had the intention to return between one month to over a year.

**Non-Displaced Population living in damaged shelters:** 38% of non-displaced people in the Northwest and 44% of non-displaced people in the Southwest report various levels of damage to their homes. Amongst the people targeted by this shelter strategy are particularly vulnerable people including those with disabilities who are not able to move to alternative and better shelter in the aftermath of damages. Lack of money for repairs was cited as being the most prevalent challenge for this population group. 23% of these non-displaced people in the Northwest and 24 % of people in the Southwest in these damaged shelters reported to have at least one person with a disability in their household. In addition to having damage done to their shelter, they may also lack essential household items particularly bedding and mosquito nets.



@Plan International Focus Group Discussion with Women outside a shelter with a damaged thatch roof in Momo Division, Northwest

## Cross-cutting Vulnerabilities

Within these major sub groups, Shelter Cluster partners have also identified that there are many cross-cutting vulnerabilities that should be considered for better targeting of Shelter/NFI assistance. These population groups include persons with disabilities, separated children, unaccompanied minors, and child headed households, single female headed households, elderly headed households, single male headed households, victims of protection incidents, the chronically ill, jobless because of the crisis, pregnant/lactating women, albino, and people suffering from trauma due to the crisis. The Shelter Cluster has considered how to reach these groups through the Shelter Cluster activity matrix and also will encourage the use of a common scorecard approach. Shelter Cluster partners have also noted protection concerns with prioritizing only the most vulnerable and in some locations where tensions are particularly high, they have been forced to use blanket approaches. This blanket approach will become more and more difficult given how scarce the resources are for the current Shelter Cluster response. Work with the Protection Cluster both on the development of the score card and on the required community mobilization during distributions is planned to ensure that the most vulnerable are able to get the assistance that they need.

Setting	Settlement Scenario	Shelter	Structure	Roofs
Urban	Renting, Owner, Hosting, Squatting Public/Private	House Apartment Collective Shelter (rare)	Concrete, Cement, Sundried/Mudbrick	CGI, Thatch
Peri (Semi)-Urban	Renting, Owner, Hosting, Informal Settlements, Squatting Public/Private	House, Apartment, Makeshift Shelter Collective Shelter	Concrete is less than urban, Sundried/Mudbrick	CGI, Thatch
Rural	Owner, Hosting, Informal Settlements including settlements in the bush, Squatting Public/Private	House, Makeshift Shelter, Farm/Agricultural house or infrastructure	Bamboo, Thatch, Wood, Mudbrick	CGI, Thatch



@Global Shelter Cluster Kumbo damages in semi-urban area 2018



@COHESODEC burnt mudbrick Shelter in Bali

Setting	Settlement Scenario	Shelter	Structure	Roofs
Urban	Renting, Owner, Hosting, Squatting Public/Private	House Apartment Collective Shelter (rare)	Concrete, Cement, Timber Wood	CGI * (Plywood ceilings)
Peri (Semi)-Urban	Renting, Owner, Hosting, Informal Settlements, Squatting Public/Private	House, Apartment, Makeshift Shelter Collective Shelter	Concrete is less than urban, Timber Wood, Mudbrick	CGI
Rural	Owner, Hosting, Informal Settlements, Squatting Public/Private, Planned Camps built by Cooperatives, Bush	House, Makeshift Shelter, Farm/Agricultural house or infrastructure	Bamboo, Thatch, Wood, Mudbrick	CGI, Thatch



Agricultural Type Planation Homes where IDPs have been known to take Shelter in the Southwest



@R. Wynveen Common Cooking Area in the Southwest Region for IDPs



## Risks and Challenges/Constraints

Given the overall situation in NWSW, programming is difficult due to the uncertainty; the shelter response has to take into consideration the following constraints identified and highlighted by the shelter cluster partners:

### Funding

The crisis in the Northwest and Southwest regions has been recognized as one of the most neglected crises on the globe. Of the multiple global crises that are occurring in the world, it is only Ukraine and Madagascar's overall flash appeal who has received over 50% of its funding. Cameroon's appeal has only received 20% of the necessary funds to meet the targets.<sup>2</sup> According to data collected by the Global Shelter Cluster as of the 1st quarter of 2022, only 16% of the funds required to respond to the shelter needs have been received by country-level Shelter Clusters thus far this year.<sup>3</sup> In Cameroon, this figure is also at 17% nationally<sup>4</sup> and in the Northwest and Southwest regions only at 13%.<sup>5</sup>

### Access to the affected population

- Security constraints, many control points mounted by the military and the many roadblocks of the non-state armed groups combined with deteriorating road infrastructure will require flexibility in delivery schedules
- The HCT approved the specific new Access Strategy for the Northwest and Southwest regions. In addition to adhering these principles each cluster agency should also ensure that they are able to negotiate with all parties to the conflict. This is becoming increasingly more difficult due to the splintering of non-state armed actors. It is important to keep updated about these

<sup>2</sup> <https://fts.unocha.org/>

<sup>3</sup> <https://sheltercluster.org/> Admin extract from country-level clusters online Factsheets

<sup>4</sup> <https://sheltercluster.org/response/cameroon> March 2022 Factsheet shared by email

<sup>5</sup> <https://sheltercluster.org/north-west-south-west/factsheets/2022-04>



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groups in the different areas where humanitarian agencies are delivering shelter assistance.

- IDPs multiple displacements- It has also been noted that IDPs engage in frequent pendular movements as a coping mechanism and may stay in the bush for a week or more and then return. By the time the movement is reported to the Shelter Cluster, the IDPs have already returned back home.
- IDPs who are hiding in the bush are afraid of having their location identified and are at times reluctant to share information required to provide them assistance.
- Loss of identification documents

### Limited information

- Places where the people are going to and coming from
- Level of destruction of their houses and villages- While getting some indication from assessments conducted in the first quarter of the year, the Shelter Cluster needs to continue to document the scope of damages done.
- House, Land and Property (HLP) and actual renting conditions
- Better documentation of vernacular architecture practices and how to capitalize on these for better transitional shelter solutions

## Objectives

### National HRP/2022 strategic objective under which the cluster objectives fall

**Objective 1:** Reduce mortality and morbidity of 1.3 million people affected by crisis

**Specific objective 1.1:** 1.3 million vulnerable people affected by crisis benefit from immediate minimum food, nutrition, WASH shelter and lifesaving health services by the end of 2022

**Objective 3:** Reduce vulnerabilities and strengthen resilience of 974,000 affected by crisis

**Specific Objective 3.1:** By the end of 2022, 974,000 vulnerable people have indiscriminatory, regular, and safe access to quality basic services.

**Shelter Cluster Objective 1.1:** Targeted crisis-affected households, including those in protracted displacement, returnees, and host communities, are provided with core and essential non-food items.

Activity	Indicators	Target
Distribution of Standard NFI Kit or Monetized Equivalent	# of HHs assisted with core and essential Non-Food Items; # of items distributed per type of item	12,457 HHs

**Shelter Cluster Objective 1.2:** Targeted crisis-affected households, including those in protracted displacement, returnees, and host communities, are provided with timely life-saving emergency shelter.

Activity	Indicators	Target
Distribution of Emergency Shelter Kit or Monetized Equivalent	# of HHs assisted with distributed/installed emergency shelter materials/kits	18,492 HHs

**Shelter Cluster Objective 2.1** Targeted crisis-affected households are provided with safe and sustained shelter support, including those in protracted displacement, returnees, and host communities.

Activity	Indicators	Target
Distribution of CGI sheets for roofing (3.05 x.9m)	# of HH assisted with shelter	3424 HHs
Pilot Transitional Shelter Programming		
Rental Assistance	# of HHs assisted with rental assistance	484 HHs
Training or knowledge transfer on vernacular shelter construction	# of people trained	856 individuals

## Guiding Principles/Key Issues

**Safety and dignity** The Shelter Cluster shall identify the physical and psychological threats populations can face in accessing services related to shelter and NFI distribution and act to prevent, minimize, or mitigate their negative effects. All interventions need to carefully consider avoiding them causing further harm to the beneficiaries (Do no harm). All projects will be respectful of cultural and religious practices and implemented with the highest regard towards the target populations' privacy. Shelter Cluster partners are always reviewing the feedback that they are receiving about how they are implementing their activities in the field. During the first quarter of the year, the Shelter Cluster reviewed feedback coming from the MSNA about the perception of distribution points being too far and the population not having enough awareness about the distribution timeline. In addition to this feedback, Shelter Cluster partners will also try to share findings from post distribution monitoring and trends from their complaints and feedback mechanisms in order to target common challenges that beneficiaries may be encountering with access to Shelter and NFI assistance. Furthermore, the Shelter Cluster will also establish criteria for monitoring the adequacy of the shelters where Shelter Cluster beneficiaries are residing. Some of these common criteria include:

- Number of people per surface area (to detect incidences of overcrowding)
- Privacy (number of people sleeping per area by gender)
- Presence of leaking in the shelter (Y/N) and which part of the shelter
- Adequate ventilation in the shelter (detected by lack of unpleasant odors, cooking spaces not causing coughing etc.)
- Misuse of items distributed (not for shelter or improving shelter) or selling of items
- Space in the shelter for storage of items



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**Vulnerability criteria** (such as persons with disabilities, separated children, unaccompanied minors, and child headed households, single female headed households, elderly headed households, single male headed households, victims of protection incidents, the chronically ill, jobless because of the crisis, pregnant/lactating women, albino, and people suffering from trauma due to the crisis) must be agreed on by all cluster partners and harmonized between clusters to ensure a coherent shelter/NFIs response. Shelter Cluster partners will also work to come up with a common score card for evaluating particular shelter vulnerabilities of this crisis.

Protection mainstreaming will be ensured in all Shelter and NFI interventions. Shelter/NFI interventions must be designed with the principle of “do no harm” and with a protection lens. Partners are encouraged to engage in protection capacity building training offered by the protection cluster and report any protection concern they encounter in delivering shelter and NFI support. A particular focus for the Shelter Cluster this year will also be improving capacity for GBV referrals and prevention in shelter activities. The Shelter Cluster is working with the GBV AoR to ensure representation in capacity building initiatives and also in updating the GBV Pocket Companion that Shelter/NFI practitioners can use in the field in case of coming across GBV victims.

**Gender considerations:** The Cluster will ensure that its activities are informed by a gender perspective and pay attention to the goal of gender equality. The cluster is committed to equal participation of men and women, ensuring for instance that all assessments have female assessors, and the full participation of women and girls from the affected populations. Also, consideration will be made to the location of shelter projects vis-à-vis their distance from water sources; the location of kitchen and latrines and in general, all efforts will be made to preserve the privacy and safety of women, men, girls and boys.



## Guiding Principles/Key Issues

The cluster will promote women's active participation to ensure community ownership and gender inclusion. In 2021, several cluster Shelter/NFI Cluster partners (ASWEDO, CRS, Mother of Hope, and RAGJ) were trained on Gender in Humanitarian Action which launched the Northwest and Southwest Gender in Humanitarian Action Working Groups in the region. The Shelter Cluster will coordinate closely with this working group under the leadership of UNFPA to ensure that it has a gender sensitive response.

**Context-specific response.** In light of the various population groups, sheltering solutions and different needs, shelter or NFI interventions must be tailored to be need-based and context-specific. The needs of local host communities accommodating IDPs in their homes also need to be factored into the humanitarian response.

### **Capacity building on NFI distributions and Shelter activities.**

The Shelter Cluster will focus this year on doing trainings on cash-based and monetization initiatives. CRS and NRC are currently developing a training on cash-based initiatives for the Shelter Cluster and will implement it this year. There is also the need to increase the Shelter Cluster partners' situational awareness and use of tools to introduce some tools of good remote management given the difficulties to access all areas where the most vulnerable populations are located.

**Contingency planning.** Partners must engage in contingency planning as needed. The Shelter Cluster will ensure that they do stakeholder mapping in case of an escalation of the stocks that partners may have on hand. Planning scenarios will be in place so that shelter partners know who should intervene where and when based on the scenarios.



@NRC: A beneficiary reviews the content of the NFI kit she received in Nwa Subdivision in May 2022 Donga-Mantung NW Region

## Advocacy Messages

### **Advocacy for better shelter solutions and a more adequate shelter response:**

For four years, the shelter response of the Shelter Cluster has been primarily focused on the distribution of emergency shelter kits. As the situation has become more protracted and given a ban placed on the metallic items in the shelter kit imposed in October 2020, the response is not really in proportion to the shelter needs observed in the field. A shift to voucher assistance proves promising, but whether shelter outcomes are achieved with such emergency levels of assistance is yet to be determined and the Shelter Cluster will continue to ensure that partners are monitoring their interventions against these minimum standards of habitability. Beyond this emergency assistance, the Shelter Cluster also desperately needs resources to ensure that their interventions are better accompanying the internally displaced, returnees, and the non-displaced in their shelter solutions and repairs to damaged homes. Transitional shelter programming and the capitalization on local construction practices in the Northwest and Southwest will also be further developed in Shelter typology guidelines and a profiling of the different housing types and materials in the two regions.

### **Advocacy for Monetization and Market-based approaches of the response and owner-driven approaches to Shelter:**

As of the first four months of 2022, 37% of the cluster's activities are being implemented with vouchers for NFI and shelter. A small case load is also being targeted for cash for rent. The Shelter Cluster will continue to follow up with these partners on the outcome of their interventions and the appropriate use of modality for implementation. Capacity building on monetization for shelter interventions and additional resources for the response will enable the Shelter Cluster to put in place guidelines on cash for repairs and cash for work modalities that would encourage owner driven approaches to the shelter needs of these communities. Given the security concerns in the context of the Northwest and Southwest, the feasibility of such longer-term approaches will have to be consulted and carefully



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negotiated with all stakeholders to ensure no further harm to the targeted beneficiaries. The Shelter Cluster will also continue to advocate for market-based approaches. Partners have noted that by working with vendors through their voucher programming that they have been able to overcome some of the supply challenges that they had encountered for items when attempting to procure in-kind.

### **Advocacy messages on House, Land and Property (HLP):**

Partners are encouraged to engage in advocacy interventions to protect the rights of IDPs renting accommodations and avoid their evictions, such as negotiating with the landlords to improve rental conditions and secure their tenure. The HLP situation and constraints (ownership, legal documentation, etc.) must be taken into account for all shelter activities undertaken especially when building, even temporary structures. The Shelter Cluster is currently advocating for the Housing, Land, and Property Area of Responsibility under the Protection Cluster to regular share information and referrals regarding situations where crisis-affected populations may be at risk of eviction.

**Advocacy messages on access:** Access to the affected population is a significant constraint for humanitarian actors including shelter/ NFI partners. Advocacy for improved, safe, and regular access must be ensured at all levels and supported by all actors, especially considering hard to reach areas. The Shelter Cluster will also implement the Northwest and Southwest Access Strategy and adhere to its principles of humanitarian engagement with all sides; no armed escorts to preserve humanitarian neutrality; and no payments to any stakeholders for access to the affected areas. The Shelter Cluster will work closely with OCHA to update on any specific access issues. Each Shelter Cluster partner must also ensure that they are properly briefing all stakeholders in the area of implementation to ensure access and maintain humanitarian impartiality.

## Advocacy Messages

### Advocacy with Authorities to Better Understand the Role of Shelter as a critical life-saving component of the response:

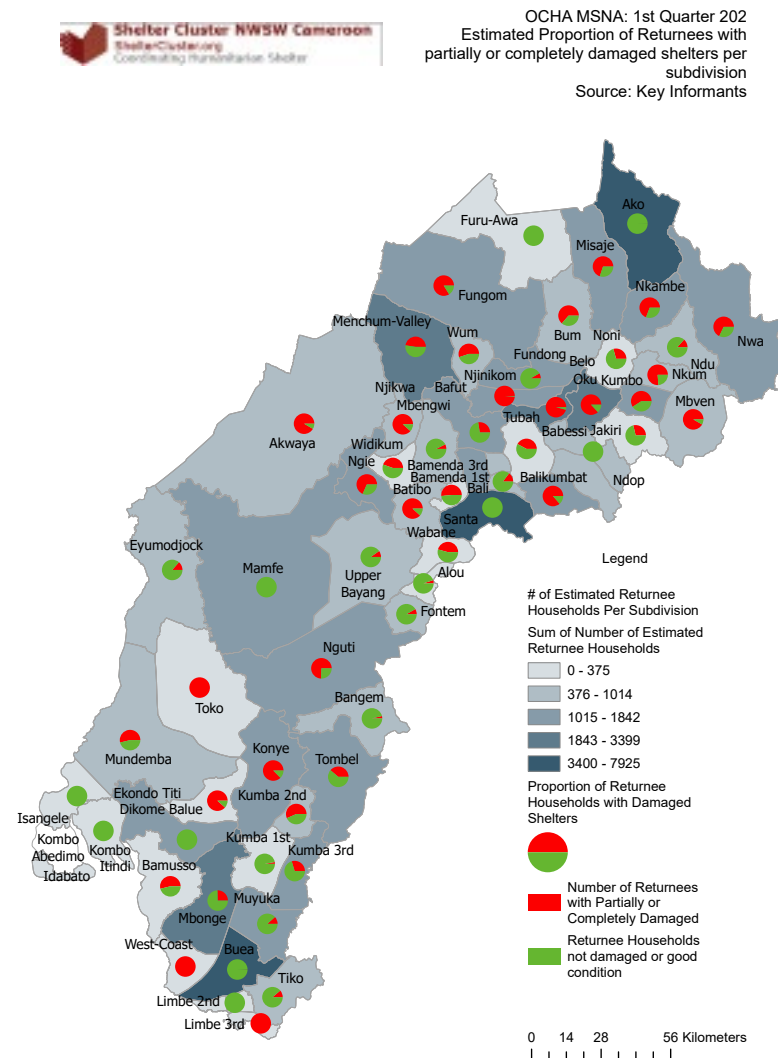
The objectives of the Shelter Cluster are often misunderstood in this context and so it is important that the Shelter Cluster attempt to strengthen ties with authorities to brief them about the intended impact of the Shelter Cluster strategy and its intention of protecting the most vulnerable people impacted by the crisis. This also needs to be accompanied by humanitarian-development nexus to think about the longer-term housing needs that each population group has suffered as a result of the crisis.

### Improved Advocacy on Housing Rights issues in the context of the Northwest/Southwest:

Related with the scope and scale of damages conducted throughout this conflict, the Shelter Cluster will work with its partners and the protection cluster to ensure that it is collecting information about the number of homes damaged, burned, and destroyed as a result of this crisis. This will also help to ensure that the scope of the problem will be better understood by stakeholders to this crisis and also result in advocacy to prevent domicile from continuing to negatively impact the affected population's right and access to adequate housing. This information will also help the Shelter Cluster to better partner with development stakeholders who may need to address the longer-term housing needs of the population.

**Humanitarian-Development Approaches:** In line with the Shelter Cluster's desire to put in place more transitional shelter strategies, the Shelter Cluster advocates for the activation of the Humanitarian-Development Task Force to look into the establishment of a task force specific for the Northwest and Southwest region. Some of the challenges that are at the root of the current conflict will not be addressed without investment and planning from development actors, so early intervention and planning is required to ensure continuity between humanitarian shelter interventions and longer-

term housing approaches. Simultaneously the Shelter Cluster will also aim to work closely with UNDP other relevant clusters on the area of infrastructure challenges such as Education, Health, and WASH Clusters to start thinking about the longer-term implications that repairs to schools, hospitals, and WASH infrastructure can do to accompany improved housing in the affected area.





# Assessments

Assessments that informed this Updated Shelter Cluster Strategy

- OCHA Multi-Sector Needs Assessment March 2022
- Plan International Shelter Cluster Household Assessment- December 2021-January 2022

The Shelter Cluster has also put in place an Assessment Tracker and dedicated page to tracking the various assessments being carried out by all its partners. This page is found here:

<https://sheltercluster.org/north-west-south-west/pages/assessments>



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**International Rescue Committee**  
**Post Distribution Monitoring Report**  
 Locations: Fako Division (South West Region) and Mezam Division (North West Region)  
 February 2022

**KEY POST DISTRIBUTION MONITORING FINDINGS:**

- 81% of the beneficiary households (HHs) for hygiene and NFI kits were female.
- 91% of respondents stated that the beneficiary kit items were explained before distribution.
- 87% of respondents said they did not wait too long to receive their kit items.
- 89% of respondents said they were satisfied with the hygiene and NFI they received.
- 94% of the respondents said the items were sufficient to meet the needs of the HH, and 82% of them stated that the items were free from damage, expiry, and pests.
- Respondents indicated that kits of soap (70.2%), cooking pots (69.5%), latrine kits (66.4%), and the buckets with lids (65.4%) were the most useful items while Pity for kits (21.6%) and tools/kits (21.2%) were least useful.
- 37.3% of respondents say they have noticed significant change in the hygiene of the HH.
- 23% of HHs said the need more household NFI's (Blankets, Blankets, mosquito nets).
- When asked what is the best mobility for assistance, 53% preferred cash despite the fact that 54% approved the voucher method used.

**BACKGROUND:**

Since 2017, an armed conflict has seen increased clashes between non-state armed groups and regular state security forces in the North West (NW) and South West (SW) regions of Cameroon. This conflict has caused an unprecedented humanitarian and security crisis in this part of the country. In the NWSW regions, the number of people in need decreased from 1.7 million people in 2020 to 1.3 million people in 2021, where 4 millions for 2022. 1.6 million people need humanitarian assistance in 2022 in the two regions (NWSW). Planned population movements have created a significant level of insecurity, and as a result, the people affected have critical humanitarian needs. The presence of these population is important as IDPs are often located in locations which have no social services (education, WASH, health care and food assistance services, etc.) are restricted or non-existent in response to the humanitarian crisis. IRC has been intervening in the SW region since 2015 and 2019 in the NW region by implementing, in selected communities, activities such as food security and livelihoods support, improvement of WASH services and infrastructures, and protection of rights of affected population including prevention and response to Gender-Based Violence.

Data from the baseline survey conducted by IRC earlier in June 2021, indicates that 73% of households (HH) in the community are unable to consume up to 13 liters per person per day with 17% unable to store water in a clean manner. The survey also indicated that 29% did practice open defecation and 67% reporting inadequate hygiene practices.

Thanks to funding from Sida, since April 2021, IRC has been implementing WASH programs in the NW/SW Regions of Cameroon to meet WASH needs of conflict affected persons. To improve the WASH situation in the NW/SW and based on findings of the baseline survey, IRC distributed 439 hygiene and non-food items (NFI) vouchers from January 2021 to February 2022 in communities in Mezam Division: Samsat (26), Banga (36), Mfaha (113), and Mshalem (134) and Fako Division and NFI vouchers in Mezam, (Yaka) in the SW region. These vouchers allowed beneficiaries to purchase of the following items: hygiene kits (soap, buckets with lids, soap bottles, bottles (2L), covers of soap (200g), covers of sanitary pads, sanitary toilet/bowls, buckets of subgrade latrine (100lit), wall-to-wall-face masks, wash-hand basin (plastic), cooking pots, cook spoons, jerrycans of 20L, jerrycans (various), soap spoons, plastic soap liners, rechargeable batteries, pens/pens, and mosquito nets. The IRC therefore organized a post distribution monitoring (PDM) from the 2nd - 10th March 2022.

Shelter Cluster NWSW Cameroon  
 Analysis Plan  
 WASH Cameroon  
 Post distribution

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## Coordination and cluster representation

The Cluster will uphold the principle of partnership and will continue to strengthen collaboration with local authorities, NGOs and community-based structures to ensure their inclusion in the response, particularly in reaching inaccessible areas. Coordination will be enhanced with non-Cluster actors to respond to gaps and avoid duplication. The Shelter Cluster conducted the Cluster Coordination Performance Monitoring review in February and March 2022. The action plan of this review highlights the need for the cluster to continue to improve the systems and tools in place to strengthen coordination. Thus far the Shelter Cluster has made significant improvements on the 5W system and has introduced a 5W dashboard. Particular areas of weakness during the review remain that of accountability to affected populations and the need to establish referral systems when needs are identified in the field for which a cluster partner may not have the resources to respond. The details of that action plan in addition for the Cluster's activities to address them are found here: <https://sheltercluster.org/north-west-south-west/documents/nsw-cameroon-shelter-cluster-coordination-performance-monitoring>

In addition to online teams meeting to facilitate joint meetings between the two hubs in the Northwest and Southwest, the Shelter Cluster has the plan to continue to host in-person workshops to implement some of the action plan from the CCPM and as identified in this strategy:

- 1. Needs and Situational Analysis:** Improving Shelter Cluster partners' situational analysis in the field including the agreement on a referral system, joint post distribution monitoring tool, a joint tool for better conducting household shelter needs assessment in the field; score card tool
- 2. Monetization and Owner Driven Approaches** in the Shelter response
- 3. Shelter Typology** Document and technical guidelines for improved shelter solutions.
- 4. Pilot Transitional Shelter Guidelines:** The Shelter Cluster will also try to reach other stakeholders outside of the cluster such as authorities to further sensitize them about the Shelter response and how it is improving the conditions of those impacted by the crisis.



@R. Wynveen Northwest Shelter Cluster Strategy Workshop April 2022

## Monitoring and Evaluation

Monitoring of activities will be carried out by individual agencies and in close coordination with the cluster to ensure that they meet project objectives as well as contribute to the overall Cluster objectives. Each project will include indicators and a monitoring plan. The Cluster Coordinator will also organize joint monitoring missions and provide corrective technical and policy guidance as necessary. Shelter Cluster partners are encouraged to present the findings of their individual post distribution monitoring activities during the regular Shelter Cluster meetings to create joint lessons learned and feedback on the implementation of the Shelter Cluster Strategy. The Shelter Cluster will also work with partners this year to create a joint Post Distribution Monitoring and standard outcome indicators that partners should aim to report to. This will also facilitate the Shelter Cluster's advocacy efforts on showing the outcome of the response rather than reporting on simply the number of items distributed and households reached by the cluster's interventions.

Post Distribution Monitoring and guidance on standard indicators will be uploaded to the Shelter Cluster web page once agreed and endorsed by partners.



@UNHCR - NFI Distribution 2021











@NRC Community Mobilization before NFI and Shelter kit distribution Donga-Mantung Northwest Division



# Activity Matrix

Please click on the activity matrix to be able to see a large version of the document through the [Shelter Cluster website](#).

Activity matrix 2022 NWSW Strategy									
Response	2022-23	Output Indicator	Targets	Modality	Target population group	Cost	Type of shelter	Duration / implementation	Priority vulnerable groups
 Distribution of Emergency Shelter Kits	Currently given restrictions put in place by authorities, the shelter kit only includes 2 x 5 Tarpaulin sheets and one nylon rope. Voucher modalities tend to be more appropriate to ensure that the household is able to also purchase the appropriate kit items which typically include: <ul style="list-style-type: none"> <li>•2 (4x5 m) Plastic Tarps</li> <li>•Polyester Rope 12mm x 50 m</li> <li>•Nails</li> <li>•Pickaxe</li> <li>•Shovel</li> <li>•1 kg 75 mm nails</li> <li>•Hammer</li> <li>•HandSaw</li> </ul>	# of HHs assisted with distributed/installed emergency shelter materials/kits	18492 HHs	in-kind e-voucher	Recently Displaced IDPs, Protracted IDPs in need of replenishment; IDPs living in the bush; rural areas; non-displaced people living in urban areas; IDPs who receive kits but require additional items for adequate shelter; IDPs and Returnees in Damaged Shelters	20-80 USD depending on shipping and weight; Monetization of complete kit including metallic items is around 60 USD (38,000 XAF)	Makeshift shelters, Occupied damaged shelters, Damaged Shelters, Collective Shelters	6 months particularly in the climate of NWSW particularly in the rainy season; can be one year in ideal climates	Jobless because of the impact of crisis, Single female/male headed households, Albino, persons with disabilities, Elderly, Chronically ill, Victims of Protection Incidents
	For those IDPs who are living in an adequate shelter who have constructed shelters out of thatch, but lack the quality roofing material to protect themselves from the elements, if distributing in-kind materials you should make sure that beneficiaries are able to have elements from the shelter kit to use the CGI sheets as roofing materials. Mixed modality approaches including distribution in-kind combined with voucher assistance for access to building items could also be considered.	# of HH assisted with shelter	3424 HHs	in-kind/e-voucher	IDPs whose tarpaulin has degraded on damaged shelters, IDPs living in makeshift shelters who lack adequate roofing, IDPs living in the bush	\$21 USD (15,000 XAF) 2 pieces of	Makeshift shelter	CGI on its own is a more permanent property and is a very common roofing structure throughout	Persons with disabilities, Single female headed households, Elderly headed households, Single male headed households, Victims of Protection Incidents Albino, People suffering from trauma (PTSD) amongst elderly, children, and adults; crisis related low income
 Distribution of CGI sheets for roofing (3.05 x 9m)	Pilot intervention to be eventually implemented with the support of WASH and FSL Clusters to support IDPs, Returnees, or Non-Displaced in owner driven approaches to build longer term shelters of a transitional nature (3-5 years lifespan); community based approach can also be considered with cash for work activities benefiting crisis-related jobless people and access to housing for more vulnerable categories	# of HHs assisted with core and essential Non-Food items, # of items distributed per type of item	12457 HHs	mixed modality	IDPs in urban areas, returnees/non-displaced living in damaged shelters; more stable areas of SW region	Construction of Shelters: Up to \$700 USD per shelter; leveling works and site preparation \$1800 (excludes) \$200-\$115 (38,000-82,425 XAF) Depending on kit content	Makeshift shelters, sporadic settlements occupied damaged shelters, Makeshift Shelters, informal settlements	3-5 years	Crisis impacted jobless, Returnees, Non-Displaced, Single male headed households, Female Headed Households
 Standard NFI kit	•2 Synthetic sleeping mats (plastic), tear proof and water impervious, 200 x 200 cm. •2 Blanket, fleece, light thermal resistance, 150 x 200 cm. •2 Mosquito nets, long-lasting insecticidal nets, rectangular large, 160 x 180 x 150 cm •3 Stainless steel/aluminum cooking pot with handles and lid, 5 L. •1 Stainless steel/aluminum cooking pot with handles and lid, 10 L. •6 Stainless steel plates (deep), diam. 22cm. •6 Plastic cups with handle, max. 0.5 L. •1 Plastic jar with lid for drinking water, 2 L. •1 Stainless steel serving spoon, 35 ml. •6 Stainless steel spoons, soup, 10 ml. •1 Plastic basin, medium size, 7 l. •2 Jerry cans, food grade LDPE, suitable for drinking water, rigid, screw cap. Light colour only (white, yellow), UV treated for long-term outdoor use, 20 L. •1 Heavy duty plastic bucket, without lid, 15 L. •Solar Lamp	# of HHs assisted with core and essential Non-Food items, # of items distributed per type of item	12457 HHs	in-kind vouchers	IDPs in rural/remote areas, Newly Displaced, IDPs/returnees in urban areas, can also arrange with vendors to pop-up fairs in rural areas	30,000-60,000 XAF (\$48-96 USD)	Makeshift Shelters, informal settlements	Typically a one Off Assistance: Protracted IDPs may require occasional replenishment of items	Persons with disabilities, Single female headed households, Elderly headed households, Single male headed households, Victims of Protection Incidents Albino, People suffering from trauma (PTSD) amongst elderly, children, and adults, Children headed households, Unaccompanied minors
 Family Size Sleeping Mattress	A Proposal to modify the standard kit to include Family Size Mattresses instead of the synthetic sleeping mats to be more culturally appropriate and according to IDPs' needs. Partners implementing voucher programs have noted that the standard voucher amount (in line with the standard kit above) is not enough to cover all IDPs' needs.	# of HHs assisted with rental assistance	484 HHs	in-kind/ e-voucher	IDPs in rural and urban areas; Returnees whose houses have been damaged and no longer have a mattress	3300-9200 XAF per month depending on location; Cluster recommends rental market assessment conducted under the advice of the cluster coordinator	IDPs living in inhabitable shelters, those struggling with affordability of their shelters, Homes, Makeshift shelters, homes without electricity, damaged shelters where electricity is also impacted	One time assistance	Victims of GBV or other protection incidents, Female Headed Households, Elderly, House bound Persons with Disabilities, Chronically ill, Pregnant/Lactating Women
 Larger Rechargeable Solar Lamp	Often Preferred by beneficiaries, because the light is lasting longer (estimated to be around 5 hours before needing to be recharged), can be given to extremely vulnerable and only if resources are available	# of people trained	856 individuals	in-kind/ e-voucher	IDPs in spontaneous informal settlements, Non-Displaced living in damaged shelters who are unable to access fuel or markets	5000-10000 XAF (\$14-\$16 USD)	Makeshift shelters, homes without electricity, damaged shelters where electricity is also impacted	Particularly female headed households, large families with school age children,	
 Provision of Fuel and Cooking	Provision of Charcoal or cooking stoves to those who are unable to access these materials on their own only if resources are available	# of partners participating in the coordination	25 partners	in-kind	IDPs in spontaneous informal settlements, Non-Displaced living in damaged shelters who are unable to access fuel or markets	5000-7000 XAF	Makeshift Shelters	One time assistance	Chronically ill, Elderly, House bound Persons with Disabilities
 Rental Assistance	Providing access to accommodation for internally displaced people living in urban areas; should be done in coordination with livelihoods actors or protection actors to ensure sustainability of the accommodation and so that the IDP is not put at risk when the funding of the organisation ends	# of people trained	856 individuals	Agency rental agreements	Extremely vulnerable categories conditional to a tripartite agreement with the landlord, agency, and tenant	5000-7000 XAF	Homes/Apartments	3 months	Victims of GBV or other protection incidents, Female Headed Households, Albino, Vulnerable Youth who are also able to access livelihood activities, Returnees whose homes were destroyed
 Training/Capacity Building Cluster Coordination Activities	Capacity Building activities for members of the cluster or for affected population themselves on shelter/building techniques Management of coordination: including hosting coordination meetings, workshops, putting in place tools such as the SW reporting tool and dashboard, score card, referral system, cluster strategy, cluster coordination performance monitoring and other necessary trainings as requested by partners	# of people trained	856 individuals	Advocacy to landlords	Agency rents the accommodation on behalf of the affected population	5000-7000 XAF	Homes/Apartments	Measured by the outputs listed above	
		# of partners participating in the coordination	25 partners	Agency advocates to landlord or authorities for IDP to rent accommodation beyond the finalization of	Cluster partners, returnees, protracted IDPs	Lumpsum: \$231,000			

## Intercluster Issues



**Shelter Cluster NWSW Cameroon**  
ShelterCluster.org  
Coordinating Humanitarian Shelter

Cluster	Lead-Agency	Comments
Coordination	OCHA	SitReps, shelter advocacy, FA, SRP, intercluster coordination, advocacy with Government, Access
CCCM	Not activated	
Early Recovery	Not activated	Humanitarian-Development Nexus Working Group at National level-advocate for its presence in the Northwest and Southwest for longer-term housing
Education	UNICEF	Repairs to damaged schools
Telecom	Not activated	
Food security	WFP/FAO	Distribution of food. Information on beneficiary groups and vulnerabilities; Cash distribution
Health	WHO	Incidence of disease that can be avoided by provision of appropriate shelter and NFI, HIV/AIDs and shelter guidance on integration of COVID-19 prevention measures in shelter responses
Logistics	WFP	Transportation, storage, supply chain, customs clearance, security of movement and humanitarian access
Nutrition	UNICEF	
Protection	UNHCR	Loss of documentation, GBV referrals and prevention, female and child headed households, elderly and disabled, vulnerability data, vulnerability score card in beneficiary selection, relocations and evictions, security, HLP mainstreaming into shelter interventions particularly when repair or transitional shelter projects are drafted;
WASH	UNICEF	Ensure shelter sites have WASH facilities, coordinate wash kit with NFI kit contents and coordinate improvement of wash facilities in host families' houses. Integration of COVID-19 response and sensitization on hygiene

## Annexes

1. Activity Matrix- <https://sheltercluster.org/north-west-south-west/documents/nsw-cameroon-shelter-cluster-activity-matrix>
2. Cluster Coordination Performance Monitoring- <https://sheltercluster.org/north-west-south-west/documents/nsw-cameroon-shelter-cluster-coordination-performance-monitoring>
3. Minimum NFI Kit: <https://sheltercluster.org/north-west-south-west/documents/minimum-nfi-kit-reviewed-2022>
4. Forthcoming Updated Details on Emergency Shelter Guidelines
5. NSW Plan and OCHA MSNA Needs Analysis Plan- <https://sheltercluster.org/north-west-south-west/documents/analysis-plan-northwest-and-southwest-plan-international-household>
6. Shelter Cluster Tools for improved coordination- <https://sheltercluster.org/hub/north-west-south-west/data-collection>
7. [Shelter Cluster 5W Response Dashboard](#)
8. To Be Developed:
  - Shelter Typology Guidance
  - Shelter Guidelines on Cash and Shelter including rent
  - Post Distribution Monitoring Standards
  - Joint Cluster Score Card for Classifying Shelter Vulnerability