## A. Introduction .................................. 4

A.1. Revision process 4  
A.2. About this handbook 4  
A.3. Latest information 5  
A.4. Important NRC documents 5  

## B. Framework for intervention .......... 7

B.1. NRC’s mandate 7  
B.2. Core activities 7  
B.3. Why do shelter? 8  
B.4. Contexts of intervention 10  
B.5. Rights-based approach 11  
B.6. The cluster approach 15  
B.7. Standards 18  

## C. Planning and proposals .............. 21

C.1. When to run a shelter program? 21  
C.2. Displacement and settlement 22  
C.3. Return and resettlement 24  
C.4. Getting baseline information 25  
C.5. External support 27  
C.6. Proposal writing 27  

## D. What type of program to do...... 28

D.1. Introduction 28  
D.2. NFI/materials distribution 28  
D.3. Disaster Preparedness & Risk Reduction 29  
D.4. Voucher and cash programmes 33  
D.5. Training and YEP 34  
D.6. Advocacy 34  
D.7. Host family support 35  
D.8. Communal shelter 35  
D.9. Transitional shelter construction 35  
D.10. Permanent housing 36  
D.11. Settlements 36  
D.12. Shelter examples 38  

## E. How to do it ......................... 40

E.1. Introduction 40  
E.2. Beneficiary selection 40  
E.3. Beneficiary participation 41  

E.4. Methods of construction 41  
E.5. Maintenance 44  
E.6. Working with other stakeholders 45  
E.7. Project management 46  

## F. Shelter and other sectors..........50

F.1. Protection 50  
F.2. ICLA 51  
F.3. Gender 51  
F.4. Education 52  
F.5. Camp Management 53  
F.6. Food Security and Distribution 53  
F.7. Livelihoods 53  
F.8. Water, sanitation and hygiene 54  
F.9. Health 55  

## G. Environment and shelter..........57

G.1. Introduction 57  
G.2. Climate change 58  
G.3. Proposals 61  
G.4. Risk Analysis and Assessment 62  
G.5. Design 65  
G.6. Material selection and building 66  
G.7. Environmental technologies 67  
G.8. Decommissioning 69  
G.9. Resources 70  

## H. School construction .............71

H.1. Introduction 71  
H.2. Assessment 71  
H.3. Designing the project 71  
H.4. Implementation 72  
H.5. Completion 72  
H.6. Case studies 72  
H.7. Resources 72  

## I. Closing a program ..............74

I.1. Conditions for closing 74  
I.2. Special shelter considerations 74  

## J. Monitoring and evaluation........75

J.1. Requirements 75  
J.2. Methods 76  

## K. Reference and best practice ......78

K.1. Annotated reading list 78
K.2.  NRC internal documents  87
K.3.  Useful quick reference sheets  88
K.4.  Annex: working with contractors  88
A. Introduction

A.1. Revision process

Revision of NRC's 2003 Shelter Handbook began in June 2007. A first draft, written by Jon Fowler, Joseph Ashmore and Peter Manfield, was distributed for comment in August. A revised draft was released in November 2007 (version 0.2).

Version 0.3 was a slightly modified draft, posted to a website for comments from NRC staff. Those comments led to a fourth draft (August 2008). The fifth draft (version 0.5), edited by Jon Fowler (jon.f.fowler@gmail.com), was presented and distributed on a CD at the Global Shelter Seminar 2008 in Burundi. Further comments following this presentation are now included in the present final Draft (version 0.6).

A final version (1.0) will be produced following completion of two important guidelines still under development; the Safer School Construction standards and NRC Core Activity Synergy Guideline.

Even in the final version, there will be sections that may benefit from further development and additional information. The Shelter Handbook is intended to be a living document, creating a platform for continuous incorporation of new knowledge and experiences.

Italic text in a red box highlights missing material or issues on NRC policy requiring clarification.

A.2. About this handbook

This handbook gives an idea of the different kinds of shelter programs that NRC implements and background on the principles and organisational relationships behind these interventions.

Cross-overs with other NRC core activities and other sectors are identified as well as different approaches to the provision of emergency, transitional and permanent shelter.

The handbook is not a technical construction manual and instead of describing all issues in detail provides links to further information and sample documents from NRC's own projects.

It is aimed at:

- NRC Country Directors, Program Directors and Shelter Program managers
- Local NRC shelter staff
- NRC HQ Program Coordinators
- Consultants working for NRC

This book is divided into 10 chapters, grouped as follows:

- Background – Chapters A & B
- Planning - Chapter C
- Implementation – Chapters D-H
- Exit and Evaluation – Chapters I & J
- Resources - Chapter K

This book does not replace any official NRC policy or documents. In matters of finance, logistics etc. always refer to the relevant NRC handbooks.
A.3. Latest information

_ShelterCentre_ is an independent research group with a website designed to support shelter practitioners.

They have a comprehensive library and, if you register with them, you can find shelter experts in your locality and contribute to the development of the international shelter sector: [http://www.sheltercentre.org](http://www.sheltercentre.org)

For latest information on the cluster process:

- [http://www.humanitarianreform.org/](http://www.humanitarianreform.org/)
- [http://www.humanitarianinfo.org/iasc/content/default.asp](http://www.humanitarianinfo.org/iasc/content/default.asp)

A.4. Important NRC documents

Many of the documents below are also available in French and Arabic (see NRC’s intranet). Some are undergoing revision at time of writing.

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<th>NRC intranet</th>
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<tr>
<td>Financial Handbook</td>
<td>2009</td>
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<td>Logistics Handbook</td>
<td>2006</td>
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<tr>
<td>Donor Handbook (currently factsheets per donor)</td>
<td>2009</td>
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<td>Project Application Toolkit</td>
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<td>Security Instructions and Crisis Management</td>
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### NRC Shelter Handbook (draft) | version 0.65 | January March 2009

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<td>Camp Management Toolkit</td>
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### INTERNAL CORE ACTIVITY HANDBOOKS

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B. Framework for intervention

B.1. NRC’s mandate

NRC's mandate is:

The NRC shall promote and protect the rights of all people who have been forced to flee their countries, or their homes within their countries, regardless of their race, religion, nationality or political convictions.

This will be achieved by acting as an independent and courageous spokesman for refugee rights nationally and internationally, by providing humanitarian assistance in emergency situations, and by strengthening the capacity of the UN organizations to offer and coordinate international aid and protection.

The NRC shall in all ways seek to provide viable, durable solutions with regard to both its spokesman activities and its emergency relief efforts.

NRC’s mandate can only be implemented by acknowledging the impact of gender on the protection of refugees and IDPs. NRC commits itself to an integrated gender perspective in all aspects of its work.

NRC is also a signatory to Do No Harm Project:

The Do No Harm Project seeks to identify the ways in which international humanitarian and/or development assistance given in conflict settings may be provided so that, rather than exacerbating and worsening the conflict, it helps local people disengage from fighting and develop systems for settling the problems which prompt conflict within their societies.  

Shelter programs, often with high-value resource distributions and highly politically sensitive issues concerning land rights should always follow the Do No Harm principle.

B.2. Core activities

Shelter is one of the following five core activities, which often run side-by-side:

- Camp Management
- Education
- ICLA (Information, Counselling and Legal Assistance)
- Food security and Distribution

UGANDA: The Shelter Core Activity (CA) works with ICLA; provides housing support to EVIs identified by the Camp Management CA; supports the Education CA in the construction of school facilities and is involved in the Education CA's Youth Education Pack in construction skills training.

Outside of NRC’s core activities, the shelter program operates within the cluster system with close links to the WASH and Health clusters.
Handbooks and policy descriptions for each of these groups can be found in section A.4 Important NRC documents.

See section F Shelter and other sectors for more details on these areas.

NRC runs the Internal Displacement Monitoring Centre (IDMC) in Geneva which monitors housing, land, property and displacement issues. Numerous studies and background articles are available at www.internal-displacement.org. A global overview of internal displacement is produced every year.

The website also compiles reports to give provide up-to-date analysis of displacement by country.

B.3. Why do shelter?

B.3.1 NRC’s shelter principles

NRC’s shelter policy is divided into three types of response: emergency assistance; supporting durable shelter solutions; and supporting the construction of school buildings. NRC’s shelter principles are as follows:

(1.1) NRC shall support provision of emergency shelter in order to protect and save lives

Shelter will be one of the main concerns for people who have been forced to leave their homes. In critical conditions, lack of shelter is life threatening and a serious health hazard. NRC shall provide appropriate shelter solutions in emergency interventions affecting our target group in time to meet both immediate and temporary needs.

(1.2) NRC shall facilitate durable solutions

(1.2.1) All NRC activities shall aim to provide durable solutions for the target group. Access to permanent shelter constitutes a key element in any lasting solution to displacement.

(1.2.2) NRC will support return and reconstruction of shelter as a means to promote peaceful integration and co-existence.

(1.3) NRC shall promote education through provision of school facilities

(1.3.1) Displaced populations are at a high risk of receiving low quality or no education due to lack of school infrastructure. NRC will secure access to education by supporting school construction and rehabilitation in both emergencies, long term displacement and return.

The use of the word ‘support’ is intended to emphasise the fact that shelter programs should be implemented with inputs from others - beneficiaries, government, community groups etc. A commitment to durable solutions requires dealing with complicated and sensitive issues around voluntary return and many shelter programs work alongside ICLA programs to deal with such issues.

Some other important issues are also relevant for NRC:

- Sustainability - environmental concerns are becoming increasingly important (see section G Environment and shelter)
- Inclusiveness - participatory and non-discriminatory e.g. gender issues
• Partnership – human settlements are complicated and shelter programs must link with different actors and partners to cope with the challenges

B.3.2 Primary objectives

Shelter is more than just a roof!

Shelter is a basic necessity that meets the following needs:

• Health - good quality shelter improves public and individual health by providing protection against rain, snow, wind, dust, sun, cooking smoke and vector-borne diseases. In emergencies, shelter saves lives through protection from exposure to extreme heat or cold.

• Safety and security - shelter provides physical protection for people and their possessions.

• Dignity - shelter creates a private space for individuals and families, allowing them to live with dignity.

• Livelihood support - shelter is both a wealth asset and often provides a site for livelihood activities. Without some form of livelihood strategy people are totally reliant on externally supplied services.

Because these needs are considered to be an essential part of human life, people are considered to have a right to basic shelter - see section B 5.

NRC also supports the construction of public buildings such as schools and market places. Schools are one way of supporting ‘social dignity’ as well as providing a physical location for education services.

B.3.3 Secondary objectives

Shelter programs, which often require significant quantities of labour and materials, can have significant positive secondary impacts upon both host and beneficiary populations:

• Macro-economic impact: Shelter construction and procurement can support the local economy or even contribute to economic recovery. The short-term impact of local procurement and employment as part of an emergency response is often crucial when livelihood recovery programs are not in place. Longer-term shelter reconstruction programs provide employment opportunities as significant as the shelters built.

• Capacity building: Programs can build the shelter and settlement management capabilities of local authorities by working in partnership to meet minimum standards and improve beneficiary participation.

• Skills raising: The skills training opportunities provided by shelter programs can improve livelihoods and result in safer, more durable shelter.

• Peace and reconciliation: Participation in peace and reconciliation activities can often be leveraged through shelter assistance.

• Interaction with other sectors – shelter programs have two-way relationships with other sectors. Provision of shelter without services, particularly in return programs, can lead to low occupancy rates.

B.3.4 Negative impacts of shelter programs

Shelter programs may also have unintended negative consequences. Following the Do No Harm principle (see above), these should be mitigated as far as possible!
B.4. Contexts of intervention

In practice, NRC’s shelter programs operate in different types of emergency, in different phases and with different classifications of beneficiaries.

B.4.1 Types of emergency

NRC normally works in situations of complex emergency. When NRC operates in response to natural disasters, it has normally been in areas where there was a complex emergency prior to the disaster. For example, NRC responded to the Tsunami in Sri Lanka as projects had previously been running to support those displaced by conflict. A program to respond to the effects of the Tsunami in Indonesia followed on from NRC’s project in Aceh under the CARDI umbrella. In Pakistan, NRC was supporting Afghan refugees prior to the earthquake when it became involved in shelter programming.

There can be exceptions to this rule, with NRC responding to the floods in Myanmar despite not having a presence there previously.

B.4.2 Phases of emergency

NRC may become involved at any stage of an intervention - from preparedness prior to an emergency through emergency response and transitional shelter support through to housing programmes.

A shelter rehabilitation programme may also involve disaster risk reduction through improved, safe building techniques, so phases can run in parallel.

Temporary (or ‘emergency’) shelter is normally provided in the first stages of an emergency (typically plastic sheeting and tents) and is defined as having a lifespan of less than one year. Semi-permanent (sometimes called ‘transitional’) shelter is the link between the emergency and recovery stages, normally defined as having a lifespan of 1-3 years.

Transitional shelter is a term most closely linked with natural disaster shelter programmes, where materials can be re-used in permanent reconstruction, but is also used to provide basic housing for return or resettlement programs for conflict-displaced which can later be upgraded to permanent housing.

NRC is also involved in the provision of permanent housing, normally as part of return projects.
See section *D What type of program to do* for different types of shelter projects.

**B.4.3 Target beneficiaries – the displaced?**

While NRC's policy officially states that it supports refugees and displaced populations, it should also be noted that often NRC supports those communities hosting refugees or displaced people as a secondary target group, often in areas of return, as defined in its core activity policy documents.

In Pakistan support was given to earthquake victims who were not strictly 'displaced' - instead their houses were damaged but they remained on or near their own land plots.

Being clear on the definition of the target beneficiary group is important in each program as if NRC commits itself to those that are displaced it may be necessary to advocate for another agency to support non-displaced people. It may be necessary to redefine criteria for beneficiary selection as being based on “loss of shelter” rather than “displacement from home”.

Definitions of displacement are also highly politicised. After the 2005 earthquake in Pakistan assistance provided to beneficiaries depended on whether they found themselves in settlements of 50 tents or more (defined by agencies as being a ‘camp’).

The same definition of ‘50 families makes a camp’ was used by the Sri Lankan government for those displaced by conflict. Consequently more than 90% of the smaller "camps" in the south-west and were not eligible for any specific support. Following the Tsunami the pattern of displacement was made even more complicated, with people displaced by both conflict and natural disasters in all of the different types of settlement options (see section *C.2.2 Settlement options*).

**B.5. Rights-based approach**

**B.5.1 Introduction**

NRC aims to obtain full respect for the rights of target groups by systematically adopting a rights-based approach to the implementation of its five core activities and conducting advocacy to address protection issues identified and analyzed through the implementation of the core activities.

By promoting and protecting the right to shelter in all phases of displacement, NRC contributes to:

- meeting immediate and temporary needs of emergency shelter in order to save lives;
- facilitating durable solutions by supporting construction and reconstruction of permanent shelters;
- strengthening the protection impact of education activities, by promoting education and safe and secure learning environments through the provision of permanent and temporary school construction and rehabilitation.

**B.5.2 Principles of NRC’s protection work**

**State Responsibility**

NRC recognises that it is the responsibility of States to protect displaced persons. Any protection efforts undertaken by the agency, be they substitution, support, capacity building, mobilisation, persuasion, denunciation or litigation-based, will be conducted in a manner which foremost seeks to ensure that States meet their legal obligations to protect their citizens.
**The Right to Humanitarian Assistance and Responsibility to Protect**

NRC recognises the responsibility of the international community to protect and assist displaced persons in accordance with International Law and the right to humanitarian assistance. NRC will work to ensure humanitarian access to both displaced persons and secondary target groups. In situations where states are unable or unwilling to protect its citizens, NRC will advocate for international action to ensure their protection, with a particular focus on the needs of NRC’s target groups.

**Universality and Non-Discrimination**

NRC recognises that human rights are indivisible. However, specific protection and assistance activities will be targeted according to relative and gender-specific needs and NRC’s policies and technical capacity, in particular related to core activities. Protection concerns which reach beyond the comparative advantage of NRC will be actively referred to national authorities, civil society, other NGOs, international organisations and donors as appropriate.

**Accountability**

NRC will be accountable to and transparent with governments, donors and target groups, including by sharing information about the organisation’s priorities, plans of action and what the target groups can expect.

**Participation**

NRC will champion a participatory approach to protection, in recognition that people affected by displacement are best able to protect themselves, and thus must be at the very centre of decision-making concerning their own protection and well-being. NRC will actively consult target groups to gather accurate information about the protection risks they face, their capacities and the solutions they propose, when designing programmes for their benefit. In all programme activities, NRC will take into account the impact of gender on the protection of the target groups.

**B.5.3 Right to shelter**

The right to shelter is normally referred to as a right to housing. Housing rights are made up of international, regional, national, and local rights that apply to housing ownership, tenancy, housing quality, etc.

The international right to adequate housing is enshrined in the *Universal Declaration of Human Rights* as well as the *International Covenant on Economic, Social and Cultural Rights* (ICESCR).

Refugees’ rights to housing are recognised in the *1951 Refugee Convention*:

> **Article 21 – HOUSING:** As regards housing, the Contracting States, in so far as the matter is regulated by laws or regulations or is subject to the control of public authorities, shall accord to refugees lawfully staying in their territory treatment as favourable as possible and, in any event, not less favourable than that accorded to aliens generally in the same circumstances.

---

IDPs rights to housing are recognised in Principle 18 of the Guiding Principles:

**At the minimum, regardless of the circumstances, and without discrimination, competent authorities shall provide internally displaced persons with and ensure safe access to...**

(b) Basic shelter and housing;...

The **UN Committee on Economic Social and Cultural Rights** (CESCR), states adequate housing must, at a minimum, include the following elements:

- **Security of Tenure:** Secure tenure protects people against arbitrary forced eviction, harassment and other threats. Most informal settlements and communities lack legal security of tenure.

- **Adequate Services, Materials, Infrastructure:** Adequate housing requires access to clean and affordable drinking water, energy for cooking, heating and lighting, sanitation and washing facilities, food storage, refuse disposal, site drainage and emergency services.

- **Affordability:** The housing affordability principle stipulates simply that the amount a person or family pays for their housing must not be so high that it threatens or compromises the attainment and satisfaction of other basic needs.

- **Habitability:** Inhabitants must be ensured adequate space and protection against the cold, damp, heat, rain, wind or other threats to health or structural hazards.

- **Accessibility:** Disadvantaged groups such as the elderly, the physically and mentally disabled, HIV-positive individuals, and victims of natural disasters, children and other groups should be ensured some degree of priority consideration.

- **Location:** For housing to be adequate it must allow reasonable access to employment options, health care services, schools, childcare centres and other social facilities.

- **Culturally Adequate:** Housing programmes and policies must take fully into account the cultural attributes of housing which allow for the expression of cultural identity and recognise the cultural diversity of the world's population.

It is worth adding:

- **Easily maintained:** Available building skills and cost of repair materials must be considered to ensure an economically viable solution.

- **Sustainable:** Housing should take into account the impact of settlements on the environment.

The **Office of the High Commissioner for Human Rights** produced factsheets to explain further The Human Right to Adequate Housing and Forced Eviction and Human Rights. CAPRI has produced a 2-page

---

3 This is an edited summary from COHRE's website (www.cohre.org/view_page.php?page_id=2)
4 http://www.ohchr.org/Documents/Publications/FactSheet21en.pdf
introduction to property rights called “Understanding Property Rights”⁶ which explains basic terms.

**B.5.4 National legislation**

All NRC Shelter projects have to comply with national legislation on land tenure and building regulations, the comprehensiveness of which varies greatly between countries.

NRC operates in three broad legislative contexts:

- Legal framework is sophisticated and enforced (e.g. Georgia)
- Legal framework is sophisticated but rarely implemented, with informal systems taking precedence (e.g. many post-colonial countries in Africa)
- Legal framework is largely absent and land tenure is based on informal customary law or religious law (e.g. Somalia and Afghanistan)

Legal uncertainty arises when the formal and informal systems are not harmonised. This can cause problems for shelter programmes since it may not be clear what rights derive from a legitimate source or how disputes should be resolved. NRC’s ICLA core activity is the best resource for clarifying the legal issues surrounding shelter. Collaboration between Shelter and ICLA programmes is therefore essential to ensure projects follow the law while protecting the rights of beneficiaries.

Head office has specific papers on Somalia and Afghanistan property rights.

**B.5.5 Land tenure**

Tenure refers to the set of rules by which people may access and use land whether in ownership or under other arrangements.

This is particularly relevant in Africa, where very few formally own the land where they live and work. For some background to property and land rights in Africa, see: “Land Rights for African Development” by CAPRI (2006).⁷

Tenure varies across culture in terms of customary inheritance and matrimonial traditions (i.e. land/housing as dowry) as well as methods of demarcation/plotting. Inequalities are often expressed through tenure policy or traditions, with women’s ownership of land often curtailed.

Are there more resources on gender and tenure?

FAO’s *Land Tenure Alternative Conflict Management* is a guide to conflict management for tender disputes.

The *Pinheiro Principles* are an attempt to address land tenure and property issues for returnees. There is also a handbook for their implementation (see the resources section).

---

B.6. The cluster approach

B.6.1 What is the cluster approach?

The **cluster approach** is a new international initiative coordinated by the *Inter-Agency Standing Committee* (IASC), first introduced in response to Pakistan’s 2005 earthquake. Clusters are part of the ongoing humanitarian reform process started by the *Humanitarian Response Review* (2005).

The cluster approach aims to fill gaps in humanitarian response; ensure accountability through leadership and clearly defined roles and responsibilities and to bolster coordination and synergy of efforts. It is intended to improve the predictability, efficiency and effectiveness of emergency preparedness and humanitarian response capacity. See the 2006 update for more information.

B.6.2 When is the cluster approach used?

The cluster approach is used when a disaster requires a multi-sector response involving many actors and requiring significant coordination. Clusters are created according to need, decided on a country-by-country and event-by-event basis. The Cluster system will not always be set up and implemented for all sectors.

B.6.3 What is a cluster?

A cluster is a group of organizations with a designated lead agency, which delivers assistance in a particular sector. Clusters include traditional relief and assistance sectors, such as water and sanitation, food and nutrition, health, emergency shelter and education, together with service provision elements including emergency telecommunications and logistics. “Cross-cutting” themes, such as early recovery and protection, have also been identified by the IASC.

### Table 1 - Global Cluster Leads

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<td>3. Water/Sanitation</td>
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<tr>
<td>11. Emerg. Telecomms</td>
<td>OCHA/UNICEF/ WFP</td>
</tr>
</tbody>
</table>

Note (x): IFRC has made a commitment to provide leadership to the broader humanitarian community in Emergency Shelter in disaster situations, to consolidate best practice, map capacity and gaps, and lead coordinated response. IFRC has committed to being a ‘convener’ rather than a ‘cluster lead’. In an MOU between IFRC and OCHA it was agreed...
that IFRC would not accept accountability obligations beyond those defined in its Constitutions and own policies and that its responsibilities would leave no room for open-ended or unlimited obligations. It has therefore not committed to being ‘provider of last resort’ nor is it accountable to any part of the UN system.

Note (xx): UNHCR is the lead of the global Protection Cluster. However, at the country level in disaster situations or in complex emergencies without significant displacement, the three core protection-mandated agencies (UNHCR, UNICEF and OHCHR) will consult closely and, under the overall leadership of the HC/RC, agree which of the three will assume the role of Lead for protection.

### B.6.4 Co-ordination and decision making processes

Shelter assistance strategy is now developed based on a joint, majority view of the cluster membership. The cluster lead is accountable to the humanitarian coordinator and the cluster as a whole to create a democratic process which encourages agencies, big or small, to express opinion and contribute to policy.

When the cluster approach is being used, NRC is obliged to participate. At a base level, this will mean there is a requirement for field staff and programme coordinators to regularly provide and share information for the benefit of other actors and stakeholders in the shelter cluster and to contribute in more general terms to the development of a coherent shelter cluster strategy.

Both these activities are inclusive processes that should include as many actors as possible, including local government, local NGOs, CBOs and other international organisations working in parallel to NRC.

Though the overall management of a cluster lies with the cluster lead agency, NGOs and others with significant experience in shelter may take a central support role such as leading technical working groups to develop common guidelines or specifications or in advisory panels to develop overall shelter strategy.

NRC will continue to operate shelter assistance programmes independently or through a more familiar 'lead-agency' approach in the absence of a cluster system in any one emergency, however, the spirit of the cluster approach (neutrality, inclusivity and joint action) should still apply.

### B.6.5 NRC’s role in the Cluster System

Clusters closely linked to shelter:

- Emergency Shelter (Natural Disasters: IFRC, Complex emergencies: UNHCR)
- Camp coordination and management - CCCM (UNHCR/IOM)
- Early recovery (UNDP)
- Wash - Water, Sanitation and Hygiene (UNICEF)
- Education cluster (Save the Children UK/UNICEF)

In some situations, country-specific clusters may be set up such as the NFI/Shelter Cluster in Uganda led by UNHCR.

In complex/conflict emergencies where people have been displaced, the shelter work of NRC is likely to be within the Camp Coordination Management Cluster (known as CCCM) and the Emergency Shelter Cluster.

NRC's close relationship with UNHCR as an implementing partner means it is likely that NRC staff may be seconded into the cluster secretariat to lead cluster coordination, information management and strategy development. Whilst cluster secondments can draw staff away from the immediate tasks of NRC programme
design and management, there are often longer term benefits derived from early development of a coherent sector-wide approach to shelter.

Where an early recovery cluster exists, NRC shelter programme design will need to participate in it. This is particularly important for planning for longer term exit and handover strategies to other actors such as national line ministries, and allowing for integration of reconstruction/durable solution planning and programming with International Finance Institutions (IFIs).

B.6.6 Practical participation in clusters at the field level

It is important that NRC Shelter staff are involved in the cluster as early as possible. As NRC may be in the field before UN assessments are made, all relevant background information should be passed to the cluster as soon as possible.

The practical aspects of participation in the cluster include:

- Assistance with design and implementation of needs assessment
- Secondment of NRC personnel to the cluster secretariat to assist with meeting coordination and liaison with government
- Participation in strategy development/advisory panels
- Information/database management
- Providing information e.g. for 'Who Does What Where' database
- GIS mapping

BURUNDI: Coordination responsibilities have not been effectively undertaken by the nominated UN body. Meetings instead tend to be informal or organised on a regional basis.

Other examples of NRC cluster participation?

B.6.7 Potential overlapping cluster issues

There are 'grey' areas where responsibilities are less clearly defined, e.g. camp settlement planning could be either Camp Management or Emergency Shelter.

In some situations, there may be no cluster structure or camp management function so NRC may have to develop its own shelter responsibility strategy.

B.6.8 Cross-cutting issues and MDGs

Some cross-cutting issues are specifically related to the Millennium Development Goals and are supported through the early recovery cluster. These include: Environment, Gender and HIV-AIDS. See section F Shelter and other sectors for a fuller explanation of cross-cutting issues.

B.6.9 NRC’s partnership with UNHCR

NRC is committed to its partnership with UNHCR. This partnership is stronger in some countries than others and even if interaction appears weak it is important to actively engage with UNHCR in terms of the top-level political support that the UN can bring to an issue.

AFGHANISTAN: NRC uses UNHCR’s returnee and IDP data to plan distributions and interventions and follows UNHCR guidelines and standard designs for project implementation

Operational partnership:
BURUNDI: NRC is an operational partner of UNHCR for camp management which includes shelter activities. For housing and school construction programs in return areas we have adopted similar technical and participation approaches.

Non-cluster situation:

SRI LANKA: NRC provided technical district focal points to provide UNHCR camp planning, shelter construction and monitoring advice. NRC used UNHCR data to identify intervention sites.

NRC was not funded by UNHCR for this program, which meant that the relationship had a different dimension to other contexts. The system worked well in developing a coordinated response.

B.7. Standards

B.7.1 Sphere

The *Sphere Handbook* is the result of a collaborative and consultative process between different humanitarian organisations to agree on a set of agreed minimum standards. NRC projects should follow Sphere standards.
There are 6 Shelter and Settlement standards and 5 NFI standards (see diagram above from Sphere, page 206). The Sphere pocket version (NOT a replacement for the full version of Sphere) summarises the standards on page 56. Shelter programs must also take into consideration the cross-cutting standards (for example, on HIV/AIDS) and standards relating to other sectors that will need to be applied in settlement/camp situations.

B.7.2 UNHCR

UNHCR's Handbook for Emergencies is aimed primarily at UNHCR staff and establishes standards for projects aimed primarily at camp situations.

NRC may be required to follow UNHCR standards when working on a UNHCR project but should follow Sphere as providing the main standards.

The handbook also contains a detailed section on site selection and planning which Sphere does not cover in detail.

B.7.3 Comparison of Sphere and UNHCR Standards

From Transitional Settlement and Reconstruction after Natural Disasters:
### B.7.4 Development of new common standards for shelters

*ShelterCentre* is developing common standards for shelters, building on the work of Sphere. The standards are currently in draft form and will provide manufacturers with a standard from which their individual designs can be derived. Download the draft: [http://www.sheltercentre.org/tss/Shelter+Standards](http://www.sheltercentre.org/tss/Shelter+Standards)

<table>
<thead>
<tr>
<th></th>
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<tbody>
<tr>
<td>Minimum surface area of camp per person</td>
<td>45 m² including infrastructure (pp. 216-17)</td>
<td>45 m² per person recommended (including garden). Should not be less than 30 m² per person (p. 210)</td>
</tr>
<tr>
<td>Minimum covered floor area per person</td>
<td>At least 3.5 m² except in extreme circumstances (pp. 219-220)</td>
<td>3.5 m² in warm climate 4.5–5.5 m² in cold climate or urban situations, including kitchen and bathing facilities (p. 221)</td>
</tr>
<tr>
<td>Firebreak</td>
<td>The planning guidance of 45 m² per person includes firebreaks (p. 217)</td>
<td>Minimum twice structure height, three to four times structure height if highly flammable (p. 219)</td>
</tr>
<tr>
<td>Minimum distance between buildings</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Minimum distance between blocks of clusters of dwellings</td>
<td>30 m per built-up 300 m (p. 219)</td>
<td></td>
</tr>
<tr>
<td>Water supply</td>
<td>Minimum quantity of water (litres per person per day)</td>
<td>15 (p. 83) 15–20 (p. 549)</td>
</tr>
<tr>
<td>People per tap-stand</td>
<td>Maximum 250 (p. 65) 1 tap per 200 people not further than 100 m (p. 549)</td>
<td></td>
</tr>
<tr>
<td>Distance from dwellings to taps</td>
<td>Maximum 500 m (p. 63)</td>
<td>Maximum 100 m or a few minutes’ walk (p. 219)</td>
</tr>
<tr>
<td>Sanitation</td>
<td>Maximum people per latrine</td>
<td>20 people (if sex-segregated public toilets) (pp. 71–72)  In order of preference: (1) family (5–10 people) (2) 20 people (p. 549)</td>
</tr>
<tr>
<td>Distance from dwelling to toilet</td>
<td>Maximum 50 m (p. 71) 6–50 m (p. 549)</td>
<td>30 m (p. 74) 30 m (p. 269)</td>
</tr>
<tr>
<td>Minimum distance between latrines and soakaways and ground-water source</td>
<td>30 m (p. 74) 30 m (p. 269)</td>
<td></td>
</tr>
<tr>
<td>Distance from bottom of pit to water table</td>
<td>Minimum 1.5 m (p. 74)  Minimum 1.5 m (p. 269)</td>
<td></td>
</tr>
<tr>
<td>Refuse</td>
<td>Distance from dwellings to refuse disposal</td>
<td>Less than 100 m to communal pit (p. 83)</td>
</tr>
<tr>
<td>People per 100-litre refuse container</td>
<td>Maximum 10 families (p. 83)</td>
<td>50 (p. 549)</td>
</tr>
<tr>
<td>People per 2 m x 5 m x 2 m communal refuse pit</td>
<td>500 (p. 549)</td>
<td></td>
</tr>
</tbody>
</table>

1 The Sphere Project elaborates: people per 16.6 litres per minute (lpm) hand-pump = 500 max; people per 12.5 lpm well = 400 max; people sharing 1 washbasin = 100 max (pp. 65, 69).

2 Distances may be increased for fissured rock limestone, reduced for fine soil (p. 75).
C. Planning and proposals

C.1. When to run a shelter program?

C.1.1 General conditions

NRC intervenes when people are unable to exercise their right to shelter. This is usually in the context of displacement due to conflict, but NRC also responds to natural disaster displacement (normally defined by whether there is already an NRC presence in the country due to conflict-based displacement) and has projects in ‘non-crisis’ situations (e.g. voluntary returns).

Following the NRC’s main policy document, NRC intervenes in crisis when the following six conditions are met:

• The refugees or IDPs exhibit a need for international protection and intervention that has not been met.
• NRC will have genuine access to the refugees or IDPs, and will be in a position to implement professionally justifiable program activities.
• The safety of the relief workers has been adequately ensured.
• There is a need for the type of assistance offered by the NRC (one or more of the core activities).
• The assistance provided by NRC will not merely assuage immediate needs, but will also help to introduce constructive, lasting solutions for refugees and/or IDPs.
• A sufficient amount and quality of financial, human and other necessary resources are, or will be, available in the field and at headquarters.

In practice, shelter activities may be implemented to support ICLA projects which may not have much chance of being implemented on their own due to authorities requiring a ‘physical’ intervention or being wary of the political aspect of ICLA’s work on right to housing. This can be a highly sensitive area and a complicated one as a balance must be found between cooperation with authorities in order to maintain access and the need to uphold quality of intervention.

The criteria for intervention are covered in more detail in the Start-Up Handbook, along with technical guidelines for the setting up of a project.

C.1.2 NRC's resources and staffing

NRC has considerable organisational experience in shelter programs. Bringing in experienced staff through head office or from outside of NRC should always be considered for the following activities:

• Assessing, writing proposals and preparing budget, planning/ implementing, monitoring and evaluating any programme with a major construction component
• Detailed site planning, building designs, detailed estimates
• Understanding local construction methods, resources and requirements

At both the proposal stage and project planning stage NRC should review its internal capacity and approach external experts as soon as possible if help is needed. Resource mapping should involve a feasibility study.

As the need for numbers and types of personnel differs through the progress of a project discussion with the human resources department is advisable so that the right people can be brought in at the right time.
C.2. Displacement and settlement

Any shelter program needs to be part of a wider strategic plan which considers the specific context of the emergency situation in order to provide the best response based on humanitarian principles and standards. This means not responding with the same standard response to all emergencies.

C.2.1 Think before you build!

Though not all shelter programs are classic construction programs, it is very important that shelter support is provided to the right people in the right place.

- Can the population be supported in their current physical location?
- Is a coordination body established and who else is doing shelter?
- Have all the wide range of responses been considered? (see section D What type of program to do).
- What issues need resolving before supporting a return program?

C.2.2 Settlement options

Displacement patterns are complex and change over time. The same family may stay with relatives at the start of an emergency, return to their damaged home for short periods to salvage items and then seek refuge in an agency-run camp.

Six different patterns of displacement/settlement options are identified in both Transitional Settlement of Displaced Populations (2005) on page 66 and the more recent Transitional Settlement and Reconstruction after Natural Disasters (2008) on page 87. Both books provide comprehensive information on all aspects of shelter programs and are core documents for the sector.
NRC normally supports beneficiaries in the following situations:

- Supporting beneficiaries in host families
- Supporting beneficiaries who are displaced in a rural environment
- Supporting beneficiaries who are displaced in an urban environment

**SRI LANKA:** In Batticaloa NRC supports host families by assisting them with permanent sanitation improvements to their homes.

Note that schools are often used as collective centres and it is often a high priority for NRC to provide a solution that enables classes to restart quickly.

Adding to the complexity of displacement patterns, people may also experience *micro-displacement*. They may be forced to shop, work and school their children outside of their usual places (daytime displacement) or forced to sleep away from their property to avoid threats of violence (night-time displacement).

Within all these settlement options are a number of different types of intervention that can be undertaken. These are discussed in overview in section D *What type of program to do*.

Though NRC in principle only works with displaced populations (see section B.4.3 *Target beneficiaries - the displaced*), some projects have involved assisting people who have not been displaced but have remained on, or very near, the sites of their damaged homes.
Six types of reconstruction options have been identified in *Transitional Settlement and Reconstruction after Natural Disasters* (2008) for those that have not been displaced:

**Option 1: Occupancy with no legal status**  
The occupant occupies land or property without the explicit permission of the owner.

**Option 2: House tenant**  
The house and land are rented by the occupant formally or informally.

**Option 3: Apartment tenant**  
The apartment is rented by the occupant formally or informally.

**Option 4: Land tenant**  
The house is owned, but the land is rented.

**Option 5: Apartment owner-occupier**  
The occupant owns their apartment, a self-contained housing unit that occupies only part of a building, formally or informally.

**Option 6: House owner-occupier**  
The occupier owns their house and land or is in part-ownership, such as when repaying a mortgage or loan. Ownership may be formal or informal.

In these situations ownership and land rights are key issues and advice should be sought from ICLA (see sections Error! Reference source not found. and section F.1 Protection). Many of the options above are equally applicable for displaced and the distinction between displaced and non-displaced may not have practical implications in a situation where NRC has decided to be involved.

### C.3. Return and resettlement

NRC originally gained a reputation for shelter through its reconstruction of damaged houses in the Balkans and return as the preferred durable solution underlines the aim of all NRC interventions.

However, NRC also assists people in the construction of new housing when return is not an option and resettlement has been chosen as an alternative solution.

In a return or resettlement situation, a durable solution has been found and NRC is usually supporting the construction of transitional shelter that can be modified into permanent housing, supporting reconstruction of damaged housing or the construction of new, permanent housing.

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SRI LANKA: NRC provided transitional shelters on people’s own land while they constructed permanent housing with additional assistance. ‘Core shelters’ were also built that could be adapted into permanent housing. Permanent, Tsunami-resistant housing was also built.

The resolving of land and property issues is important on sites of return and resettlement but a factor that is often under-weighted is the location of the settlement in terms of access to jobs, markets and infrastructure. Sites that do not offer the potential for economic integration of beneficiaries should be rejected.
C.4. Getting baseline information

NRC has its own guide to assessment in Chapter 2 of the Start-up handbook.

NRC is often invited to participate in joint assessments with UN and other NGOs at very early stages in an emergency and any funding requests NRC makes may be part of a coordinated CAP appeal.

*Humanitarian Information Centres*, or HICs, are sometimes set up in response to an emergency and aim to bring useful information from different agencies (including maps) together in one place. A list of current HICs is available here: [http://www.humanitarianinfo.org/](http://www.humanitarianinfo.org/)

A new initiative to develop a collaborative shelter-specific assessment tool is currently underway, and was due to be completed in 2008. No progress on this can be found at time of writing. [http://www.humanitarianinfo.org](http://www.humanitarianinfo.org)

ShelterCentre’s *Transitional Settlement and Reconstruction after Natural Disasters* (2008) section 2.2.8 deals with assessment activities as part of a wider strategic plan.

After an initial rapid assessment, NRC may conduct a pre-program study which is a deeper, more thorough analysis of a situation. A pre-program study was conducted in Uganda in 2007.

*Environmental assessment*

An environmental assessment is important for any project dealing with human settlements. See section *G Environment and shelter*.

The Benfield Hazard Research Centre *Guidelines for Rapid Environmental Assessment in Emergencies (REA)* is a well thought-out practical tool with clear checklists for identifying and ranking environmental issues. See the [REA guidelines page](http://www.humanitarianinfo.org/) for other languages. It has been used by NRC in Sri Lanka.

*Population profiling*

In some countries, such as Liberia, NRC carries out population profile monitoring following UNHCR guidelines. The monitoring informs beneficiary selection for shelter programs.

Need example of population profile monitoring.

*Damage assessment*

Damage assessment tools depend on the emergency and the donor. When defining donor and agency responses to the Balkan crisis, USAID, IMG and UNHCR all developed different assessment tools.

SRI LANKA: Various different damage assessment formats were used depending on the type of displacement a beneficiary had experienced, the donor, and the scale of the project.

In general, a coordinated damage assessment scale should be agreed between agencies and authorities. This will avoid conflict between beneficiaries who may receive different damage assessments (and hence entitlements) from different organisations. A *damage assessment tool* is provided in *Transitional*...
Settlement and Reconstruction After Natural Disasters (2008), section 7.3.

Damage assessment information may be available from local authorities or representatives. In Lebanon, 2006, Hezbollah presented extensive damage assessment reports to agencies.

Site assessment

Site assessments are not applicable only to camps - they are also necessary for other shelter projects (identified buildings for adaptation, etc.).

Chapter 7 of the Camp Management Toolkit deals with camp set-up and site assessment.

Chapter 4 of ShelterCentre’s Transitional Settlement of Displaced Populations covers shelter and site assessment. The organisation is also working on a Camp Planning booklet: http://www.sheltercentre.org/camp/Camp+Planning.

GIS data

NRC has participated in the development of Q-Gis (www.qgis.org), aimed at NGOs. A training module exists and some field testing is going on, Contact head office or Ola Nordbeck (ola@mappingconcept.com) for more info.

The Q-Gis version that was included in the tool was further develop and included some extra features. These have today been integrated in the later versions of Q-Gis and can therefore as well be downloaded from the net. The tool also included interpolation features for ameliorating ground surveying points in from of GPS measurements as a standalone tool.

OCHA’s 3W data service (Who does What Where) is available online: http://3w.unocha.org/WhoWhatWhere/index.php and NRC should contact OCHA before trying to map activities on its own.

Other sources of GIS information include:

- HIC - http://www.humanitarianinfo.org/
- Geographic Information Support Team - https://gist.itos.uga.edu/
- gData http://biogeo.berkeley.edu/bgm/gdata.php
- DEPHA (Horn of Africa only) http://www.depha.org/
- Minnesota Map Server - http://mapserver.gis.umn.edu/
- Geographical Information Support Team (GIST): https://gist.itos.uga.edu
- DEPHA (Horn of Africa): http://www.depha.org
- Berkley’s gData: http://biogeo.berkeley.edu/bgm/gdata.php
- UNEP geodata portal: http://geodata.grid.unep.ch
Country background

Background country information for a proposal can be found at:

- Internal Displacement Monitoring Centre [www.internal-displacement.org/](http://www.internal-displacement.org/)
- ReliefWeb [http://www.reliefweb.int/rw/dbc.nsf/doc100?OpenForm](http://www.reliefweb.int/rw/dbc.nsf/doc100?OpenForm) (OCHA)

C.5. External support

Other agencies can help NRC with specific issues or technical expertise, in particular RedR, BASIN, ShelterCentre, Architects Without Borders.

RedR has a technical support service which responds to individual email queries: [http://www.redr.org.uk/en/What_We_Do/TSS/](http://www.redr.org.uk/en/What_We_Do/TSS/)

Other agencies that specialise in other sectors that NRC often works with include Oxfam (WASH). Contact Head Office for assistance with consultant engagement.

C.6. Proposal writing

The majority of NRC’s funding has traditionally come from the Norwegian Ministry of Foreign Affairs (NMFA). To diversify funding, NRC has set a target that 50% of funds should come from outside of Norway. In 2008 NMFA provides slightly more than 50% of NRC’s funding with ECHO, UNHCR and SIDA the next largest donors.

NRC has 20-30 active donors. NRC is particularly focused on increasing its collaboration with the European Union, the largest provider of development aid in the world, and has established a sister organisation in Brussels called NRC Europe. NRC Europe is responsible for advocating and fundraising in the EU, and requests for funding to European Commission will be submitted to EC by the NRC Europe (except for ECHO funding which still goes via HO).

The procedures for applying for EC and other funding are presented through the Donor Handbook, currently being developed at NRC HO and gradually being published on the Intranet. The Donor Handbook is a response to an increasing need for systemizing the NRC donor base, mapping out different requirements, guidelines, rules and regulations. The aim is to provide updated information on donor matters, including tables and templates to be used in communication with donors.

NRC shelter staff should refer to the Donor Handbook when planning a new project ([http://www.flyktninghjelpen.no/intranet/default.aspx?aid=9243541](http://www.flyktninghjelpen.no/intranet/default.aspx?aid=9243541)).

Many donors, including NMFA, are increasingly interested in proposals that mainstreamed environmental considerations into their plans. See section G.3 Proposals of the environment section.

The Project Application Toolkit is a guideline for the process of applying for funding from a Donor. The Toolkit is a series of flowcharts showing the checks that must be made before a proposal is submitted to a donor.

An example of a typical ECHO application is enclosed in the Appendixes.

Are there other good sample proposals that could be included?
D. What type of program to do

D.1. Introduction

As shelter is more than a roof and there are many different types of interventions other than just construction. Different types of assistance are considered below – see *Transitional Settlement and Reconstruction After Natural Disasters*.

D.2. NFI/materials distribution

NRC’s work is often about providing immediate humanitarian assistance as much as lasting solutions.

The graphic from the UNOCHA’s *Tents* booklet shows priorities of non-food items in cold climates. Clothes and blankets are a first priority.

IASC and the Emergency Shelter Cluster’s comprehensive guide *Selecting NFIs for Shelter* should be a key text for NFI procurement, including materials for construction.

Poor specification, especially of tents and plastic sheeting, can lead to degradation of emergency items within months.

**SUDAN:** In Darfur NRC distributed plastic sheeting.

**PAKISTAN:** NRC distributed tents, blankets, stoves and cook sets. Mobile teams gave training on tent erection. People relocated tents to the sites of their destroyed houses during reconstruction phase.

Where roofing materials are distributed, attention must be paid to where the materials for the structure will come from. If local timber for the structure is scarce, then deforestation will occur. Any distribution of construction materials should be accompanied with a distribution of tools.

Table 4: Non-Food Items

<table>
<thead>
<tr>
<th>Item</th>
<th>More info / specifications</th>
</tr>
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<tbody>
<tr>
<td>Blankets</td>
<td><em>IAPSO Compendium of Relief Items, p. 35</em> &amp; <em>Selecting NFIs for Shelter</em></td>
</tr>
<tr>
<td>Toolkits</td>
<td>Tools and fixings for basic construction / repair of houses.</td>
</tr>
<tr>
<td>Plastic sheeting</td>
<td>Should always be distributed with rope and fixings. See <em>Plastic Sheet</em> guide and <em>IAPSO Compendium of Relief Items, p. 35</em></td>
</tr>
<tr>
<td>Tents</td>
<td>See UN/OCHA’s <em>Tents</em> guideline &amp; <em>Selecting NFIs for Shelter</em></td>
</tr>
<tr>
<td>Shade nets</td>
<td>’Shade nets: use and deployment in humanitarian relief environments’ (MSF/Shelter Centre, 2006)</td>
</tr>
<tr>
<td>Stoves and fuel</td>
<td>UNHCR <em>Cooking Options in Refugee Situations</em> &amp; <em>IAPSO Compendium of Relief Items, p.71</em> (heaters)</td>
</tr>
<tr>
<td>Cook and kitchen sets</td>
<td><em>IAPSO Compendium of Relief Items, p.59</em> &amp; <em>Selecting NFIs for Shelter</em></td>
</tr>
<tr>
<td>Washing kits</td>
<td></td>
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</tbody>
</table>
D.3. Disaster Preparedness & Risk Reduction

At the global level, NRC’s has a rapid response plan in order to move funds, items and staff to the right places quickly.

Stockpiling is currently limited and there are no comprehensive agreements with suppliers for emergency procurement, instead procurement is made on a case-by-case basis.

Having effective strategic stockpiles in some of the major logistical hubs around the world would require massive investment which NRC does not have at the moment. A less capital-intensive approach would be streamlining the order process. Work is in progress at NRC HQ to further develop the preparedness and response capacity.

At program level, NRC is involved in disaster preparedness primarily through local stockpiling.

SR LANKA: When decommissioning camps, NRC salvaged and stored any reusable material as a low-cost disaster preparedness strategy

BURUNDI: New displacement in 2008 was responded to with a jointly provided assistance package. NGO provided stockpiled blankets, ICRC jerrycans and the package was distributed by a third agency.

As well as stocks of emergency NFIs, NRC maintains a list of suppliers that can supply construction materials at short notice.

Risk reduction is normally carried out through improved building practices. As a rough guide to post-disaster reconstruction, agencies can only hope to change 10% of the prevailing building practices. The question is how to ensure that the 10% of change makes 90% of difference.

This is often done through training and awareness-raising, which is a much more labour-intensive process than commonly assumed. In order to be effective needs to be well-planned and well-funded to bring about real, quantifiable changes.

In order to reduce the vulnerability of the population, technical, theoretical and practical interventions need to be carried out. NRC recognizes that the reduction of various kind of vulnerabilities is the only viable way in order to reduce the disaster risk. The concept of Disaster Risk Reduction (DRR) is shown in the chart. A combination of a) technical interventions such as provision of safe shelters, b) theoretical interventions such as awareness raising and education as well as c) practical intervention such as the development and practice of a family disaster plan reduces the vulnerability and therefore the risk significant. All interventions need to be interlinked but simple in nature and they do not have to require sophisticated materials nor advanced teaching.
Reducing the physical (technical) vulnerability through safe construction method and the quality of settlements and buildings is seen as the basis of NRC’s Shelter intervention. All shelter and school/community shelter are based on a hazard resistant design with strong structural elements. All NRC buildings need to be designed to be a safe place in the midst of a disaster. Structural elements such as cross bracing of walls and gables, bracing of wall corners and the use of cyclone straps securing roof rafters need to be part of all buildings. The use and the need for these structural elements has to be explained to the beneficiaries in order to secure the maintenance and further dissemination of these structural elements.

Reducing the social vulnerability through better risk perception, awareness raising, education, and access to information and services needs to be part of NRC’s theoretical DRR intervention. To be aware of various types and impact of natural hazards and knowing what will happen is an important basis for risk reduction. By knowing that strong winds execute horizontal force on buildings, the need for structural elements which can withstand the horizontal forces (cross bracing) become evident. The understanding of the need and function for cross bracing is crucial in order to ensure that these elements are not removed and that buildings to be erected in the future will comprise them. The DRR training should also include emergency shelter repair practices. Another important element of disaster reduction is access to information and services. A disaster risk reduction training conducted at the handover of a shelter can for example focus on access to medical assistance or location of distribution points during disasters.

Reducing the structural/managerial vulnerability through for example the development and exercise of a family disaster plan is an essential tool enabling people to conduct risk reducing activities before, during and after an event. A family disaster plan is based on the statement “Knowing what will happen – Knowing what to do”. It is a printed document containing check lists and illustrations. The section “before a disaster” focuses on risk reducing activities such as storage of drinking water, emergency food rations, basic first aid education and on family discussions “thinking through” the event of a disaster. The section “during a disaster” focuses on do and don'ts, the use of emergency equipment and the provision of information and contact details for external help.
It could include the locations of cyclone shelters, meeting points and evacuation possibilities. The section “after a disaster” focuses on meeting points in case of separation, contact details of health stations and extended family members as well as instruction for emergency repair of the shelter and the use of water purification tablets. A draft layout of checklist from a family disaster plan can be found below.

Reducing the economical vulnerability through access to resources (water, NFI kits, safe box) supports both the immediate survival as well as the recovery. A NFI package for emergency repair can contain plastic sheeting, metal wire, nails, adhesive tape, a small hammer and a pair of pliers with a wire cutter. The plastic sheeting can serve as an emergency wall and roof cover directly after a strong wind has blown walls or roofs away. It can be appropriate to cut the plastic sheeting into smaller pieces fitted to cover specific elements of the shelter (window frame, gable, segments of the roof, etc.) before delivering the NFI package. The separation of a the plastic sheeting into smaller and even irregular pieces can minimize the risk that the plastic sheeting is sold or used for other purposes and remains as an emergency repair package in the household. A NFI package can be delivered in a safe box which can also be used for personal documents and valuables. A safe box is basically a water proof plastic box with tight lid containing next to the NFI kit also plastic document covers, lockable plastic bags in various sizes, a first aid kit or lifejackets. In order to secure safe drinking water immediately after the disaster, a NFI kit can also contain water purification tablets. The use of the tablets needs to be explained in a training and/or as part of the family disaster plan.

Reducing the economic vulnerability can also be addressed in other NRC supported projects such as livelihood, food security and distribution.

Reducing the environmental vulnerability is addressed through the awareness of protecting vegetation (mangroves) and the safe distance of vegetation from the shelter. For example can the issue of having a 30 meter “buffer zone” between rivers/channels, where trees are planted, and constructed shelters lead to resentment among the population. Raising the awareness for such a buffer zone and promoting the benefits of trees along waterways can be part of a DRR training. A training should always focus on the concept of action <-> reaction and how actions are interlinked. Once understanding the benefits of an intervention, the utilization is ensured.

Example of a Family Disaster Plan

Before a disaster:

<table>
<thead>
<tr>
<th>X</th>
</tr>
</thead>
<tbody>
<tr>
<td>We conducted a family meeting talking through the events that can happen during and after a natural disaster. We know what can happen and know what to do</td>
</tr>
<tr>
<td>We know that our shelter is safe and what structural elements making it safe. We always make sure that they are in place and take care of them.</td>
</tr>
<tr>
<td>We know where the community has a safe place (school/cyclone shelter) and know what happens there. The place is .........................</td>
</tr>
<tr>
<td>We identified a safe place in the neighborhood where we can reunite in case we get separated. The reunification place is .........................</td>
</tr>
</tbody>
</table>
We know how to get in contact with medical help. The contact is …………………..

We know where our relatives and friends live and how to get in contact with them. They can be contacted at ………………………

We have water purification tablets in our safe box and know how to use them

We have life vests ??? in our safe box and know how to use them

We have all our documents and valuables in plastic covers and stored in the safe box

We know basic first aid and have first aid equipment in the safe box

We know the emergency repair NFI in our safe box and know how to use them

### During a disaster:

<table>
<thead>
<tr>
<th>Picture or drawing</th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Take on the life vest ??</td>
<td></td>
</tr>
<tr>
<td>Stay away from the riverfront</td>
<td></td>
</tr>
<tr>
<td>Stay away from tall trees</td>
<td></td>
</tr>
<tr>
<td>Stay in your shelter if there is no safe school/community shelter around</td>
<td></td>
</tr>
<tr>
<td>Take care of your safe box, check that the lid is closed. In case you go to a school/community shelter, bring the safe box with you</td>
<td></td>
</tr>
<tr>
<td>Recall what you know about a disaster and do not panic</td>
<td></td>
</tr>
<tr>
<td>Provide first aid if needed</td>
<td></td>
</tr>
<tr>
<td>Stay close to each other and hold your valuable belongings</td>
<td></td>
</tr>
<tr>
<td>Do not leave the shelter during strong winds. There is the danger of flying objects that might harm you.</td>
<td></td>
</tr>
</tbody>
</table>

### After the disaster:

<table>
<thead>
<tr>
<th>Picture or drawing</th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Reunite your family and make sure everybody is safe. Remember that you agreed on a meeting place in case you got separated. The place is ………………..</td>
<td></td>
</tr>
<tr>
<td>Contact health stations if needed. Remember that you checked on how to get in contact. The contact is ……………</td>
<td></td>
</tr>
<tr>
<td>Contact relatives and friends in case you need external help. Remember that you wrote down how to contact them. The contacts are ………………</td>
<td></td>
</tr>
</tbody>
</table>
Repair damaged roof and walls with the items in the emergency repair NFI. Remember that you trained how to use them.

<table>
<thead>
<tr>
<th>The picture shows how to use them</th>
</tr>
</thead>
</table>

Make sure you only drink safe water. Remember that you have water purifying tablets and that you know how to use them.

<table>
<thead>
<tr>
<th>The picture shows how to use them</th>
</tr>
</thead>
</table>

### D.4. Voucher and cash programmes

Instead of distributing NFIs vouchers for construction materials can be given that are redeemable with local suppliers or an agency warehouse. This method gives greater decision-making power to beneficiaries. However the creation of second currency as well as materials supply needs to be carefully monitored.

See the article in Humanitarian Exchange Issue 34: *Responding to shelter needs in post-earthquake Pakistan: a self-help approach* (p.10).

Cash can be used to support families to meet their shelter needs. Where cash payments they must be linked with livelihoods programmes and accompanied with training and monitoring of construction.

A good resource for information on both cash and voucher programmes is from the Overseas Development Institute’s Humanitarian Policy Group (http://www.odi.org.uk/hpg/Cash_vouchers.html). Among their publications are guidelines for cash responses in emergencies and a 4-page lessons learned document from the Tsunami.

Cash programs may involve cash for work rather than cash payments:

**SRI LANKA: NRC pays beneficiaries directly for block-making and provides them with a cash payment for construction which beneficiaries use to contract a builder or keep the money and carry out the work themselves. Part of the ‘core’ shelter NRC is doing in Sri Lanka includes cash for block**

Technical supervision will be required for projects where beneficiaries are paid to construct their own houses. Cash programs are not always straight forward:

**TIMOR LESTE: The government rejected a voucher approach, instead opting for cash payments to beneficiaries based on the degree of damage to a house.**

It became clear that only a small portion of the money was being used for reconstruction and beneficiaries were prioritising other needs.

NRC lobbied the government to make cash payments in stages, based on the completion of certain stages of reconstruction. However, the high value of the cash payments and the insecure environment meant it was hard to find staff willing to work as monitors who would decide whether a household deserved its next payment or not.

Corrupt damage assessments are another problem as people try to maximise cash payments.
D.5. Training and YEP

Agency training

NRC has also developed capacity to provide coordination training for clusters. NRC has been particularly active in ShelterMeeting to create a pool of training resources and coordinate training needs and events through ShelterCentre.

NRC also runs annual seminars and may provide specific training through external training providers such as RedR.

Local training

Objectives of training vary. They may be anything from improving safe building techniques, to ensuring that people are prepared from cyclones or earthquakes to developing alternative livelihoods in the construction industry.

NRC, through its Camp Management Training, has run a number of initiatives to increase the capacity of local authorities and national NGOs to manage shelter-related programmes.

Within some of NRC’s education programs YEP (Youth Education Pack) projects provide skills training to young people who have lost out on education.

Liberia: Graduates of a YEP project for developing construction skills are employed in NRC shelter projects and first-year graduates rehabilitated a classroom for those studying the following year.

Kenya: NRC works with construction companies who have problems finding skilled workers locally. NRC proposes to ask the companies to take on a certain number of its YEP graduates as apprentices, reducing the companies’ costs and providing employment for beneficiaries.

Construction skills are highly relevant for displaced or returning people. Masonry, carpentry and related activities are often chosen by youth involved in the YEP, and the chance of their finding paid work is reasonably high.

The Swiss Red Cross have developed a construction training manual which is well illustrated and may be useful for YEP projects.

D.6. Advocacy

Advocacy is a key pillar in NRC’s work to improve the protection of displaced people. It encompasses the strategic use of information to influence stakeholders that are in a position to ensure the rights of refugees, IDPs and returnees.

NRC advocates first and foremost for the protection of people who are displaced. In addition to being advocates, as points of origin for information and knowledge about what happens on the ground, NRC’s country offices and field program staff are crucial to the success of the organisation’s advocacy work as a whole. Interaction, dialogue and mobilisation with the affected populations, allows us to advocate based on a unique understanding of what the immediate needs are. It is after all what happens in the field, the actual human experiences, which guide our advocacy.

Therefore, NRC advocacy emanates mainly from the different country offices, where experienced personnel possess crucial knowledge of the politics involved, and read the current developments in light of the history of the given conflict. Field staff are NRC’s reality check, and are essential in ensuring that NRC makes informed decisions, and decisions that places actual, live human beings and real events at the centre of its activities.
As an integral part of any core activity project and in close dialogue with target groups, NRC aims to systematically collect information regarding the specific protection objectives of the project, taking into account requirements for confidentiality and referral paths.

An advocacy program might aim to encourage the government to meet the needs of the displaced population, fulfilling its obligations as having ‘duty of care’.

In many countries NRC has been able to leverage its “humanitarian capital” in the form of shelters built which then creates opportunities to bring much more sensitive topics to the forefront for advocacy purposes and influence important decision-makers. Many such situations are typical examples of persuasion in practice. See the Advocacy Toolkit for more information.

**D.7. Host family support**

Supporting displaced people to live with host families as a transitional settlement option can be efficient and maximise the integration of the beneficiary population with the host population.

By providing services through existing infrastructure rather than setting up new infrastructure (e.g. camps) the host family can benefit from the presence of the displaced which may contribute to reducing conflict between the two groups.

NRC may choose to support these families through:

- in-kind assistance
- Improvement or extension of host family house
- cash/rent assistance
- NRC provides a rental subsidy to the hosts or pays the utilities bills for additional guests

Other considerations:

- Ensure shelter security of vulnerable groups, such as ensuring physical accessibility for disabled or mobility impaired members.

**D.8. Communal shelter**

NRC has been involved in communal shelter in the form of repair and partitioning of schools and flats in the Caucasus and the use of communal buildings for shelter in Lebanon and Gaza. Also see section H School construction.

Needs elaborating and insert link to Caucus evaluation.

**D.9. Transitional shelter construction**

Transitional shelter is sometimes called ‘temporary shelter’ - defined as having a lifespan of 1-3 years. ‘Temporary shelter’ is seen as something non-permanent lived in by beneficiaries while houses are constructed or repaired.

However, transitional shelter can actually be a more productive and useful link between emergency and reconstruction phases. By distributing durable shelter materials in the early stages of an emergency, emergency funds are used in a way that provides beneficiaries with a useful physical capital that can be used to construct or repair permanent housing at a later date.

Given the fact that displacements typically last longer than expected, providing durable transitional shelters is cost-effective when compared to making repeated distributions of short-term solutions such as tents.
When designing transitional shelters, these questions should be asked:

- Is it moveable? The shelter might have to be relocated
- Is it adaptable? It could be used as a basis for permanent housing
- Is it durable? (As above)
- Is it practical? Materials to build must be sourced quickly and easily
- Is it repairable? All components should be repairable locally.
- Is it buildable? While technical assistance may be required to build the shelter, it should be as simple as possible.
- Is it supported? In the case of transitional public shelters – for schools – responsibility for maintenance and staffing must be identified.

TIMOR LESTE: As shelter has to be provided within the city, maximising re-use of old buildings, shelter units are constructed under common roof areas with shared walls separating individual units.

As shelters may be used for several years, wall construction must be solid enough to provide privacy and fire-resistance. Electrical connections were provided as it was assumed that this would be carried out illegally and unsafely otherwise.

ShelterCentre is developing **Transitional Shelter Guidelines**: [http://www.sheltercentre.org/tsp/Shelter+Module](http://www.sheltercentre.org/tsp/Shelter+Module) which also includes prototypes for mass-deployable transitional shelters.

### D.10. Permanent housing

Housing programmes, or permanent shelter programs, are often more expensive and time consuming to implement than emergency or transitional settlement programs. As they involve very large capital transfers to beneficiaries, humanitarian organizations only get involved when there are significant budgets available.

As an example, post tsunami housing programmes in Aceh, Indonesia cost in the minimum of $10,000 USD per family, over 100 times the value of distribution of basic shelter materials to a displaced family in Africa. Due to the costs and complexities relating to maintenance of services infrastructure and land ownership housing programs require a great deal of thought before undertaking them.

Lower cost alternatives include partial rehabilitation, contributions to the full costs of building and other forms of ‘self-help’ projects.

### D.11. Settlements

#### D.11.1 Camps

Camps are the option of last resort in providing shelter assistance to displaced populations. NRC has significant experience of operations in camps, both formal and informal. See the inter agency Camp Management Toolkit for detailed information.

In Burundi, UNHRC requested inputs from NRC in the design of a new camp. NRC provided advice on the location of both shelter blocks and services as well as helping with cost estimates.

ShelterCentre is currently developing a very detailed camp planning
D.11.2 Town planning

NRC has been approached to assist in town planning program for example in Lebanon and Timor Leste and there has been a critical evaluation made of planning in the Balkans.

All projects should be aware of the broader impacts of shelter provision to town and settlement planning and infrastructure.

Unlike internally displaced people (IDPs) in camps who are more easily identified and assisted, IDPs in urban areas comprise a hidden population, and aid agencies and governments have difficulty identifying them and understanding their experience relative to the urban population amongst whom they live. Relatively little is known about their precise numbers, demographics, basic needs and protection problems.\(^8\)

The provision assistance and (re)construction of shelter is an integral part of the Norwegian Refugee Council’s (NRC) overall goal to ensure that the basic human rights of displaced people are respected. NRC has developed specialized capacity and extensive experience in a wide range of shelter interventions during 20 years of implementation, both in urban and rural contexts.

NRC recognizes that the specific challenges of urban displacement arise both from a temporary influx to urban areas caused by a conflict and/or disaster during the emergency and transitional phase as well as from (re)settlement in or to urban areas as part of a durable solution.

Acknowledging that the future will see increasing numbers of displaced people seeking protection and shelter in urban areas rather than camps, it is important to develop guidelines and strategies allowing humanitarian organizations to better adjust their assistance methods and (re)construction options to the specific needs of urban displacement.

NRC initiated in 2009 with Geneva based ShelterCentre a drafting process of guidelines and strategies in the context of urban displacement. In this drafting process NRC acts as the moderator and seeks for organizations being interested to contribute both with technical knowledge and own initiatives.

Urban Displacement – the Need for Shelter Guidelines and Strategies

The outcome of the drafting process will be written guidelines and strategies for shelter/protection assistance which are based on a) the to come UNHCR Policy on Refugees and Asylum-Seekers in Urban Areas and on b) agreed aspects and content as an outcome of a consolidation process within the humanitarian community. The guidelines and strategies intend to be a basis for better adjusted shelter/protection programs and projects in urban areas; providing operational guidance based on the to come UNHCR policy.

The objective of the drafting process is to develop guidelines and strategies addressing the specific challenges of assisting displaced people in urban settings. The guidelines and strategies focuses on

- Identification and registration of displaced people (beneficiaries) among migrants and the urban population

\(^8\) Internal Displacement to Urban Areas: the Tufts-IDMC Profiling Study, Khartoum, Sudan: Case 1, August 2008)
- Profiling of displaced people in order to address livelihood situation, future migration intentions and relation to urban population
- Duration of displacement and criteria for a durable solution
- Land and property rights
- Twelve assistance methods and role of humanitarian organizations
- Additional assistance methods such as advocacy and mediation as well as assisting authorities

The drafting process focuses on extended research and stakeholder discussions targeting the development of shelter guidelines and strategies for urban displacement. Interested and relevant stakeholder such as Shelter Centre, UNHCR, UN-OCHA, IDMC and Tufts University, local universities and research networks as well as interested donors and NGOs will be involved.

Next to the UNHCR draft “Policy on Refugees and Asylum-Seekers in Urban Areas” the UN-HABITAT draft concept note on the “Humanitarian Consequences of Urbanisation” provide further information.

D.12. Shelter examples

Examples of specific transitional shelter modules include (also see Transitional Shelter Guidelines):

<table>
<thead>
<tr>
<th>Example</th>
<th>Description</th>
</tr>
</thead>
<tbody>
<tr>
<td>CHF: Yogyakarta</td>
<td>Cost: $100. 100% locally secured materials with lifespan to cover reconstruction. Adapted by beneficiaries. Presented at May 2008 Shelter Meeting <a href="http://www.sheltercentre.org/sheltermeeting/SM08a_Yogyakarta%20transitional%20shelter.htm">http://www.sheltercentre.org/sheltermeeting/SM08a_Yogyakarta%20transitional%20shelter.htm</a> Click image for document</td>
</tr>
<tr>
<td>NRC: Batticaloa, Sri-Lanka</td>
<td>NEED MORE INFORMATION ON THIS DESIGN – Bill of Quantities / Project report etc. Click image for document</td>
</tr>
<tr>
<td>NRC: Transitional Shelter in Timor Leste - rehabilitation of market and provision of family shelters</td>
<td></td>
</tr>
<tr>
<td>Click image for document</td>
<td></td>
</tr>
</tbody>
</table>

| NRC: Democratic Republic of Congo |
| One-page description of building of mud-brick houses |
| Click the image for document |

| NRC: Trincomalee District, Sri-Lanka |
| Transitional shelter design of basic core that could be expanded by beneficiaries |
| Click image for document |
E. How to do it

E.1. Introduction

Different types of programs can be implemented in different ways. However, most shelter programs will have to deal with the common issues of quality control of materials and construction; maintenance responsibilities; beneficiary selection and participation and specific logistical support requirements.

TIMOR LESTE: Different perceptions of ‘quality’ exist between international and national staff - these need to be constantly clarified to ensure effective quality control.

Program reporting

NRC will in 2009 introduce a core activity database for reporting statistics, and the project will develop to streamline project reporting. The second phase of this project will focus on qualitative indicators and output monitoring. This will enable NRC to meet the increasing demands for documentation of results and impact of programs. The database will also be designed to ease access to project information for learning purposes and sharing of experiences.

E.2. Beneficiary selection

Getting the selection of beneficiaries right is one of the keys to a successful shelter program. Selection processes seen as unfair will often prevent active community participation and open NRC up to corruption.

Non-shelter assistance is often provided on a household basis so shelter provision can be extremely valuable, acting as a kind of ration card for other services.

Often households are not as straight-forward as shelter units. Households change in size depending on a number of contexts, include seasonal migration and even the level of external assistance provided!

UGANDA: NRC defines the household as those people living under one roof or sharing a homestead and catering facilities. NRC provides support to Extremely Vulnerable Individuals or Families (EVI/EVF). Assistance is provided to households rather than individuals and the community is actively engaged in defining its own vulnerable people.

Indentifying vulnerability is complex. An internal form for assessing Extremely Vulnerable Individuals (EVI) for return programs has been developed.

TIMOR LESTE: Beneficiary selection is made difficult by the fact that people from very different socio-economic groups find themselves in the same displacement conditions.

NRC’s local staff advise against the mixing of people from different social backgrounds but both groups need houses. It is likely that different suburbs will emerge with different quality housing.

Supporting return:

BURUNDI: Intervention areas are selected on the basis of having high returns and little previous assistance. Beneficiaries are selected based on typical vulnerability criteria or being recent returnees with a UNHCR registration document who are not wage-earners and do not live in houses with iron-sheet roofs.
E.3. **Beneficiary participation**

Beneficiary participation is increasingly in the context of ‘self-help’ programs, where NRC provides some, but not all support, to beneficiaries enabling them to rebuild or meet their shelter needs with partial assistance.

**TIMOR LESTE:** Beneficiaries are organised in mutual support groups made up of a mix of more or less vulnerable people to facilitate construction and participation is encouraged by withdrawing support from the whole group if a single household is not supported.

The level of participation required depends on the type of project and, if construction is involved, the method of construction (see below).

Managing expectations is part of beneficiary participation, with good communication being the main way of preventing beneficiaries from expecting services or quality of construction that cannot be delivered. See the internal document on community messaging.

It is important to get beneficiary involved as early as possible as so-called ‘dependency cultures’ are very hard to break.

**SRI LANKA:** As some NGOs had built people’s houses for them following previous displacements, recent displacements have seen the phenomenon of beneficiaries refusing partial assistance to repair shelters in the expectation that new houses would be built instead.

E.4. **Methods of construction**

There are three general ways of implementing a construction project: self-build, direct implementation or contractor construction. Often a program will be a mix of all three.

Whatever method is chosen, NRC is likely to be involved in the purchase of materials. See section 3 (page 12) of the *NRC Logistics Handbook* for details on the procurement process and Annex 1: The Procurement Process for a graphic illustration (page 58). More information is also found in Chapter 5 of *Transitional Settlement of Displaced Populations*.

E.4.1 **Self-build**

Self-build programmes, also known as ‘owner-driven’, require the beneficiary family or individual to provide the labour for the construction of shelter while NRC provides building materials or financial support. The input made by the beneficiaries into the building of permanent homes is also known as ‘sweat equity’! The success of self-build projects often depends on the effectiveness of beneficiary participation (see above).

**LIBERIA:** 2,600 shelters are provided through a mix of self-build and direct implementation. NRC assists only the most vulnerable returnees by compensating the community as a whole for constructing their houses with payments made in public on behalf and in the presence of the direct beneficiaries.

Often the construction will be supervised by technical experts employed, and possibly trained, by NRC and provisions should be made for those who will be
unable to construct their own shelter or repair their homes. This does not mean that such beneficiaries are completely impotent and many groups considered ‘vulnerable’ have capabilities that are often ignored.

Bear in mind how the materials will be made available to beneficiaries, particularly how they will be transported to the site of construction.

**SRI LANKA**: NRC built 100 semi-permanent shelters for conflict-affected IDPs in 2006. The program involved participatory design of the shelters; livelihoods-based production of building materials; cash-for-work beneficiary construction and technical supervision.

Small groups of 3-4 families were formed to assist and motivate each other. Beneficiaries hired masons and carpenters and negotiated the prices of materials effectively. The resulting quality of workmanship was very high and the project had no logistics costs associated with warehousing, materials transporting, security for storage etc.

See section **D.4 Voucher and cash programmes** for other ways self-build can be supported.

There are some reservations about the self-build approach. Often projects are not part of a wider housing strategy and the government is released from its obligation to provide public housing. It has also been argued that beneficiaries are exploited by having to use so much of their labour for no or little remittance.

**BURUNDI**: Previous ‘self-build’ projects resulted in poor quality construction as they were not supported with technical assistance. Now NRC pays for a mason to ensure structures are solid.

### E.4.2 Direct implementation

Direct implementation is where NRC directly manages the construction process and directly employs the labour needed for the project.

This is less likely to be used in situations where hundreds of families are being supported. However, it may be preferred in situations where heavy demands for beneficiary contribution will jeopardize their ability to maintain longer term sources of income or food production. (Direct implementation may also be employed in situations of preparedness where a site is established for a predicted influx of beneficiaries).

This model is most likely to be used for the construction of communal buildings such as schools, warehouses or offices or when setting up camps or settlements before beneficiaries arrive. Direct implementation may be preferred in areas where local contractors have very limited capacity or are not existing, or when embedded corruption in the contracting sector proves difficult to control.

**SRI LANKA**: In Batticaloa NRC identified camp sites, cleared them and set-up the basic structures using labour teams (a mix of skilled and un-skilled labour) hired from the host community. When IDPs arrived they were integrated into these teams in order to construct emergency shelters, particularly for those unable to build their own shelters. NRC staff monitored distribution of materials and build quality.

Related projects are ‘site and services’ project. Roads, water pipes and other services are provided by the NGO to a settlement while construction of individual houses is through separate micro-finance or self-build projects.
E.4.3 Partner or contractor implementation

Partner or contractor implementation involves NRC agreeing a contract with another organisation or private contractor to carry out construction work.

The partner organisation may run a ‘self-build’ programme, but NRC will still need to consider this to be ‘partner implementation’ as NRC’s role is to make sure the partner achieves the agreed goals.

The main issue when implementing a program, or part of a program, through a contractor or partner is monitoring since NRC does not have direct control over quality of materials or construction.

**BURUNDI:** Masons are recruited and paid by a subcontractor selected by NRC for school construction. Either the whole project is subcontracted to a registered company, or we subcontract the recruitment and the management of manpower as we do for houses.

Contractor implementation removes some of the ‘risk’ from NRC in terms of delivery, but it also reduces NRC’s control over the program, particularly in terms of quality and meeting principles such as anti-corruption, fair employment practices and so on.

The *NRC Logistics Handbook* deals with working with contractors in section 2 (page 9) and describes the logistics code of conduct to be followed by NRC staff when working with external businesses.

See K.4 Annex: working with contractors for tender procedures from Uganda and other examples of working with partners.

**TIMOR LESTE:** The construction of transitional shelter is undertaken through tender and contractor engagement. NRC manages materials quality and construction quality control by making detailed specifications and performance standards in tender documentation which are then agreed in detailed contract agreements.

NRC field engineers are on site to monitor progress and confirm the attainment of standards before payments are made.

Working with local NGOs requires clarity and roles and responsibilities between NRC and the partner as well as realistic expectation of a partner's capacity. NRC has experience of both good partnerships:

**SRI LANKA:** In Batticaloa local NGO’s appointed by local authorities as camp managers were supported by NRC and played an integral coordination role in the transformation of a spontaneous tented camp into a properly planned emergency shelter settlement.

And bad:

**LIBERIA:** Donors encouraged NRC to partner with local NGOs. However, the local NGOs had neither the capacity or the will to engage effectively with local communities and NRC was forced to terminate contract and implement the shelter project directly.

Examples from Lebanon and Somalia (where NRC not allowed in for security reasons) to be added here.
E.5. Maintenance

Maintenance of shelters and buildings constructed or supported by NRC is an important issue that must be addressed before a project starts.

If no maintenance strategy is in place then constructions can quickly degrade and have their life spans significantly shortened, leaving beneficiaries in unexpectedly poor shelter conditions and funds being used inefficiently.

- Maintenance needs to consider:
  - The repairability and replacability of materials and components used
  - Durability of materials and components used
  - Responsibility for checking and carrying out repairs
  - Maintenance costs
  - Technical knowledge

NRC managed a repair and maintenance program in Sri Lanka as part of a shelter upgrading project, but normally funded maintenance programs are extremely rare as donors see a repair job as something that shows the original program was badly implemented.

Problems with maintenance of latrines are common, particularly when latrines are shared between families.

Maintenance is always linked to ownership and ownership is linked to the genuine engagement of the beneficiaries during planning and construction process. If you’ve been engaged in the creation of something, then you’ll look after it.

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SOMALIA: After establishing relationships with IDP settlements through NFI distribution and watsan activities NRC teams assist families, who are not paid, in the erection of their temporary shelters.

Temporary shelter in settlements in Mogadishu is erected by IDP families themselves without payment, trained by an NRC team of skilled labourers. The process works as follows:

1) IDP leaders show interest in having a new temporary shelter.
2) NRC requests them to provide a letter from local authorities confirming NRC is welcomed to intervene
3) NRC registers families living in the settlement.
4) NRC trains a broad mix of IDPs on “settlement planning”. Roles and responsibilities of both NRC and IDPs are established.
5) NRC shelter team assists in site re-planning
6) At least 1 person per family is trained in shelter erection.
7) When all shelters are erected further training follows on tent maintenance which involves the whole community.
8) Visual instructions for the training are mounted on signs in the settlement.
9) Family heads sign a certificate saying that they have received the shelter as a donation from NRC giving them a sense of ownership
E.6. Working with other stakeholders

Host communities

The Camp Management Toolkit has a short section on working with host communities and suggests building relationships through involving host communities in decision-making processes that also affect them and:

- employing local people in the camp
- advocating for service providers to assist the host population
- conducting social events and encouraging both communities to participate
- planning and engaging jointly in reforestation activities
- supporting income-generating activities.

Providing appropriate levels of assistance is complicated as high-quality responses in poor areas can create conflict.

*TIMOR LESTE: New housing projects are providing a better quality of housing than 90% of the population currently experience*

Local authorities

Local authorities have different importance, capacity and willingness to cooperate in different countries. However, where possible NRC should always seek to work closely with local authorities, not least because they will often be the stakeholder programs are handed over to.

*TIMOR LESTE: NRC works as an implementation partner on behalf of the Government of Timor Leste and the project is co-funded by NRC and the government. All construction and site layout documentation is provided to local authorities before work commences and it is planned for the local authorities to take over camp administration when NRC exits.*

NRC should of course follow national law (see section B.5.4 National legislation) and government authorities will often be involved in beneficiary selection processes.

*AFGHANISTAN: NRC has a MoU with the Provincial Department of Returnees and Repatriation (DRR) to define responsibilities for selection of intervention areas and beneficiaries and for monitoring activities.*

One normally positive area of cooperation is the involvement of Fire Prevention services in construction and camp planning.

*TIMOR LESTE: Transitional Shelter camp layout designs were discussed with fire prevention authorities which led to adjustments to allow for access for their vehicles*

NRC has had some experiences where local authorities have wanted permanent buildings, and where the situation seemed to be on a positive track. However, NRC did not look into the authorities' ability or willingness to hire and pay teachers, so some school buildings remained empty. It is not always easy to predict developments, but the issue of permanent or temporary structures is an important one.
**Police and military**

Working with the police and military in shelter programs is often based around issues of security in camps or at distributions.

Follow NRC security guidelines when working with police or military and always be mindful of what information is appropriate to share, particularly when forces are known to be corrupt.

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**SRI LANKA:** In Batticaloa the military was responsible for transporting beneficiaries safely to settlements. Clear communication by NRC of camp capacity, current population and services available in each location was essential to minimise overcrowding.

**TIMOR LESTE:** Police were consulted in camp design stages in order to discuss the placement of Police posts near the camps.

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**Clusters or other coordination groups**

At the planning stage of a project it is important to identify what coordination mechanisms are already in place and what mechanisms are likely to be in place in order to plan for NRC’s role and what support might or might not be available.

UNOCHA provides a *Who Does What Where* database which is a good starting point for identifying contacts.

See section **B.6 The cluster approach** for an explanation of the cluster system.

Good relations with other agencies are always important, in informal settings as well as formal ones.

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**E.7. Project management**

Project management in humanitarian operations is fairly generic across sectors. The following process has been suggested by NRC shelter staff:

1. **Project planning** - determine the project scope, create a breakdown of the work structure etc
2. **Activity definition, activity sequencing, activity duration etc**
3. **Determine benchmarks, performance standards and criteria relating to cost, time and quality**
4. **Use the above to prepare a project management plan.**
5. **This project management plan would the guiding document that will take us into implementation.**
6. **Follow the performance standards during implementation and any changes should be approved by due process.**
7. **As we implement, we monitor and control work progress till we achieve our desired objectives and output.**

A typical job description or ToR for a PM position is attached as an example.

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The above has been suggested by NRC staff as a brief PM guide. What is particular to PM of shelter programs?
E.7.1 Anti-corruption

NRC operates in some of the most corrupt countries in the world and working in close partnerships with local authorities, particularly in beneficiary selection, may not just be about capacity building. It may re-enforce unfair power relations, some of which may have been factors behind conflicts. Working with security forces is complex – e.g. cooperation with the highly efficient Pakistani army may have undercut civil society.

As part of NRC’s drive to reduce corruption an Internal Control Project has been running in Liberia, the results of which will be available soon.

SRI LANKA: Local authorities were provided with the criteria NRC set out for beneficiary selection. The list that came back included a great number of ‘families without shelter’ which included newly married couples and extended families who divide themselves up despite previously living under one roof.

Far more shelters were built than initially agreed and the process raised people’s expectations of an endless free housing.

LIBERIA: CBO partners were sub-contracted to dig wells. They dug them at a shallow depth so that they dried up in the rainy season - and then charged for re-digging them to the right depth.

Toolkits provided by NRC regularly ‘disappeared’ and beneficiary selection processes involved corrupt payments in order to be on lists.

Within NRC, shelter staff should follow the NRC Anti-Corruption guideline, which states as a general principle:

*NRC has zero-tolerance against corruption. NRC employees are not allowed to provide for, request or receive anything that can be defined as corruption. However, do not put your life or the lives of others in danger due to strict adherence to NRC’s guidelines and regulations for anti corruption.*

The NRC Anti-Corruption guideline highlights risk of theft, substitution of materials with lower quality replacements, misused building regulations and manipulated beneficiary lists as some of the main corruption areas. See section 5 of NRC’s Anti-Corruption guidelines for what to do if corruption within a program is suspected.

As one anti-corruption measure, all staff members sign the NRC Code of Conduct.

NRC also has a *Logistics Code of Conduct* in section 2 of its Logistics Handbook (page 9).

Donors may require anti-corruption methods to be in place as an integral part of the program and corruption is a risk that should be identified in proposals.

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9 NRC Anti Corruption Guideline page 6
Collaborative initiatives to reduce corruption in humanitarian work include *People in Aid* and the United Nations *Convention against Corruption* (2003)

*Transparency International* has a special section on humanitarian relief on corruption in construction projects: as well as the guide *Mapping Risks of Corruption in Humanitarian Action* which has a table of potential risks on page 58.

### E.7.2 Logistics

Internal and external logistics are linked. Shelter programs will often require large deliveries of materials that might be better provided in a collective or might require a separate logistics organisation to provide.

In the Cluster System, WFP is responsible for logistics and provides support to agencies through The United Nations Joint Logistics Centre [UNJLC.org](http://www.UNJLC.org) (WFP partners UNICEF and UNHCR to provide the UNJLC).

UNJLC provide [Logistics Support System (LSS) - Pipeline Tracking](http://www.UNJLC.org) in support of agencies who do not have the capacity to manage large logistical operations.

Other logistics resources for shelter-related programs are:

- Inter-Agency Procurement Services Office

Internally, NRC’s Logistics Handbook guidelines should be followed, particularly as they are designed to reduce corruption. Shelter-related logistics issues include:

- Logistics Code of Conduct (page 9)
- Section 3 - Procurement (page 12), in particular: competitive bidding (page 13); contract policy (page 18); vendor guidelines (page 19); procurement process (page 24)
- Section 4 - Transportation (page 31), in particular: Documentation for transportation (page 31); Reception (page 35) (crucial for quality-control)
- Section 5 - Warehousing (page 38) - certain shelter-related items such as wood and tents require special storage conditions.

Effective logistics is often the key factor in rapidly assisting large numbers of beneficiaries in NRC projects. Emergency shelter programs do not always take into account transport challenges or fully calculate logistics costs, which are often extremely high.

**LIBERIA:** It cost $20 dollars for a truck’s worth of sand, including the loading. It costs $350 to pay the truck company to move the sand.

Logistics for shelter projects also requires special knowledge of material specifications (e.g. The Timber Use in Emergencies guideline has a whole section on the logistics of ordering, receiving and storing timber in section C, page 61). Logistics staff working on shelter programs need to work very closely with shelter staff or should have previous shelter programming experience.

### E.7.3 Security

For internal security considerations, follow the NRC Security Instructions.

Special security considerations for shelter programs to be considered when making risk assessments include:
• High-value shelter items increase risk of theft
• High density of displaced populations increases general security threats
• Potential inequality between displaced and host population may increase tensions between populations
• Programs involving disputed land issues may be prone to political instability

Issues of corruption, especially in beneficiary selection, are also security issues since if NRC is being perceived as favouring certain groups over others or being partisan in a conflict it increases the risk of attacks on its staff or disruptions of programming.

E.7.4 Finance and budgeting

All financial management of shelter projects should keep track of cost per school, per house, etc.

For internal finance considerations, follow the NRC Finance Handbook.

Special financial considerations for shelter programs include:

• Payment of contractors (to ensure good relations, NRC should always pay contractors as agreed in a contract)
• Special payment procedures for paying international companies if importing shelter materials
• Special rules for cash program

Two budgeting tools used in NRC shelter operations are:

<table>
<thead>
<tr>
<th>School Construction – Bill of Quantities for all buildings, latrines etc. Uganda</th>
<th>Jeroen Quanjer</th>
<th>2008</th>
<th>excel</th>
</tr>
</thead>
<tbody>
<tr>
<td>Project Budget Forecasting database - for financial planning (Sudan)</td>
<td>Rob Delaney</td>
<td>2007</td>
<td>excel</td>
</tr>
</tbody>
</table>

The project budget forecasting spreadsheet can forecast spending per month, both for payments made by bank transfer and by cash, particularly useful in Sudan when cash is often hard to get. Each worksheet can be printed out on one side of A4 and can be reviewed and updated by the shelter team by hand before being updated in Excel by the project manager.
F. Shelter and other sectors

For its core activities in the ICLA, education, camp management and food security and distribution sectors NRC has both policies and handbooks (some currently being written for release early 2009).

NRC also has guidelines for the following cross-cutting issues: gender, HIV/Aids, protection and advocacy. See section A for all relevant NRC documents.

The following sections look at how shelter relates to other sectors and cross-cutting issues. A separate section has been given to environment issues which are a growing and developing area of importance for NRC shelter programs.

F.1. Protection

NRC has a Protection policy

Protection shall be mainstreamed throughout all NRC programmes in line with the specific protection focus of each core activity and the political and humanitarian situation in the country of operation. This means that NRC will ensure that each of its core activities alone or through combined efforts, contributes to the protection and promotion of rights of NRC’s target groups.

A focus on identifying protection concerns as they relate to the special needs and vulnerabilities of displaced persons, will frame all NRC’s humanitarian activities, including needs assessments, strategic planning, project programming, advocacy, evaluations, and exit strategies.

NRC will ensure that all of its program staff and particularly managers are provided with training on mainstreaming protection into humanitarian assistance activities, including Code of Conduct.

NRC believes that advocacy can contribute to changing the behaviour and attitudes of authorities to secure the protection of displaced people. This principle will always inform the choice of messaging and advocacy activities.

The strategic use of information and analysis identified, compiled and developed from core activity project sources serves as the core foundation of NRC’s advocacy. As an integral part of all programme activities, NRC will identify and document protection issues and advocate accordingly.

The IASC has produced a handbook on the protection of IDPs. The Handbook seeks to: ensure that staff are familiar with the core concepts, principles and international legal standards that form the framework for protection work; assist staff in operationalizing these concepts, principles and legal standards and in carrying out their protection responsibilities.

Protection in camps is an important issue which is covered both in the Camp Management Toolkit and the Ford Institute’s What Makes a Camp Safe?

Advice on assistance to the disabled and the elderly, who may require shelter solutions that take account of access needs, can be found from HelpAge and Handicap International, which provides a list of resources for considering disabilities when developing programs.
F.2. ICLA

**NRC has an ICLA policy and handbook**

Shelter and ICLA are closely connected. ICLA policy is to overcome legal obstacles, particularly related to housing land and property issues which means assisting beneficiaries to obtain evidences of their rights to the land, register such rights, solve disputes etc.

For shelter assistance to be sustainable, beneficiaries should have rights to the land the shelter stands on and should be a reasonable assumption that those rights will be permanently respected and fulfilled by the state and other actors, to prevent forced evictions. Rights to land should be part of the selection criteria for return programs and ICLA teams can assist in verifying the validity of the rights.

Some countries are already working in this direction: Afghanistan, Sri Lanka, Sudan, Uganda and Burundi.

**AFGHANISTAN**: As land ownership is one of the criteria for shelter beneficiary selection ICLA has a land specialist to solve both private and public land ownership issues.

A Legal Councillor deals with family violence, dispute, divorce and inheritance rights.

ICLA has a community mobilization program that runs focus groups for beneficiaries to identify their own needs, including shelter needs.

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F.3. Gender

**NRC has had gender policy in place since 2007. The policy has been developed into a plan of action with the publication of the document “Gender policy - from words on paper to practical actions”**.

NRC’s gender policy commits NRC to ensuring that all programmes benefit men, women, girls and boys according to their different needs. A gender analysis helps to understand how men and women have unequal access to resources and is especially important in regard to property and land ownership.

Hearing the voice of women through participatory assessments is important (see UNHCR’s *Tool for Participatory Assessments* and Kristin Scharffscher's "Listen to women" which links relief agencies and local capacities in complex emergency operations.

Gender roles define household activities; women are often according to traditional roles not familiar with shelter construction. Shelter building is often a male arena, where men benefit from their network, knowhow and their ability to enter and speak at the community scene, defining the situation from their point of view.

When selecting methodology for organising shelter constructions, be aware and especially make sure women are not individually dependent on males for constructing their shelter. Without money or goods to hire someone, they run the risk of sexual exploitations. In case shelter construction is a paid activity, opportunities for females to take part should be included. Also female-headed households might need cash. Childcare might be required.
Gender considerations to house, land and property should be an integral part of shelter solutions. The experiences of women and orphans during a crisis are often compounded in the post-crisis period to access housing, land and property that is rightfully theirs.

For more on gender and shelter programmes see *IASC Gender Handbook in Humanitarian Action* (shelter chapter on page 97, a handy checklist at page 102).

**F.4. Education**

**NRC has an Education policy and Education handbook**

NRC has developed a set of Teacher Training Modules that are cross cutting, in part in the sense that they can be used with any school and curriculum, in part because they deal with topics of concern to all core activities and their staff.

Besides initial modules on practical ("Organising Training") and pedagogical ("Methodology" and "Learning Environment") ways of doing training in any core activity - or for NRC admin staff, topics like "Psychosocial Support", "Gender", "Peace and Human Rights" and "HIV/AIDS" make up the set. The topics may be adapted to the audience.

In the majority of the NRC programme countries where activities have been started, Education and Shelter have been the logical "twins". At its best, assessments and planning have been done together, and joint discussions with local education and other authorities have clarified needs, locations and type structures for classrooms and offices.

Depending on the situation and funding, classrooms may have been "plastic schools" for a rapid start-up, or because of a camp or temporary location.

This type of a temporary structure can also convince the local population that education for their children is in fact starting, with teachers trained and books and school furniture in place.

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**BURUNDI:** In a small village on a hill two classroom "plastic school" was setup. Soon after the children were in school the parents were inspired to go collect sand and clay to make bricks for a permanent school. Some families even moved their shelters to create space for the new school.

The type structure will otherwise vary, depending on existing facilities and foreseen needs. In some cases the Shelter unit will be asked to help construct or rehabilitate a community building as a Youth Education Pack Centre that can serve the YEP learners as well as the community.

Schools should always be equipped with sanitation facilities and require hygiene awareness projects to make sure kids use them!

See section *H School construction* for more information.
F.5. Camp Management

NRC has a Camp Management Policy and is developing a Handbook

NRC has a Camp Management Policy and a Camp Management Handbook. In addition, the inter-agency Camp Management Toolkit has been developed under the coordination of NRC, together with DRC, IOM, IRC, OCHA and UNHCR.

NRC defines camp management as “on-site coordination of all activities and services within one camp”. As the Camp Management Agency, one of NRC’s main responsibilities is to ensure effective and efficient coordination at camp level, with the various humanitarian actors providing services, local authorities, camp leaders and host community. Shelter programmes in camps and camp like settings should be coordinated closely with the Camp Management Agency and interventions in other sectors – like health, livelihoods, protection, WASH (water, sanitation, hygiene) and protection – to ensure an integrated approach. Shelter programmes in a camp context can roughly be organised into the following categories: preparedness/contingency; emergency/transitional shelter; care, maintenance and upgrade of shelter; camp closure and durable shelters. NRC shelter and camp management programmes have worked closely together in a number of countries, including the refugee camps in Burundi and the IDP transitional sites in Timor-Leste. For more detailed information, see the Shelter chapter of the Camp Management Toolkit.

It should be noted that NRC will have double roles in the cases where we do both camp management and shelter support, with one core activity acting as manager and coordinator and the other as service provider. NRC will benefit from close and easy communication in these situations, but the shelter team should try to keep in mind that the relationship between the roles also has an external nature.

F.6. Food Security and Distribution

NRC has a Food Security and Distribution Policy and is developing a Handbook

Needs input from Distribution team

Main issues connected with shelter are:

• Cooking utensils (NFI distributions REF??)
• Cooking places (fire safety and smoke safety – see above)
• Necessary calorie intake increases if people are not protected from bad weather (REF??)

F.7. Livelihoods

NRC is hesitant to become involved in large-scale livelihood programs as it requires expertise the organisation does not have. Livelihoods is normally considered to be a secondary effect of shelter activity as construction creates jobs (see B.3 Why do shelter?).

Family shelter can also be a place from which to do business or to maintain a livelihood. Main issues are:

• Providing shelter for animals (otherwise often kept in family shelter)
• Land space (e.g. kitchen gardens)
• Secondary impact of a tool distribution for repairing/building shelter is that tools can be used for livelihood activities
• Shelter has an asset (can be bought and sold - sometimes allocated plots within camps are bought and sold)

F.8. Water, sanitation and hygiene

Officially, WatSan is not part of NRC’s work. However, WatSan is frequently a part of NRC program activities and some resolution of this tension is required. One suggestion would to include household WatSan (individual latrines and basic wells) as part of NRC’s shelter core activity as opposed to public WatSan (such as providing a water system for a whole camp).

SOMALIA: NRC uses partner local NGOs to construct communal latrines in settlements around Mogadishu

1) Families are part of the process of identifying latrine sites with technical support and community mobilisation from NRC and local NGO
2) Families are organized in groups of 5, each group sharing a latrine
3) Families clear the sites and dig the pit. Some are involved in construction of the superstructures in return for a small remittance.
4) For every 5 latrines there is 1 wash basin and 1 drum half buried in the ground for the 25 families to burn their garbage.
5) Once latrines are constructed, NRC community mobilisers organize Hygiene Promotion Campaigns which include maintenance issues. A Sanitation Kit (brooms, rake, shovel and wheelbarrow) is distributed to groups of families to clean the area around their homes.

A review of the Liberia program where both wells and latrines were part of NRC’s shelter work highlighted a number of issues, summarised here (after comments from NRC staff):

• WatSan should officially become a core component of shelter as a core activity as return can not be sustainable without access to safe water. Sanitation provision is part of Sphere’s shelter standards.
• NRC would need to expand its experience and expertise in hygiene promotion - so-called WatSan ‘software’ - to implement effective sanitation projects. Poor sensitisation led to limited use of WatSan facilities in Liberia (though the latrines were communal rather than for individual families).
• NRC could choose to link closely with a WatSan partner. Some time ago there was an agreement with Norwegian Church Aid driven, possibly driven by MFA. Now there is a fairly informal agreement with Oxfam. Often country-level agreements are made on a program-by-program basis.
• The report suggested providing women’s washrooms as part of camp infrastructure.

See Oxfam’s website for more information on WatSan (Oxfam WatSan manuals).

Another good source of information is the Water Engineering and Development Centre (WEDC) (http://wedc.lboro.ac.uk/index.php), particularly the Excreta Disposal in Emergencies.
KENYA: In Dadaab refugee camp, NRC provides construction materials and training for latrine building. Families provide the labour without payment.

1) NRC produces latrine dome concrete slabs in NRC warehouse depot
2) NRC shelter team sets out the location of the pit in the family plot
3) The family digs the pit under NRC supervision
4) Once the pit is approved the family collects a slab from the NRC warehouse depot
5) NRC sends a carpenter to the family plot with the materials to construct the superstructure. The carpenter trains one family member in how to set the slab and build the frame. The beneficiary gains new carpentry skills, but does not receive payment for building.

Although NRC does not do hygiene promotion in Dadaab, the fact that the latrine is for a family (who have been heavily involved in its construction) rather than a communal latrine means it is normally very well maintained.

The following is a suggestion for a NRC WatSan Policy by NRC field staff:

WatSan could be mainstreamed into programs in the same way that protection and mainstreaming are. This is important for YEP and Education as well as shelter – how can NRC provide classrooms without a minimum standard of sanitation?

A policy could include the following:

NRC’s mandate can only be implemented by acknowledging the importance of WatSan for the protection of refugees and IDPs. Therefore, NRC is committed to meeting minimum WatSan standards wherever they are part of its work.

Topics to cover:

- NRC Mission statement
- Legal framework, policies and guidelines of WATSAN Mainstreaming. Refer to mandate, standards (e.g. SPHERE) of humanitarian intervention.
- Areas of relevance (e.g. school construction)
- Approach: Mainstreaming; Types of interventions; capacity building
- Cooperation with UN, other Agencies, and governments

F.9. Health

Shelter is closely related to health, both in terms of the direct health benefits of provision of emergency shelter (reduction in exposure-related diseases and illnesses associated with extremes of temperature) and in terms of public health, particularly in situations of high-density settlements.

Important public health issues include:

- Smoke inside shelters from cooking/heating fires - smoke is one of the most common causes of respiratory infections and kills over 1.5 million people a year. ITDG has produced a publication on the problems of smoke and what to do about it.
• **Fire safety** - injuries caused by fire are common in camps where there are few fire precautions. See Chapter 2 for Sphere and UNHCR standards on fire safety. See page 610 of Engineering in Emergencies for advice on fire safety and examples from Pakistan [REF].

TIMOR LESTE: Transitional Shelter camps are provided with Fire Extinguishers in break glass enclosures, and these have been very useful. Should consideration be given to provision of portable pumps that could be used as a more robust mechanism for fire fighting?

• **Vector disease control** - rodents and insects are vectors - this means they are carriers of diseases (e.g. mosquitoes transmit malaria). Control of vectors is an important issue in settlements. See section 10.8 of Engineering in Emergencies and page 78 of MSF's Refugee Health.

• **Communicable diseases** - most often spread due to poor settlement infrastructure (particularly WatSan) or lack of separation between humans and animals. See section on WatSan above.

See WHO's Health Principles of Housing, which covers:

- Protection against communicable diseases
- Protection against injuries, poisoning and chronic diseases
- Reducing psychological and social stress
- Improving the housing environment

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**F.9.1 HIV**

There is an NRC HIV policy under development. As a first stage, an internal guideline for NRC staff is available. It is not on the intranet.

NRC Education has since 2001 included HIV/AIDS training for trainers and teachers, and also for NRC country office staff.

In some cases, youth in Youth Education Pack projects have been included, and this will probably be done more systematically in the future.

Trainer teams have been trained by an international expert and have then continued the training sessions on their own. The HIV/AIDS sessions have a very strong gender focus and approach, with discussion related to the situation and relationships in the actual community.
G. Environment and shelter

This section is under development.

G.1. Introduction

Although environment is a key cross-cutting issue in humanitarian operations (it is classified as one by the cluster system) it is often not as ‘mainstreamed’ as it is supposed to be, particularly in the emergency phase.

As issues of environmental damage and climate change are becoming more important and high profile the humanitarian sector is not only more likely to intervene in more natural disaster situations (and conflict and environment may become more closely linked with greater pressures on natural resources) but humanitarian agencies will be under greater scrutiny by donors to perform well on these issues.

At the very least NRC should be aiming for a ‘Do No Harm’ environmental approach – clear up whatever has been ‘put in’ by an NRC project. However, long-term environmental sustainability of interventions will need to become a core part of NRC’s work. There are three areas to consider:

1) The effects of the intervention on the local and national environment – material sourcing, sustainability of resources

2) The effects of the local environment on the intervention – site selection (flood plains, availability of water etc), available resources/materials and risk analysis

3) Big picture – Climate change, taking a responsible approach, carbon footprint, ‘corporate responsibility’ strategy

There is some work already done covering the first and second areas (see NRC’s internal document on “Notes on Human and Environmental Considerations in Camps after Natural Disasters”; Chapter 6 of the Camp Management Toolkit and Transitional Settlement and Reconstruction After Natural Disasters).

It is the area of materials sourcing where NRC can have one of the most direct, visible and manageable impacts on the environment. Guidelines on The Use of Timber as a Construction Material in Humanitarian Operations will be published in 2009 and Shelter Centre’s Selecting NFIs for Shelter is a useful document on materials sourcing. UNEP’s Sustainable Building Guide is another useful reference document, though in each context the environmental considerations will be difficult. See the sections below on design and material selection.

The third area is in development, particularly when identifying specific actions for shelter programs.

NRC should explore the sustainability issue as a chance to find low-cost long-term environmentally friendly shelter solutions which lever the money used in early emergency phases as investments in buildings and settlements that have long-term benefits to beneficiaries.
G.2. Climate change

Climate change through global warming is a fact. Climate change is likely to lead to an increase in the frequency and severity of sudden disasters such as floods and storms. Importantly, climate change impacts depend not only on natural exposure, but also on the vulnerability and resilience of the areas and people.

Some increase in global warming is already inevitable, and there are some impacts for which adaptation is the only available and appropriate response. NRC’s report *Future floods of refugees* considers a broad approach to climate change adaptation in developing countries.

Disasters and degradation can serve as a direct cause for displacement, or as an indirect cause for displacement through environmental conflicts. Conflicts and displacement, in turn, often cause further environmental degradation. There are several vicious circles related to climate change, the environment and displacement.

Successful adaptation, including disaster risk reduction, can reduce the need to migrate. NRC will have to more routinely consider the environmental impact of its operations and the vulnerability to climate change in assessing the needs of displaced persons. Furthermore, since climate change is no longer only a future and environmental problem, but also increasingly a humanitarian problem today, the humanitarian community, including NRC, has stepped up its cooperation and engagement to ensure that the humanitarian consequences of climate change are acknowledged and addressed appropriately in climate change agreements.

In terms of NRC shelter projects, disaster risk reduction can contribute to durable solutions for the displaced.

Terminology and typology

NRC does not employ the terms “climate refugee” and “environmental refugee” since they have no legal basis in international refugee law, and their use could potentially undermine the international legal regime for the protection of refugees and create confusion regarding the link between climate change and displacement. Work on typology and terminology regarding climate change and displacement is still ongoing in international fora.

The NRC approach to terminology and typology is to primarily draw on existing categories of protected persons, such as internally displaced persons (IDPs), refugees, stateless and migrants, and possibilities to provide protection within these categories. Much of the displacement resulting from climate change impacts is likely to remain internal, and the displaced must be made more visible and recognised within the IDP category. This also has the psychological advantage of not suggesting that the displaced are a new category persons who are wholly without protection and international recognition.

For practical purposes NRC also employs the descriptive term “environmentally displaced persons” (and “environmental displacement”) to include all “persons who are displaced within their own country of habitual residence or who have crossed an international border and for whom environmental degradation, deterioration or destruction is a major cause of their displacement, although not
necessarily the sole one.”

This definition and the employment thereof should not in any way limit the applicability of recognised categories and favourable protection already afforded to the displaced by national legislation, international convention, treaty, agreement or guiding principles and guidelines. This term also includes those displaced by events or processes less related to climate change. The end results for someone fleeing an earthquake, tsunami or cyclone are often the same, namely temporary or permanent displacement with particular protection needs. Climate change does not necessarily create a new type of forced migrants; it increases the frequency and severity of natural hazards which may lead to displacement. A policy and research focus on climate change-related displacement can be justified in order to establish climate change as an important cause of displacement, the wider responsibility for displacement and the need for mitigation. From a protection perspective, however, there is normally no compelling reason to distinguish between the climate change-related and the other disaster displacement causes.

The following typology on climate change impacts is a useful starting point for considering displacement scenarios and protection:

1) Sudden onset hazard events, e.g. floods and cyclones.
2) Environmental degradation and/or slow onset hazard events, e.g. desertification.
3) Armed (environmental) conflict/violence, e.g. conflict over shrinking natural resources.

**NRC engagement**

Some of the displacement resulting from these impacts will fall within the NRC mandate and target group. The clearest example is that of displacement triggered by so-called environmental conflict or displacement where both conflict and environmental factors may play a role. The main target group of NRC is “people who have been forced to flee their countries, or their homes within their country, due to war or conflict.” At the April 2006 NRC Board meeting it was decided that the organisation may also get involved with programme and advocacy activities after a natural disaster on the following conditions:

1) The natural disaster has also affected the main target group,
and
2) The disaster occurred in, or in the relative proximity of, an area where NRC is established and working.

In light of “the new normal” of climate change and disasters and the increased recognition of protection needs of disaster displaced and similarities with conflict displaced, NRC will review its target group, response and phases of involvement.

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11 Work on typology and terminology is ongoing in the climate change task force of IASC.


14 “NRC has traditionally regarded refugee situations through the following different stages of flight: Early warning, Prevention, Crises, Flight, Exile, Local integration,
Today NRC advocates for prevention and protection of all displaced persons in the context of climate change and its impacts.\textsuperscript{15} There has also been some expansion and development of competence and capacity in terms of programme operations in disaster situations.\textsuperscript{16} The NRC Emergency Response Department does not distinguish between disasters and conflicts in their secondments and is actively engaged in several situations of natural disasters.

ProAct Network have a project on environmental management and its effect on disaster risk reduction: \texttt{http://proactnetwork.org}

It is important to use the following terms of mitigation and adaption correctly in proposals to donors:

\begin{tabular}{|l|}
\hline
\textbf{G.2.1 Mitigation} \\
\hline
\textit{At a glance, mitigation is about transforming the way that we produce and use energy so it will be sustainable. Mitigation measures include emission cuts through carbon budgeting, better technology and carbon capture and storage, but also sequestering carbon through reforestation. These measures have long-term effects globally.}
\hline
\textit{Climate change mitigation is therefore about protecting the environment and climate. Mitigation measures include greenhouse gas emission cuts, but also sequestering carbon through reforestation.\textsuperscript{17} Such measures have long-term impacts globally. Humanitarian operations are however also confronted with the climate change impacts of today and the near future. Climate change adaptation is about protecting from the environment and climate. People can be protected by finding and implementing ways of adjusting to the change.\textsuperscript{18} The impact of climate change depends on both exposure and vulnerability to natural hazards. Therefore, a broad approach to adaptation, including resilience building, can reduce the impact and risk of displacement. NRC believes adaptation, disaster risk reduction and humanitarian response are and must be closely linked elements. Humanitarian response is a form of adaptation, but the response itself also needs to be adapted. Adapting to climate change for humanitarian actors will require \textit{inter alia} more}
\end{tabular}

\textsuperscript{15} See e.g. the report Future floods of refugees, available at www.nrc.no, and management meeting decision 31.03.08 (document number 49016)

\textsuperscript{16} In 2008 NRC started activities in cyclone-affected Burma/Myanmar where the organisation will draw upon experiences with flood-resistant shelter from Sri Lanka NRC.

\textsuperscript{17} The IPCC defines climate change mitigation as “technological change and substitution that reduce resource inputs and emissions per unit of output.” (IPCC Fourth Assessment Report Working Group III Report “Mitigation of Climate Change” available at http://www.ipcc.ch/ipccreports/ar4-wg3.htm)

\textsuperscript{18} The IPCC defines climate change adaptation as “adjustments in natural or human systems in response to actual or expected climatic stimuli or their effects, which moderates harm or exploits beneficial opportunities.” (IPCC Fourth Assessment Report Working Group II Report “Impacts, Adaptation and Vulnerability” available at http://www.ipcc.ch/ipccreports/tar/wg2/index.htm)

The UN International Strategy for Disaster Reduction defines disaster risk reduction as “the conceptual framework of elements considered with the possibilities to minimize vulnerabilities and disaster risks throughout a society, to avoid (prevention) or to limit (mitigation and preparedness) the adverse impacts of hazards, within the broad context of sustainable development.” (UNISDR Basic Terms of Disaster Risk Reduction, http://www.unisdr.org/eng/library/lib-terminologyeng%20home.htm)
effective vulnerability analysis, mapping, contingency planning, and other preparedness measures.

G.2.2 Adaptation

Adaptation is about finding and implementing ways of adjusting to climate change. Local and regional adaptation will be crucial in the short to medium-term especially in the more exposed and vulnerable countries. Successful adaptation would lessen the need to migrate and reduce the risk of conflict. Moreover, there can be synergies between adaptation and mitigation: For example, not only can reforestation prevent land degradation and floods, but it also influences the greenhouse effect by the sequestering of carbon.

The global inequalities in capacities to adapt are glaring. While there are investments in homes that float in the Netherlands, people are taught how to float themselves – that is, to swim – in the Mekong delta. In general, displacement as such can make people particularly vulnerable to climate change impacts. In sum, the most vulnerable people in the most vulnerable states are affected most and have the least capacities to adapt. Not enough money has been made available through adaptation funds. Further analysis to understand funding possibilities, e.g. adaptation funds, of relevance to the NRC, is necessary. The procedures for accessing these funds are complex and still evolving.

Some adaptation measures also have mitigation effects. In food security and camp management projects, NRC has developed a fuel-efficient stove which lessens the need for firewood. Trees bind the soil and reduce the risk of soil erosion and flooding, and the conservation of trees is therefore a form of adaptation to climate change impacts. Trees also bind carbon and their conservation can thereby promote mitigation. In addition, this measure reduces competition over scarce resources, and persons in search of firewood do not have to walk far away from the camps or villages where there may be a higher risk of abuse. This illustrates how adaptation is integral to protection and durable solutions. NRC climate change and environmental considerations and measures vary with the different core activities and range from site planning, building codes and transport to environmental education, agro-forestry and counselling on land and return.

Durable solutions must also be considered with a climate change and environmental perspective. Due to climate change and environmental degradation, some areas of origin may be or become uninhabitable and return may be inadvisable. Environmental considerations and measures are also crucial in local integration and resettlement to reduce negative impacts on the environment and tensions with the local inhabitants.

Some adaptation actions relevant for shelter:

Afforestation/ reforestation; Cold-resistant housing; Disaster preparedness; Disaster rehabilitation; Flood-resistant housing; Heat-resistant housing; Portable household appliances; Storm-resistant housing; Tanks; Vermicomposting; Wells; Bunds/ ridges/ terraces – based on a risk analysis conducted by the shelter project (see also risk analysis and assessment G.4.)

G.3. Proposals

Future funding will be increasingly dependant on demonstration that a program includes ‘reasonable’ provision to minimize any negative environmental impact. Agencies will increasingly have to justify any negative impact by weighing it against the net benefit of the program. Any contextual issues that made it unfeasible to make further impact reductions will need to be clearly communicated. A balance approach is required here.
Proposals should include:

- A brief description of environmental impact of shelter activities (environmental considerations analyzed in a project design stage).
- Budget line for site cleanup (good task for community mobilization, to mobilize target community on clean up works)
- Budget for ‘environmental messaging’ – community sensitisation/mobilisation campaigns with regards to sustainability/waster/DRR
- Budget for waste management/recycling
- Recommendation on using more natural and traditional materials when it is possible and also acceptable by receiver communities
- Disaster Risk Reduction strategies (build-back safer/better)

The terms “climate refugee” and “environmental refugee” should not be employed since they have no legal basis in international refugee law, and their use could potentially undermine the international legal regime for the protection of refugees and create confusion regarding the link between climate change and displacement. Work on typology and terminology is still ongoing. For practical purposes, NRC sometimes uses the descriptive term “environmentally displaced persons”.

G.4. Risk Analysis and Assessment

Definition: A **hazard** is a natural physical phenomenon which can lead to a loss of life or damage to objects, buildings and the environment. The hazard is measured and defined by its nature (type of hazard), location and extent, scope and intensity (damage potential) and its probability of occurrence, duration and frequency (repetition cycles). Examples: floods, earthquakes, droughts, landslides, etc.

**Main hazard types:**

**A. Meteorological causes and origins**

- a) Floods caused by torrential rain and tropical storms
- b) Storms and torrential rain > damage caused by storms, e.g. damage caused by tropical storms, tornados and cyclones, hurricanes and tidal bores
- c) Droughts have a particularly high damage potential if they cause extensive crop destruction and famine or forest/bush fires
- d) Hail and frost, if they lead to extensive crop destruction; lightning
- e) Mass movements (e.g. landslides as a result of heavy and intensive rainfall) caused among other things by 1) flooding in mountainous regions 2) heavy and intensive rain 3) rivers changing courses
- f) Erosion, soil degradation caused by water and wind
- g) Forest fires

**B. Geological causes**

- h) Earthquakes and the secondary consequences such as tsunamis, tidal waves and mass movements
- i) Volcanoes and the secondary consequences such as lava and mudflows
- j) Mass movements caused by large-scale tectonic movements, slow mountain building and shifting. The resultant changes to the angles of slopes can cause mass movements

**C. Other**

- k) Epidemics, animal and plant diseases and pests

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19 Deutsche Gesellschaft für Technische Zusammenarbeit (GTZ) GmbH, Guidelines Risk Analysis – a Basis for Disaster Risk Management, Eschborn, Germany, June 2004
**Vulnerability** expresses the level of possible loss or injury or damage to humans, objects, buildings and the environment which can result from the natural hazard. Vulnerability expresses the susceptibility and predisposition to be affected or suffer injury or damage. It also captures people’s inadequate options or ability to protect themselves against possible damage or recover from the consequences of natural phenomena without outside help. Vulnerability always relates to a concrete hazard. It arises out of the interaction of social, economic, physical and environmental factors.

The level of vulnerability of a society to a specific extreme natural phenomenon (hazard) is determined by the potential damage caused by the natural phenomenon. There is just one vulnerability, which depends on and is influenced by various factors, and not specific sectoral vulnerabilities, such as economic, political or institutional vulnerability, as described in numerous publications. In addition to these “specific vulnerabilities”, the specialist literature also often uses the term “ecological vulnerability”. This refers to the vulnerability of the environment (soil, water). However, “ecology” covers more than just the environment. Ecology is used to refer to the science dealing with the relationship between nature and society, and not just one of these two components.

Vulnerability factors (vulnerability and its severity depend on a range of factors) are allocated to the following four categories: physical, environmental, economic and social. The vulnerability factors to be identified and researched depend on the particular hazard type and location.

Examples:

Economic factors force poor population groups to settle at threatened locations (steep slopes, flood areas), mostly on the edge of major cities. Others settle close to volcanoes because of the fertile soil. Besides location as a risk factor, poverty and the lack of diversification of income are vulnerability factors.

A well informed and organised population (social factors) is less vulnerable to extreme events than a poorly organised one.

Political factors which make a society more vulnerable include lack of disaster protection, corruption, lack of participation of civil society in (spatial planning) decisions.

Examples of environmental factors which result in increased vulnerability are logging and overgrazing on steep slopes or destroyed water catchment areas.

**Risk** is defined as the **product of hazard and vulnerability** \((R=H \times V)\), or - to put it another way - risk as the probability of an encounter between a specific hazard and an element vulnerable to this is interpreted as the probability of occurrence of loss of life or damage to objects, buildings and the environment as the result of an extreme natural phenomenon with a specific strength or intensity.

Risk analysis is used as a synonym for risk assessment. However, many authors and documents distinguish between these. Where this is done, risk assessment is taken as also including risk evaluation, socioeconomic cost-benefit analysis, prioritisation of measures, establishing acceptable risk levels, developing scenarios and measures. Risk analysis (RA) is used to refer to a method of determining the quantitative or qualitative degree of risk. The term “risk analysis” includes the underlying concept of “participative risk analysis” (P-RA). This means that the affected target population are involved in the various stages of a risk analysis, and adopt the DRM as their own.

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The most important tasks and steps in **hazard analysis** are:

1) The first stage in hazard analysis is to identify the types of hazards. There are many ways to classify hazard types, e.g. natural events occurring suddenly or gradually, of an atmospheric, seismic, geological, volcanic, biological and hydrological nature while others summarise mass movements under the heading of “geomorphological hazards”

2) Depending on the types of hazard identified, the process may need to be continued on a separate basis for each type of hazard or group of hazard types. Earthquakes, for example, require different instruments and specialisations for analysis than e.g. landslides or floods. The analytical methodology must be adapted for the hazard types and data available.

3) Identification and characterisation of hazard prone locations.

4) Identification and determination of the probabilities of occurrence on an ordinal scale (high – medium – low).

5) Estimate or calculate the scale (strength, magnitude) of the hazardous event, also on an ordinal scale.

6) Identify the factors influencing the hazards, e.g. climatic change, environmental destruction and resource degradation, major infrastructural facilities such as dams etc.

The most important tasks and steps in **vulnerability analysis** are:

1) Identification of potentially vulnerable individuals or elements (e.g. agricultural production, buildings, health, agricultural land and waters). In this, basic data is collected on population (age, density, gender, ethnic structure, socioeconomic status), location (buildings, important facilities such as schools, hospitals, emergency centres, environment, economy, structures, history), self-protection capability in terms of capacities for disaster preparedness – emergency response capability, training, prevention programme, early warning systems.

2) Identification and analysis of factors influencing or resulting in vulnerability = vulnerability factors for each hazard type. Analysis of risk perception and the factors determining this (e.g. education, access to information, poverty) and investigation of the vulnerability factors and their linkage and interdependencies.

   A) Physical vulnerability factors: location, technical construction type and quality of the settlements and buildings, population growth and density.

   B) Social factors: education, legal reliability, human rights, participation of civil society, social organisations and institutions, legal framework, statutes, politics, corruption, gender aspects, minorities, dependent population (old, young, sick), traditional knowledge systems, power structures, access to information and social networks.

   C) Economic factors: socioeconomic status, poverty, food insecurity, lack of diversity of seed and economic activities (e.g. monoculture in agriculture), lack of access to basic infrastructure (water, energy, health, transport), lack of reserves and financing.

   D) Environmental factors: arable soil, usable water, vegetation, biodiversity, land under forest (logging, land degradation), stability of the ecosystems.

3) Development and identification of indicators for identifying vulnerabilities and estimating the degree of vulnerability (quality and location of buildings and basic infrastructure, education, access to information, diversity of agriculture and seed, preventive infrastructure etc).

4) Analysis of self-protection capabilities: identification of indicators to show or measure capacity for preparedness (protective and preventive infrastructure, early warning and forecasting systems, etc). Here, strategies and measures are identified and investigated at the various levels (family, village, community,
district, province, country). The following indicators provide information on the existence or degree of strength of coping strategies: A) monitoring and early warning systems, B) traditional forecasting and early warning, systems, C) plans for disaster reduction, D) plans and fund for disaster protection, E) insurance policies, F) construction standards, G) maintenance of basic infrastructure, H) preventive structures, protective infrastructure, I) land use planning, spatial planning, zoning, J) organisation and communication (emergency committees), K) stability of settlement, social structures, L) local knowledge (of hazards)

5) Estimate of accepted risk (risk level) and hence residual risk. Preventive measures are taken to reduce the risk to a socially and culturally accepted risk.

Risk analysis as a combination of the two analytical stages (hazard and vulnerability analysis).

See also the Benfield Hazard *Rapid Environment Assessment Guidelines and the UNEP Environmental Needs Assessment in Post-Disaster Situations*.

NRC should make an ‘Anticipated Environmental Impact’ section for Site Assessments of new camps or shelter program areas. Basic questions could include:

- What type of vegetation is present on site?
- What clearance will be necessary for the intervention?
- Is further clearance/harvesting of natural vegetation by the occupying community anticipated – e.g. Wood for fuel?
- What kind of waste will be produced during the a) development and b) occupancy of the site? How may this be treated or disposed of?

G.5. **Design**

Shelters can be orientated to and built to maximise natural light, insulation and energy reduction. Using cooking heat for heating houses, natural ventilation and using the advantages of the local vernacular (often designed very well to deal with extremes of heat or cold) are some considerations.

Shelter may be provided in the following pattern: Tents -> Emergency Shelters -> Transitional Shelters -> Permanent Shelters. Consideration should be given as to what materials provided in the initial stage can be re-used later.

It may be necessary during the course of a displacement for families to relocate either as part of a return process or in response to protection issues. Portable shelter structures that may easily be dismantled may help to save valuable resources when faced with this type of population movement.

Rainwater harvesting systems to collect and store potable water can be complicated and may be prohibitively expensive to provide and maintain for temporary situations. As a source of supplementary washing, bathing and agricultural water a relatively simple system could be considered especially for large roofed structures (consider weather patterns for system design!)

Good design and planning of timber buildings can reduce wastage and the quantity of timber needed.
Material selection and building

In any shelter project it is crucial that local contractors and suppliers are carefully screened to ensure that the building materials they use or supply, e.g. construction wood, are credibly sourced and the environmental footprint is known. NRC shelter project should demand certificates and statements of origin, especially for wood products. The origin of wood needs also to be assessed when burned bricks are purchased since the fire food for the burning process might originate from illegal logging.

The NRC Evaluation Report titled “The Ecological Impact of Refugee/Returnee Programmes Supported by the Norwegian Refugee Council in Burundi” clearly revealed that NRC Burundi shelter staff have excellent knowledge of the origin and production techniques of all materials used in the above shelter projects and that the advantages and disadvantages have been carefully considered before selection. In addition a logistics database (launched by NRC Burundi in autumn 2008) keeps track of supplier and contractor performances.

In the following are some typical aspects of a construction processes described and the environmental impact highlighted. This is not to be seen as a complete list but rather as examples on how a construction process impacts the environment.

NRC Shelter projects need to ensure that pits resulting from the making of adobe bricks are backfilled and that the top soil is returned. This not only helps remove a potential hazard from the landscape, but also frees up the space for either construction, tree planting or local agriculture. Alternatively, if the pit is used as a compost site, banana or papaya trees may be planted in the pits, which should nonetheless still be partially filled in.

NRC Shelter projects need to consider the introduction of rainwater harvesting from structures with corrugated iron roofs, as well as where schools do not have access to local water supplies. This has multiple benefits, from reducing run-off which can cause soil erosion and gulley formation around houses (which can then become filled with waste and stagnant water) to being able to water trees and crops with waste water, to having water to improving hygiene conditions in schools.

NRC Shelter projects need to ensure that the selection and distribution of tree saplings is revised in consultation with the beneficiaries primarily to determine their preferences to improve survival rate. The provision of any goods like saplings should ideally be linked with some form of payment, which is normally a strong incentive for people to then look after the sapling. Once consultation on the choice of tree species has been done with intended beneficiaries, growing the appropriate seedlings could then become a small-scale income generating activity for selected refugees or host families in the respective areas.

NRC Shelter projects need to ensure that environmental sensitisation sessions for beneficiaries include knowledge sharing of fuel-efficient stove designs, as well as guidance on improved cooking practices.

NRC Shelter projects need to ensure that environmental considerations are incorporated into the existing logistics and procurement checklists and database, as appropriate.

NRC Shelter projects need to assess all possible alternatives for re-forestation when a significant amount of wood is used in the construction process. There are several commercial enterprises such as www.skogselskapet.no offer solutions that can be integrated and/or financed by Shelter projects. Several donors are aware of the severe long-term effects of logging and are providing funding. In
cases where logging has a political dimension, PAA Advisors and advocacy campaigns may need to be involved.


Considering the environmental impact of the materials used in shelter programs will need to include looking at the source, lifespan, processing and replacement of the material. Life cycle analysis is too complicated but some rough guidelines on the environmental footprint of different materials useful (e.g. fired-bricks worse than pressed bricks; fast-growing timber better than slow-growing timber; bricks might reduce need to cut down timber, but consume more water etc).

A useful starting point is UNEP/SKAT’s “Sustainable Building Guide”, written in response to the Tsunami.

See the *Timber guide* for advice on off-cuts, treatments etc. and *Transitional Settlement of Displaced Populations* for a section on construction management.

### G.7. Environmental technologies

The purchasing of environmentally friendly shelter-related technologies is one of the most obvious places NRC can implement an environmental strategy. Some work needs to be carried out between logistics/procurement and the field in order to select the right technologies and right suppliers to make the right products available to all projects.

- Energy-efficient firewood stoves (local designs and various types are available in almost all developing countries)
- Simple solar panels for water heating (not solar elements!). Solar energy helps to reduce traditional energy consumption about 30-60%,
- Solar cooking stoves (tested in Kakuma, Kenya – not sure how much beneficiaries like using them)
- Wind/water mechanical pumps (no information)
- Block-presses (used in Uganda? Definitely developed by Approtech, Kenya)
- Composting latrines are relatively simple and reduce water consumption. Need to consider their acceptability.

As Shelter projects use local and imported materials. The choice of materials together with other factors can have an impact on the local environment. The following simple checklist aims to serve as a reminder of key points to consider when setting up or following a small scale shelter project.

This tool can be used at the planning stage of any rural shelter project, or at any subsequent stage of the construction process during site visits.

**Site:**
- Is it a sensitive site?
- How was it selected?

**Ventilation:**
- Is the building adequately ventilated?

**Lighting:**
Is the building adequately lighted?

**Drainage:**
Has drainage been considered in the design?
Will it cause local erosion?

**Water:**
Where is the nearest water supply?
Is it sufficient?

**Waste:**
What happens to waste building materials?

**Adobe bricks:**
Where does the mud come from?
How are the bricks produced?
Is it legal?
Does it impact the local landscape?
Has the topsoil been used or returned?
Have the excavation pits been secured?
Are they adequately protected from moisture?
Have alternatives been considered?

**Burnt bricks:**
Who provides them?
Where does the clay come from?
How are they transported?
How are they burnt?
What technique is used and is it efficient?
What fuel is used?
Does the fuel come from legal and sustainable sources?
Do they correspond to local building techniques?
Can the technique be improved or can alternative suppliers be found?
Have alternatives been considered?

**Stones:**
Where do they come from?
How are they transported?
Are they from a legal source?
Cement Where does it come from?
How is it transported?
Is it the best available quality?
Timber What type of wood is used?
Is it the most appropriate type?
Where does it come from?
How is it transported?
Can the supplier provide certificates?
Has it been treated?
Can the design be altered to safely and effectively reduce quantities used?
Does it correspond to local techniques?

**Roofing Tiles:**
Who provides them?
Where does the clay come from?
How are they transported?
How are they burnt?
What technique is used and is it efficient?
What fuel is used?
Does the fuel come from legal or sustainable sources?
Do they correspond to local building techniques?
Can the technique be improved or can alternative suppliers be found?

**Nails:**
Where do they come from?
How are they transported?
Are they the best available quality?
Other:
Where does it come from?
How is it transported?
Is it legal?
Is it the best available option?

A conference was held in December 2008 by International Network on Household Energy in Humanitarian Settings to discuss issues around the use of energy in humanitarian emergencies. See: http://www.fuelnetwork.org for more information on the conference plus resources on alternative fuels.

G.8. Decommissioning

ShelterCentre's Camp Planning Guidelines will have a section on Camp Closure: www.sheltercentre.org/meeting/material/Camp+Planning+Guidelines

This area of shelter and environment is being developed in detail at the moment, with a project by CARE and ProAct to develop guidelines for closing camps.

Failure to properly decommission a site can lead to long term environmental hazards. Decommissioning is often not carried out due to:

- Insufficient funds allocated for the activity as part of the original proposal.
- Allocated funds used to cover overspend or extension of implementation activities.
- Shelters may be occupied beyond the program timeline and shelter providing agencies may have to withdraw from operational area before decommissioning can commence.

SRI LANKA: In Batticaloa, labour teams were paid a $10-20 for construction of a family shelter. A year later the cost for dismantling the same shelters and sorting the materials for re-use ranged from $10-20 (50% of build).

Decommissioning needs a separate line in funding proposals, though without needing to present detailed plans for the works. If we know how much it will cost for us to build something, we should be able to estimate the cost for taking it down again. Once allocated, decommissioning funds should be reserved specifically for Decommissioning as a separate budget line rather than merged with general construction or labour costs.

If NRC is not present in the decommissioning phase then:

- Handover of decommissioning responsibility to a national agency (or longer-term INGO) with a commitment to make allocated funds available for the completion of a jointly-determined schedule of decommissioning works. There would need to be a follow-up monitoring project in place.
- A returning representative of the providing agency returns to manage a local contractor to undertake decommissioning works.

Identify which structures were provided by different agencies to ensure responsibility is allocated for filling-in and taking-down.
G.9. Resources

- ShelterMeeting discussion on climate and shelter: http://www.sheltercentre.org/sheltermeeting/SM08a_Climatet20 change%20and%20shelter.htm
- Humanitarian Timber www.humanitariantimber.org
- ShelterCentre www.sheltercentre.org
- ProAct: http://proactnetwork.org/
- The Ecological Impact of Refugee/Returnee Programmes Supported by the Norwegian Refugee Council in Burundi - a Review of Actions Taken to Mitigate Such Impacts (NRC February 2009), NRC-83943
- Position Document, Climate change, the environment and displacement, NRC-72614
H. School construction

H.1. Introduction

- General background to school-building by NRC.
- How does NRC's work relate to UNICEF school building plans?
- How a school building project is normally implemented alongside a NRC education project
- Section explaining how schools are different to private/social housing in that they are a community resource (and therefore there are political implications for who gets a school and where it is located)
- The key issue is always WHO WILL PAY FOR THE STAFF IN THE SCHOOL?

H.2. Assessment

Use other assessment tools for site selection, land negotiation etc.
Adapt the checklist for schools from 2003 handbook, but more systematic. Should include:

- Number of children
- Whether parents normally pay
- Teacher's salary
- Current conditions in school
- Is the school temporary solution?
- Community contribution
- Services such as water, electric power
- Maintenance budget of local authorities

H.3. Designing the project

See section E How to do it for implementation methods (could be distribution of materials to repair of schools, construction by community etc.).

H.3.1 Community involvement

It is important that communities are involved in the entire process independently of which implementation process that is being used. In order to motivate communities to contribute time and labour towards communal resources such as schools NRC needs to do the following:

Identify the community

- The local authorities
- The parents of the children who constitute our target group
- The local population in general

Involving the community

- The community needs to identify the need for education facilities and to suggest what resources they can offer to help provide them.
Agreements on contributions by NRC and the community need to be formalised.

School construction projects can be part of peace and reconciliation processes, bringing different groups of people together to work on a common project.

Positive community participation can help restore a community’s dignity.

See notes on community messaging after experience in Liberia.

**H.3.2 Building design**

UNESCO published a useful document in 1986 with some guidance for designing primary schools. The document is a scan, but the illustrations are useful.

- Site planning: plan for possible extension and all potential buildings in school grounds (toilets, teacher's quarters, library, sports area etc.)
- Importance of technical input for sanitation (will always require an effective hygiene promotion program alongside)
- Maximise natural light and energy efficiency (see Jake Zarins comments)
- Specific design considerations for public buildings (fire safety, 'people flow', protection issues etc.)

**H.4. Implementation**

Follow other advice in handbook on quality control, using contractors, paying labourers etc. (Note cash for work has been a popular project but this has its own problems associated i.e. building time is drawn out to maximise the benefits of getting free food every day).

Other specific issues associated to implementation of school-building projects.

**H.5. Completion**

Advice on handover of schools and monitoring.

**H.6. Case studies**

Examples of NRC school projects

**H.7. Resources**

MSF’s “Temporary and Semi-Permanent Buildings for Health Structures in Refugee Camps” is a useful construction manual and MSF’s slideshow “Medical Semi-Temporary Structures” was presented at Shelter Meeting, May 2005.

UNICEF has considerable school construction experience, though no public guidelines could be found. If NRC staff have come across these, it would be useful to see if they can be shared.
There are a few publicly available resources on school construction, including Practical Action’s ‘School Buildings in Developing Countries’ and ‘Bamboo School Building’ by INBAR!

A guidance handbook called “Safer School Construction” has been developed in a cooperation between several NGOs linked to the INEE, supported by the World Bank. It is still a draft dated May 2009, but expected to be final soon without further changes.
I. Closing a program

I.1. Conditions for closing

This section needs further work - adapt from MSF resources?

Closing a project often takes longer than expected and is longer than desirable. It needs lots of planning to deal with last-minute tasks.

See the NRC Exit Handbook for comprehensive information. For internal Finance requirements in program closure, see the NRC Financial Handbook, page 58.

I.2. Special shelter considerations

I.2.1 Protection issues on return

A well informed decision to return is often a most useful start to any return process.

This includes updated knowledge about issues such as security, property restitution, work and livelihood opportunities and access to basic services such as education and health. Displaced individuals and groups often return even if there are major shortcomings - but being prepared for return obstacles and difficulties often strengthens the individual ability to actually deal with them.

Based on ICLA experience, two major protection issues frequently encountered by returnees are housing, land and property repossession conflicts (as they tend to be occupied/used by others during displacement) and the need to have identity documents to move freely and to access local government services.

I.2.2 High-value non-food items

Closure of a programme often means that a decision must be taken on what to do with high-value NFIs or shelter components (iron sheeting, plastic sheeting etc.).

Ideally, this decision should be taken at the beginning of a programme, with clear information for beneficiaries and host communities as to who gets what at the end of a programme.

I.2.3 Disputes

Ideally all land and property disputes will be resolved before beneficiaries are selected. ICLA teams will assist in solving outstanding disputes and/or providing evidence of the rights to the land of the beneficiaries, which could be statements form witnesses with authority as well as formal titles or deeds.

Despite all precautions taken, disputes may arise after shelter is built. Family disputes, inheritance, unlawful encroachment and forced evictions may occur. In some contexts, the institutions ensuring legal certainty, whether formal such as registers or informal such as customary authorities, may not function due to the conflict. Hence, it is essential that a risk assessment is undertaken on the likelihood of disputes arising post-implementation of a shelter project.

I.2.4 Environmental decommissioning

As a basic principle, NRC should always clear up what it has put in or on the ground. Shelter Centre, CARE and ProAct are currently working on camp decommissioning guidelines. Also see UNHCR’s Environmental Guidelines and the Camp Management Toolkit. See section G Environment and shelter for more information.
J. Monitoring and evaluation

**Monitoring** is commonly defined as “Continuous collection and analysis of information to assess project progress”. Monitoring must be regarded as an essential project activity, enabling NRC to maintain management control and provide documentation of the outcome of our programs. Governments and the donor community are increasingly requesting systematic and accurate documentation of tangible results of the aid and relief activity.

In most NRC program activity, a regular monitoring and registration of progress is maintained. This is needed not only for management of the daily tasks, but also for monthly reporting and final reports. There has not been any uniform criteria, formats or monitoring tools provided to the field by NRC, and different practices are developed locally. By the introduction of the Core Activity Database, new standards for monitoring is introduced too ensure that basic quantitative statistics are secured. Recently, the Balance Scorecard was also introduced to maintain a uniform overall progress and achievement reporting.

In 2009, CAD Phase II will be developed to provide standard criteria and electronic tools for more comprehensive monitoring of qualitative results and longer term impact. It should also enable us to capture the soft program components such as beneficiary participation, gender sensitivity and other cross cutting aspects. The tool will replace other reporting routines and be designed in way that will ease donor reporting and provide data for other information request like external evaluations and public communication media.

**Evaluations** are deemed to be crucial tools for learning and improved programming. More often, NRC must be prepared that donors are requesting external evaluation at stages, and that they will accept evaluation costs to be included in the proposals.

In 2008, a new evaluation policy document was introduced in NRC. This document provides guidance on when and what to evaluate, and a brief overview of methods and principles. The process of initiating and follow up evaluations is also described. An annual plan for external evaluations of NRC programs is coordinated by the Strategic Management Support unit in NRC.

In addition, NRC has developed its own evaluation handbook in 2007. The handbook provides a thorough introduction to evaluation approaches, how to plan and manage evaluations with examples of ToRs, contacts and report formats.

This section needs update when CAD II is developed

**J.1. Requirements**

**J.1.1 Cluster reporting**

It will normally be the cluster lead or assigned co-lead who will report cluster activities to the humanitarian coordinator in the region. NRC has accepted co-lead roles in several sectors at country and local cluster level. As a major shelter actor, we are likely to be holding co-lead positions with a reporting responsibility. Co-leads will be instructed on the routines and often assisted by an information coordinator in larger operations.

The cluster structure is essentially an information sharing platform as all coordination is depending on the overview of activities and resources. As cluster members, NRC will be committed to provide updated information on our
operational work and plans. There are still local variations in reporting formats, and compatible standards are expected as cluster tools are developed.

J.1.2 Donor reporting

Unfortunately, donor reporting requirements are not uniform and will require adaption of our basic monitoring data and narrative reports. Guidance on the various donor reporting formats can be found in the NRC Donor Handbook. This contains a collection of donor factsheets and will be continuously updated on our Intranet site.

J.1.3 External and Internal NRC evaluations

In some cases, external evaluations are initiated and prepared by the donor and NRC will have limited influence on the process. One recent example is the NORAD evaluation of three NRC country programs. Most external evaluations are ordered by NRC and we can tailor the ToR to our needs for better understanding of our activity.

NRC carries out its own internal evaluations of its projects and strategies. The evaluation questions and examination will largely be the same as for external, but we can not claim the findings to be impartial. Truly, there is a danger that negative information will be omitted and positive results unduly emphasized. Still, internal evaluations can be valuable exercises and give new direction to programs.

All evaluations should be followed up by a management response and action plan. NRC may draw different conclusion from those presented by the evaluator. The special mandate of NRC may lead to atypical priorities, or the limited time and resources invested in the evaluation has made it impossible to include all wider aspects, background and in depth information needed to explain the outcome or chosen strategies. This may be illustrated by the Shelter Evaluation “The value of a roof” in 2006, which still provided valuable advice to the program.

Targeted and smaller scale evaluations may be used to assist development of program strategies. See the Uganda Shelter Strategy from September 2007.

BURUNDI: External evaluations of each core activity are planned to be undertaken every 3 years. Internally, we requested the ICLA monitoring team to evaluate our 2006 housing program one year later.

The overall aims and basic requirements for evaluations planned by NRC will be found in the Evaluation Handbook

J.2. Methods

Monitoring

Many of NRC shelter programs involves extensive and widespread activity on the ground. Monitoring can become resource demanding and complicated. Security and access problems are increasingly affecting our operations and can also prevent regular and adequate monitoring.

In several NRC programs, strategies are developed to reduce monitoring costs by involving the local communities and create incentives for internal control and reporting mechanisms. New electronic technology may also provide solutions, and the use of digital photos with GPS links is tested in Afghanistan in 2009.
The security challenge has prompted NRC to explore methods for remote management which will include monitoring aspects.

**Evaluation**

Various evaluation methods are well developed and designed to serve different types of evaluation. For external evaluations, NRC HQ should be involved and will be able to guide on selecting the relevant evaluation approach.

A number of links to good evaluation resources is included in the Evaluation HB. The “Active Learning Network for Accountability and Performance in Humanitarian Action” (ALNAP) is recommended as a core source for guidance on evaluation practices.

This section needs more examples
K. Reference and best practice

K.1. Annotated reading list

See ShelterCentre for more publications:
http://www.sheltercentre.org/library

K.1.1 Standards and core publications

The Sphere Project

Go to the Sphere Project website: http://www.sphereproject.org/

Sphere, 2004 [English, French, Spanish, Arabic, Russian and other languages]
The Sphere Project aims to improve the quality of assistance provided to people affected by disaster and improve the accountability of states and humanitarian agencies to their constituents, donors and the affected populations. Most aid agencies, donors and many governments now recognise their importance.
The handbook is arranged in five key chapters covering four sectors – ‘water supply, sanitation and hygiene promotion’, ‘food security, nutrition and food aid’, ‘shelter, settlement and non-food items’ and ‘health services’.
The first chapter additionally describes general standards that are applicable to all four sectors.
The shelter chapter is divided into two sections; ‘Shelter and Settlement’ and ‘Non-Food Items’ (NFIs). Shelter and settlement contains six standards and Non-Food Items contain five standards. A checklist for needs assessment is provided in the appendix.

UNHCR Handbook for Emergencies

Choose language from UNHCR e-library

UNHCR, 2007 [English, French, Russian, Japanese, Chinese, Arabic]

A recently updated guideline for supporting refugees and other displaced persons covered by UNHCR’s mandate. The handbook covers a range of sectoral issues including water and sanitation, community services, shelter and education as well as cross-cutting issues including the environment, legal protection tools and practical ways to implement emergency response. This includes specialist functions such as the process of refugee registration and systems for camp management.

Shelter Standards

DRAFT, ShelterCentre, 2008

These Standards are a preliminary draft and the intention is for humanitarian professionals and manufacturers to optimise these Standards over the course of the project.
The Shelter Standards will provide manufacturers with a manufacturing standard from which their individual designs can be derived.
Transitional Settlement of displaced populations (TSDP)

Oxfam, 2005

Comprehensive guideline for transitional settlement covering both theory and practice. This includes the legal context for shelter, its relation to other sectors. It describes the six settlement options for displaced populations and the process of drawing up a shelter strategy and how to incorporate cross cutting issues. Guidance is also provided for labour, contracting, construction, distribution and assessment.

Tents - A guide to the use and logistics of family tents in humanitarian relief

UN/OCHA, 2004

This booklet explains how and when tents can be used as part of shelter assistance, how they can be adapted to suit the needs of people in emergencies and how they can be procured. This booklet is primarily about family tents rather than larger tented structures, such as those used for warehouses, field hospitals and collective centres.

Transitional Settlement and Reconstruction After Natural Disasters

UNOCHA/DFID/Shelter Centre, 2008

Revised from the UNDRO (OCHA) 1982 edition of 'Shelter After Disaster', the guidelines cover coordination and strategic planning and implementation relevant to transitional settlement and reconstruction following all natural disasters.

Guidance covers the transition following a natural disaster from the emergency shelter needed for survival to durable solutions for communities, including identifying needs for support to communal infrastructure such as roads and hospitals, often over a period of several years.

NRC Camp Management Toolkit

Visit the NRC Camp Management Project Site

NRC, 2008

Since the Camp Management Toolkit was first published in 2004, the field of camp management has undergone a process of rapid and significant development, particularly in terms of the establishment of a Camp Management cluster.

This toolkit provides a comprehensive overview of the camp management role and responsibilities and practical and reference tools to support camp managers in their daily work. It addresses the technical and the administrative as well as the social aspects of camp management. Training workshops worldwide. The use of the Toolkit in more than a dozen IDP and refugee contexts has significantly contributed to this development.

Guiding Principles on Internal Displacement

UN/OCHA, 1998

These Guiding Principles address the specific needs of internally displaced persons worldwide. They identify rights and guarantees relevant to the protection of persons from forced displacement and to their protection and assistance during displacement as well as during return or resettlement and reintegration.
Plastic Sheeting Guidelines
Visit the Plastic Sheeting project website
IFRC/Oxfam, 2007
Advice on the use and procurement of plastic sheeting, including a table of minimum specifications of plastic sheeting performance requirements and tips on the best ways to use plastic sheeting as an emergency shelter material.

Timber use in emergencies guideline
Visit the Timber use in emergencies project website
DRAFT, UNOCHA, 2007
A draft guideline on the use, procurement and logistics of timber in humanitarian emergencies is available from this site. Final version to be published 2009.

Selecting NFIs for Shelter
FINAL DRAFT, IASC/ESC, 2008
This booklet offers guidance on how to: select and combine Non-Food Items (NFIs), such as blankets, cook sets, plastic sheeting and timber, into packages. This booklet offers an overview only of how to: integrate the distribution of these NFIs into wider assistance programmes, involving other sectors and IASC clusters; and integrate the distribution of these NFIs into the development and implementation of shelter sector strategies.

Transitional Shelter Guidelines
DRAFT, ShelterCentre, 2008
These guidelines are intended to support more effective use of transitional shelter as a method of response. They will guide the reader in deciding if transitional shelter is appropriate, developing a coordinated shelter sector strategy, and implementing this strategy effectively.

K.1.2 Programming

Humanitarian Response Review
OCHA, 2005
Key text to understand the background to the cluster system and the attempts to reform international humanitarian response.

This Humanitarian Response Review is an independent assessment of the humanitarian system in which the experts identify reasons why the aid community sometimes falls short of its goals. The report seeks to demonstrate what the humanitarian system's current capabilities are and shows where the shortfalls lie. Already, it has prompted the discussion of how the entire humanitarian system can ensure faster and better responses to the needs of people in distress.
**Cash and Vouchers in Emergencies**

*Visit ODI Resources page*

The Overseas Development Institute has produced a resources guide to cash and voucher programs.

It includes links to SDC’s *Cash Workbook* (practical guide, 2007, External link) and Oxfam’s *Cash Transfer Programming in Emergencies* (2006).

**Cash-based responses in emergencies**

Paul Harvey, ODI-HPG (2007)

“...we argue that cash-based responses should play a growing role in humanitarian response to crises. This paper analyses recent experience with cash programming to highlight emerging lessons and issues that need further analysis.

**Responding to shelter needs in post-earthquake Pakistan: a self-help approach**

Alexandra Causton and Graham Saunders, ODI-HPN, Humanitarian Exchange 34 (June 2006)

Starts on page 10: “this article explores one approach to maximising local ingenuity to meet priority shelter needs. The approach was based on the understanding that households could find appropriate, efficient and durable solutions to rebuilding their homes.”

**The Economic Impact of Shelter Assistance in Post-Disaster Settings**

CHF, 2005

This report reviews studies of the economic impact of shelter provision in post-disaster situations. ... The impacts from backward linkages are enhanced by reliance on local materials and labour. These impacts may be relatively modest at the local level, although potentially important to the national economy.

Impacts from forward linkages are less well studied. Recent research on the importance of home-based enterprises shows that livelihoods relying on shelter provision are the main income source for populations affected by disaster.

**Shelter Rehab – Issues to Consider While Planning Shelter Construction**

CARE-India/SEEDS India, 2005

Compiled in response to the Tsunami, this takes a community perspective on shelter programs, highlighting the inappropriateness of Western urban solutions in rural contexts. It is an attempt to flag issues that should be given thought to when taking up a shelter rehabilitation activity. The underlying principle highlighted herein is that of community based planning and implementation.

**K.1.3 Environment**

**UNHCR Environmental Guidelines**

UNHCR, 2005

A guideline describing environmental concerns associated with the presence of refugees and returnees after conflict, how to mitigate negative effects and promote sustainable settlement. The book covers basic principles of UNHCR’s environmental activities and discussion of technical issues relating to environmental management and other programme sectors. Checklists are also
provided for assessments.

*Environmental Considerations of Human Displacement in Liberia* - *a guide for decision makers*

UNEP (2006)

This report points the relevant humanitarian or environmental practitioner to the relevant source material for detailed guidance on camp site selection, management, and decommissioning as well as providing an overview of the key environmental points relating to the return and resettlement process. Although written for a Liberian context, it is useful in other countries.

*Environmental assessment*

UNHCR, CARE (No date, but after 2005)

UNHCR’s standardisation of Environmental Assessments (EA) across its refugee programs. As well as guidelines for making complete EAs, the handbook also provides a number of simple checklists to assist consideration of environmental issues for these actions (Annex III). Alternatively, if there is some doubt about whether a formal EA is required or not, it might be worthwhile carrying out a Rapid Environmental Assessment (REA).

*Guidelines for Rapid Environmental Assessment in Emergencies (REA)*

Benfield Hazard Research Centre, UCL, and CARE International, 2005 (v4.4)

REA is a tool to identify, define, and prioritize potential environmental impacts in disaster situations. A simple, consensus-based qualitative assessment process, involving narratives and rating tables, is used to identify and rank environmental issues and follow-up actions during a disaster. Also available in French, Spanish and Arabic (go to REA guidelines page at Benfield UCL Hazard Research Centre).

*After the Tsunami – Sustainable Building Guide*

UNEP and SKAT, 2007

This manual is designed to provide project managers with guidance in the area of ‘sustainable reconstruction’. The manual explains how the choice of appropriate design and construction methods and sustainable materials and technologies during the planning, implementation and maintenance phases of reconstruction can protect natural resources and reduce energy consumption and pollution.

*Environmental Needs Assessment in Post-Disaster Situations*

UNEP, 2008

The development of a Post-Disaster Needs Assessment (PDNA) methodology by the Inter-Agency Standing Committee (IASC) Early Recovery Cluster provides an opportunity to address this gap. Within this framework, the United Nations Environment Programme (UNEP) has been requested to take the lead in developing a post-emergency environmental needs assessment method in order to fully integrate environmental needs within early recovery programming.
K.1.4  Construction

*Shade nets: use and deployment in humanitarian relief environments*

MSF/Shelter Centre, 2006

This booklet provides advice on the range of applications and benefits of using shade net in the transitional settlement and shelter of communities affected by natural disasters and conflicts, whether in camps or self-settled.

*Basic Construction Manual for Trainers*

Swiss Red Cross, 2004

Useful training manual for developing technical skills, but also contains good basic advice on construction techniques for all parts of a building.

*Temporary & semi-permanent buildings for health structures in refugees camps*

MSF, 1998

This document is in both French and English which is particularly useful for English-speaking shelter staff working in French-speaking countries. Although focussed on health structures, the text has some good diagrams for basic building as well as some good examples of latrines, showers and other WatSan structures.

*Solomon Islands Home Building Manual*

AusAID, 1990

Excellent, illustrated technical resource with span tables and advice on building houses in the pacific region meeting minimum building regulations.

*Primary School Buildings: Standards, Norms and Designs*

UNESCO, 1986

Useful scan of a document produced for the government of Bhutan with some illustrated examples of school and classroom design.

*Engineering in Emergencies*


NOT DOWNLOADABLE: *Buy the book*

A comprehensive technical reference manual for construction-related projects supporting relief and development programmes. The majority of the book is focussed upon the design and specification of infrastructure for water and sanitation, but also includes some basic guidance for the design and construction of shelter and buildings.

*Rural Building Course Volume 2 - Basic Knowledge*

ITDG (1995?)

NOT DOWNLOADABLE: *Buy the book*

Contains information on basic masonry techniques, basic carpentry techniques and preparation for on-the-job training.
**Appropriate Building Materials**

ITDG (2005)

NOT DOWNLOADABLE: *Buy the book*

Excellent overview of the use of different building materials and construction methods in developing countries.

**Roof Truss Guide**

SKAT (1998)

NOT DOWNLOADABLE: *Buy the book*

Technical guide for building roof trusses for standard roof shapes.

**Building Construction**

SKAT (2000)

NOT DOWNLOADABLE: *Buy the book*

Building construction manual.

**K.1.5 Sanitation**

**Oxfam WatSan resources**

**Oxfam WatSan manuals**

Manuals include: Hand-dug well manual; Malaria control manual; Water distribution manual; Water filtration manual; Water pumping manual; Water storage manual; Water treatment guidelines; Draft version of the Excreta Disposal in Emergencies Manual.

Specifically, *Low-cost drainage manual* is a useful manual for ensuring good, basic drainage on sites.

**Excreta Disposal in Emergencies**

Peter Harvey, WEDC, 2007

“The purpose of this manual is to provide practical guidance on how to select, design, construct and maintain appropriate excreta disposal systems in emergency situations. Relevant situations include natural disasters, relief for refugees and internally displaced people, and complex emergencies, focusing on rural and peri-urban areas.”

**K.1.6 Health**

**Smoke – the killer in the kitchen**

ITDG (2004)

“Smoke in the home from cooking on wood, dung and crop waste kills nearly one million children a year. In its report, Smoke: the Killer in the Kitchen, ITDG Practical Action is calling for global action to save the lives of 1.5 million men, women and children lost each year to lethal levels of household smoke.”

The guide includes a chapter on how to reduce indoor air pollution.
Cooking options in Refugee Situations

UNHCR (2002)

This Handbook provides a summary of practical ideas for the domestic energy sector in refugee situations - a sector that probably has a greater impact on the environment than any other. It covers both proven and experimental ways in which to balance demand for energy with available supply.

Refugee Health

MSF (1997)

Useful information on health issues in emergencies, particularly in application to camps.

The full document cannot be downloaded online; instead an 'introduction' pdf links to other online pdf files. Individual chapters can then be downloaded.

Health Principles of Housing

WHO (1989)

Explains how housing provides: protection against communicable diseases; protection against injuries, poisoning and chronic diseases; reduced psychological and social stress and explains how to improve the housing environment.

K.1.7 Legal issues

Legal resources for housing rights

COHRE, 2000

COHRE published this guide to legal rights to summarise government obligations to their citizens in regards to housing. It is a useful reference document for advocacy projects.

Refer to an ICLA advisor before using this tool.

Pinheiro Principles

COHRE, principles adopted 2005

The United Nations Principles on Housing and property restitution for refugees and displaced populations. Note that implementation of these principles has not been straightforward and not all agencies follow the directions given by these principles as the complexity of humanitarian emergencies does not often provide the conditions for restitution.

Handbook: Housing and Property Restitution for Refugees and Displaced persons: Implementing the "Pinheiro Principles"

Multi-agency, 2007

An inter-agency handbook on implementing the Pinheiro Principles (see above).
K.1.8 Protection

Older people in disasters and humanitarian crises
HelpAge/UNHCR (no date) Also available in Spanish.
“Based on wide-ranging new research from Asia, Africa, Europe and the Americas – and 20 years of global disaster experience – these guidelines aim to help relief agencies meet the special needs of older people in emergencies.”
Provides specific advice for the shelter sector and a ‘vulnerable individual’ checklist.

What Makes A Camp Safe? The Protection of Children from Abduction in IDP and Refugee Camps
Ford Institute, 2008
The Ford Institute’s current research examined 27 factors that have a potential impact on camp security. The study’s findings strongly support the designing of policy intended to address the need for greater security forces within IDP and refugee camps. Its results indicate that simply having a symbolic protective force does not ensure a camp’s protection.

Protecting Persons Affected by Natural Disasters
IASC, 2006
These Operational Guidelines are addressed to intergovernmental and non-governmental humanitarian actors when they are called upon to become active just before or in the aftermath of a natural disaster. The Operational Guidelines do not list the rights of persons as enshrined in international law. Rather, they focus on what humanitarian actors should do in order to implement a rights-based approach to humanitarian action in the context of natural disasters.

Handbook for the Protection of IDPs
Global Protection Cluster Working Group, 2007
The Handbook seeks to: Ensure that staff are familiar with the core concepts, principles and international legal standards that form the framework for protection work; assist staff in operationalizing these concepts; improve understanding of the particular protection risks faced by internally displaced women, men, boys and girls of various backgrounds; provide guidance on how to prevent and respond to the protection risks faced by IDPs; enhance staff skills for carrying out protection work; and promote a consistent and well-coordinated protection response in different operations.

K.1.9 Other areas

USAID Field Operations Guideline (FOG) version 4
USAID, 2005
USAID’s internal operations guideline, covering all aspects of its humanitarian work.
Mapping the Risks of Corruption in Humanitarian Action

HPG and Transparency International (July 2006)

This report lays out where different risks may lie within the complex system of delivery and contracts that forms the basis of humanitarian assistance. Breaking down typical models of assistance by setting out the various elements of the process in tabular form, it attempts to map where various types of corruption exist, and to show the key components of such risks.

Emergency Relief Items Vol. I Compendium of Generic Specifications

IAPSO (2000)

This compendium lists generic specifications for Telecommunications, Shelter & Housing, Water Supply, Food, Sanitation & Hygiene, Materials Handling and Power Supply.

K.2. NRC internal documents

<table>
<thead>
<tr>
<th>Title</th>
<th>Author</th>
<th>Date</th>
<th>Format</th>
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<tbody>
<tr>
<td>Notes on Community Messaging</td>
<td>Jake Zarins</td>
<td>2008</td>
<td>word</td>
</tr>
<tr>
<td>Extremely Vulnerable Individual Return Location Assessment Form</td>
<td>Øyvind Nordlie</td>
<td>2008</td>
<td>excel</td>
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<tr>
<td>Sample Memorandum of Understanding</td>
<td>-</td>
<td>2008</td>
<td>word</td>
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<tr>
<td>Simple Construction Agreement</td>
<td>-</td>
<td></td>
<td>word</td>
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<tr>
<td>Terms Of Reference</td>
<td>Jeroen Quanjer</td>
<td>2007</td>
<td>word</td>
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<tr>
<td>Some Notes And Ideas On Human &amp; Environmental Considerations Related To Camp Set Up Following a Natural Disaster</td>
<td>Jake Zarins</td>
<td>2007</td>
<td>pdf</td>
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<tr>
<td>Best Practice Guidelines for the On Site Decommissioning of Pit Latrines/Septic Tanks Within Transitional Shelter Sites</td>
<td>Jake Zarins</td>
<td>2005</td>
<td>word</td>
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<tr>
<td>Checklist for Camp Decommissioning (DRAFT)</td>
<td>-</td>
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<td>word</td>
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<tr>
<td>Camp Decommissioning notes (DRAFT)</td>
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<td>word</td>
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<tr>
<td>School Construction – Bill of Quantities</td>
<td>Jeroen Quanjer</td>
<td>2008</td>
<td>excel</td>
</tr>
<tr>
<td>Project Budget Forecasting database</td>
<td>Rob Delaney</td>
<td>2007</td>
<td>excel</td>
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<tr>
<td>Labour Costs for Emergency Shelter Interventions</td>
<td>Shaun Scales</td>
<td>2008</td>
<td>word</td>
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**Logistics of Transit Hangar (multi-family) & Single Family Shelters in Batticaloa**  
Comparison of two different shelter models used in Sri-Lanka - multi and single-family.

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<thead>
<tr>
<th>Logistics of Transit Hangar (multi-family) &amp; Single Family Shelters in Batticaloa</th>
<th>Shaun Scales</th>
<th>2007/8</th>
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**Shelter Handbook Burundi**  
Handbook for running NRC shelter projects in Burundi in French.

<table>
<thead>
<tr>
<th>Shelter Handbook Burundi</th>
<th>Stephane Vaughon</th>
<th>2007</th>
</tr>
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</table>

**Addressing the triple challenge of Integration, Resettlement, and Return**  
(Executive Summary)  
A pre-programme assessment of Shelter needs in northern Uganda for NRC.  
Also: Full report in Word format.

<table>
<thead>
<tr>
<th>Addressing the triple challenge of Integration, Resettlement, and Return</th>
<th>Rohan Radhakrishna</th>
<th>2007</th>
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</table>

**Background to NRC Transitional Shelter Implementation in Timor Leste**  
Rehabilitation of market plus provision of family shelters.

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<thead>
<tr>
<th>Background to NRC Transitional Shelter Implementation in Timor Leste</th>
<th>Justin Bayard</th>
<th>2008</th>
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**One-page description of NRC housing project in DR Congo**

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<tr>
<th>One-page description of NRC housing project in DR Congo</th>
<th>Gaston Kavuke</th>
<th>2008</th>
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**‘CORE 200’ Shelter Intervention Project Report and Methodology Discussion**  
For NRC Sri-Lanka

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<tr>
<th>‘CORE 200’ Shelter Intervention Project Report and Methodology Discussion</th>
<th>Jake Zarins</th>
<th>2008</th>
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**WORKING WITH CONTRACTORS**

<table>
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<tr>
<th>Checklist for the Engagement of Contractors (originally from Lebanon)</th>
<th>Richard Evans</th>
<th>2008</th>
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<tr>
<th>Sample Agenda for meeting with Contractors</th>
<th>Richard Evans</th>
<th>2008</th>
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**K.3. Useful quick reference sheets**

There have been suggestions for useful reference sheets such as a conversion table from metric to imperial. Any other suggestions?

**K.4. Annex: working with contractors**

The Logistics Handbook provides information on working with contractors. However, when tendering for high-spec, high-value or complicated projects detailed tendering procedures will need to be followed.

A check list developed in Lebanon for the engagement of contractors is a good guide to the necessary steps.

**K.4.1 Open or Closed Tendering**

Open tendering is when there are no restrictions on who can bid for the work. Closed tendering is when selected contractors (usually 4 – 6) are directly requested by NRC to bid for the work.

NRC’s Logistic Handbook is ambiguous on selecting open or closed tender procedures on contracts worth more than $50,000. ECHO’s guidelines are clearer and state that for contracts up to 300,000 EURO a closed, negotiated process is sufficient.
Open tenders are more transparent and less exposed to the possibility of corruption. However, experience has shown that an open procedure involves considerable more administration and often does not result in the best contractor to be chosen. The following notes give guidance on implementing a closed tender. In the UK, closed tendering is becoming the norm through frame-work agreements or a pre-qualification processes. These are discussed further below.

**K.4.2 Advertisement**

Contractors often like to work with NGOs as funds are normally pre-secured, payments are made on time and flexibility is possible as long as the job gets done. This means that finding contractors is often very easy.

Contracts should be advertised as broadly as possible and they also help to increase NRC’s and donors' visibility.

Advertising procedures vary from context to context, but official channels as well as other channels (e.g. newspaper, notice board) should be used.

Speak to other NGOs to see who they have worked with and if they can recommend anyone that you can encourage to apply for the work.

Advertisements are calls for Expressions Of Interest (EOI) and as the process is closed, contractors are not obliged to complete a full tender at this stage.

Instead we need to know what contractors are available, their experience and qualifications - in other words this is **pre-qualification**. The minimum of information required will be:

- Portfolio of relevant work
- Qualifications of staff
- Company overview and structure
- Experience of works of a similar nature
- Details of works in hand and contractual commitments
- References
- Major items of plant

Once these EOIs have been submitted they should be evaluated and a short-list submitted to the Finance or Operations Manager to approve with supporting analysis. This stage is vital to reduce exposure to corruption.

**K.4.3 Tender Documents**

A full tender document is detailed and will be quite thick! At first inspection detailed tender documents look daunting, but follow the structure and it will be self-explanatory. The Project/Program Manager will need to read and understand the whole document. A sample document is being developed, with yellow-highlighted sections where local context details can be inserted.

Local staff should be encouraged to review ALL the clauses to match them with “local law” and procedure. For example, Lebanese engineers considered that the clauses favoured the contractor too much and so clauses protecting the contractor were edited out!

The Tender Document consists of the following parts:

**VOLUME 1 of 3**

- Instructions to Tenderers
Instructions to Tenderers

This is a very important section of the document and must be carefully edited. It must specify the information required to satisfy us that the contractor can technically complete the works. If so, these should be added to those in section 1.4.2 / 3 / 4 or the existing ones should be edited to suit. The need for the attached schedules is dependent on the level of information received at the EOI stage and the size and nature of the contract.

Form of Tender

It should be explained clearly to the contractor that this section has to be completed and not the form of contract.

Form of Contract

This section will only be completed by NRC through award of the contract. It is included at this stage as the contractor must know the details of the form of contract in order to complete the bid.

Conditions of Contract

These are standard conditions and so no editing is required. Leave these as they are and edit or adjust them in the Contract Data.

Contract Data

This is a very important section and must be completed with care. Any adjustments or amendments to the main conditions of contract clauses can be undertaken here. Feel free to add or subtract any clause modifications.

Specification and Tender Drawings

These are contract specific and should be completed by NRC by cutting and pasting. Note that there are two schools of thought with the specification; either you include every specification that you have regardless of whether you will need them, or you cut out all specs which you know will not be needed. For example, if you know that there will be no reinforced concrete, why have the specification for it? The argument against this is that you never know what changes there may be during construction and many specifications will support each other. It is recommended to leave it as it and add contract specific items in Chapter 2: Particular Specification.

BOQ

These are standard and are up to the individual PMs to adjust. However the preamble is well worded and may well save you in times of dispute so it is suggested that they are left unedited.
K.4.4 **Pre – Tender Meeting**

Experience suggests that a pre tender meeting followed by a site visit will drastically improve chances of a successful contract. Take the contractors through the document page by page. NRC’s overall aim is to complete the works on time, on budget and to a high quality. If the contractor does not understand the Tender documents the likelihood of achieving this is negligible. Allow for questions and answers.

A site visit is also important and should be obligatory for all contractors.

Draw the Tenderers attention to Section 1.1.2 of the Instruction to Tenderers whereby any queries during the tender period must be sent in writing to NRC. Inform local staff that on no account should they talk about the construction works directly to the potential contractors and that this can lead to dismissal.

K.4.5 **Tender Evaluation**

This important process must be as transparent as possible and undertaken by the PM and signed off by the CD/FAM. Attached is a comprehensive format which can be reduced depending on the size of the contract.

K.4.6 **Post Tender Meeting**

It is normal that following the completion of the Tender Evaluation there are some issues to discuss with the leading Tenderer. These meetings must be noted very carefully and be attended by the CD/FAM if possible. Do not skimp on these meetings. Take your time and cover everything you can think of. Attached is a sample agenda.