



**Typhoon Pablo 2012**  
**Shelter Recovery Strategic Operational Framework**  
**By the Shelter Cluster**

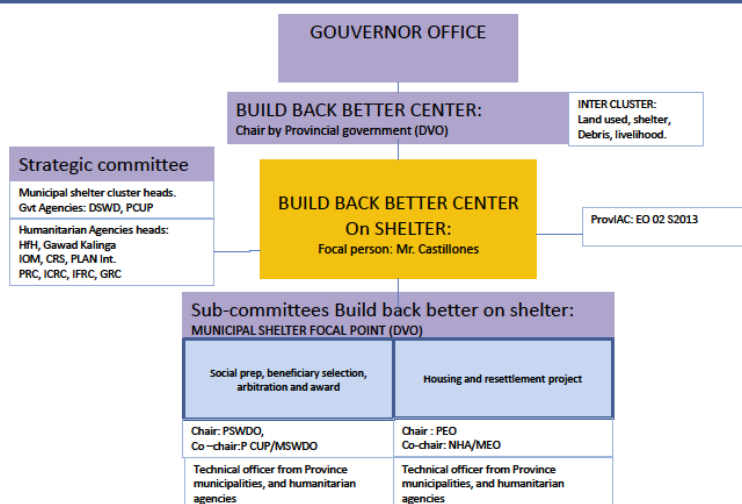


Document revision record	Endorsed by Cluster Partners	Summary of significant revisions	Last issue	Deadline for Revision
Version 1	Yes	For emergency response	20 Dec 2012	
Version 2	Yes	For recovery	17 May 2013	

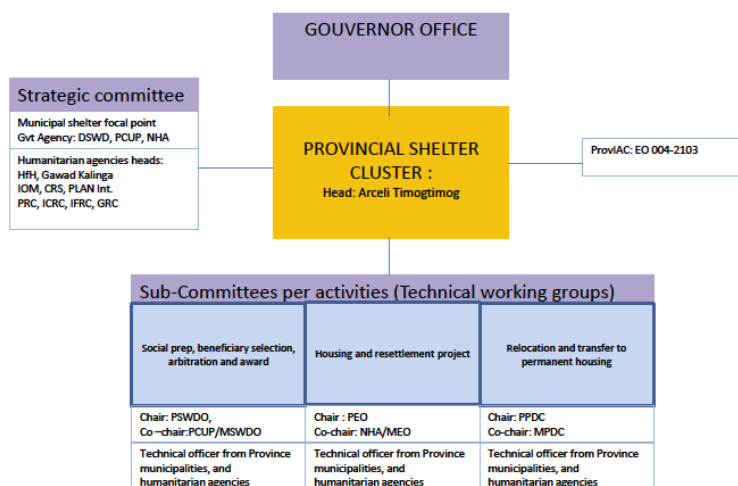
## A. Shelter Recovery Strategic Operational Framework

Country	Philippines
Region	National and Regions XI and Caraga
Response Name	Typhoon Pablo
Cluster Lead Agency	Dept Social Welfare and Development (DSWD)
Co Leads	IFRC Manila based and IOM Provincial based
Contacts DSWD	Region XI: Maria Helena Labrador – maelenaslabrador@yahoo.com 0927.540.9838
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Provincial Strategic committee	As per flowchart below
Sub-Committee	As per flowchart below

### PROVINCE LEVEL COORDINATION DAVAO ORIENTAL TO BBBC on Shelter



### PROVINCE LEVEL COORDINATION COMPOSTELA VALLEY





## B. Strategy Status

### **Purpose:**

This document is the shelter cluster operational framework for recovery. This document should also be read in conjunction with the shelter cluster operational framework for response date 21 Dec 2012.

The purpose of this document is to:

- define the case loads and corresponding recovery activities for each
- advocate for an integrated approach to recovery particularly with WASH and livelihoods
- identify and advocate for cross cutting issues
- define and agree common standards for implementation
- ensure partners are aware and compliant with existing Government strategy and national standards.

This framework has been developed with the cooperation of the Government Provincial shelter cluster in Comval, BBBC in Davao Oriental and lead agency DSWD and facilitated by co lead agencies.

### Progress and findings:

- To date the shelter cluster member agencies have provided more than 65,000 families with significant shelter support out of the 140,000 families that have had their houses partially or totally damaged in the most affected municipalities. This has been through the distribution of 31,000 Emergency shelter kits, 22,000 repair kits and through the construction of 400 temporary or transitional shelters, 1,800 tents and bunkhouses supporting 900 families..
- There is still a significant gap in terms of those families living in damaged and destroyed houses and the amount of support provided so far. There are still families living in evacuation centers, bunkhouses, and 'tent cities' (12,321) and also many living in spontaneous settlements in tents or makeshift emergency shelters (27,591).
- The shelter sector still remains significantly underfunded. Of the US\$15.5m requested through the humanitarian appeal only US\$6.2m has been received to date (excluding the Red Cross Movement and INGO's own appeals mechanisms but still around 30 to 40%).
- While Shelter provision by most INGOs is being downscaled due to the non-availability of funds with only two plus IOM and the Red Cross Movement continuing to provide recovery support for families to repair their homes or rebuild typhoon resilient shelter.
- DSWD is scaling up assistance for recovery and have announced their first allocation of funds with a value of about PHP79m for emergency shelter assistance to repair partially damaged houses. This equates to about PHP10,000 per household. PHP50m will be used in Compostela Valley, PHP13m in Davao Oriental and PHP15m in Davao Del Norte. The funds are to be used to purchase housing materials, which will be distributed by the Government led shelter clusters at Provincial and Municipal levels. An additional 78 Million have been released to build new houses on sites and new houses on resettlement site with PHP 66,560m to Davao Oriental and PHP 11,500m to Compostela Valley province.

### Coordination:

- Interventions in provinces of Davao Oriental and Compostela Valley are shifting from resettlement-focus to providing shelter assistance in original sites or relocation areas within the or close to the same communities. The provincial authorities, while initially focusing on resettlement sites, are now trying to minimise the need for resettlement sites by supporting independent relocation to alternative sites; for instance where families relocate locally within barangays to the closest safe areas.
- DSWD Region XI still has an overall responsibility for coordination of the regional response while the practical coordination of all shelter activities are now being undertaken in the two Provinces by the Shelter Cluster in Compostela Valley and the Build Back Better Center on Shelter in Davao Oriental. All coordination meetings are now held in the Provinces and chaired by the Provincial Government, each has their own dedicated resources from DSWD and the Governor's Office, and each has their own Information Management capacities. Therefore, IFRC is withdrawing their field coordination team that supports DSWD Region XI office effective the 15th May, however, IOM will maintain their role as technical coordination support to the two Provincial clusters.
- The cluster has commissioned a final REACH assessment to be conducted in June. This will verify needs covered and outstanding gaps in the shelter sector as well as assist in evaluating the shelter response provided to date.

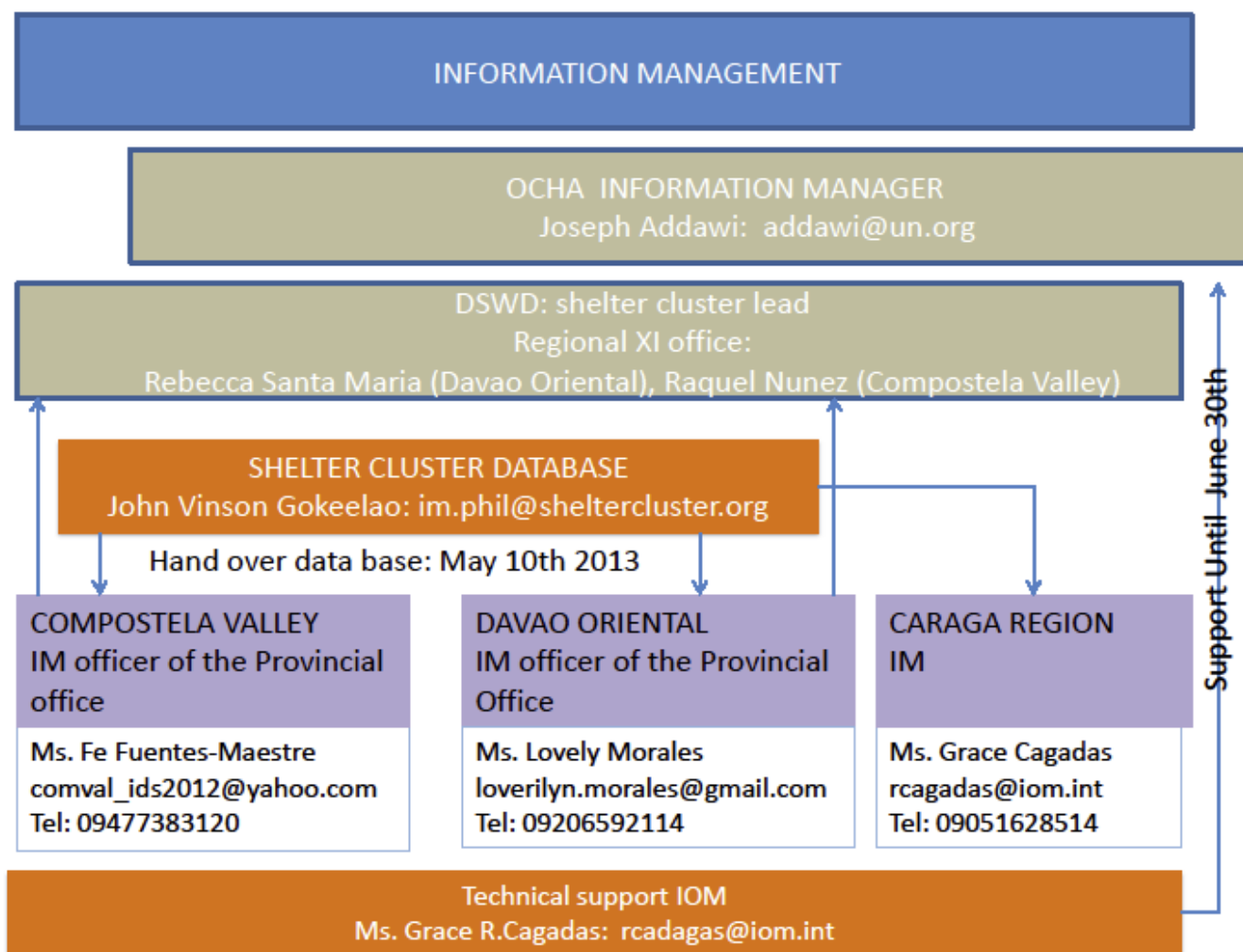


Cross-cutting issues and opportunities:

- A Government policy decision to allow shelter actors access to coco lumber produced by the Debris Clearing and Management Programs of UNDP, ILO and ACTED has provided additional resources to make more shelters available to the beneficiaries. There is a need for the appropriate cutting and storage of coco lumber to enable this valuable resource to be used for recovery and reconstruction.
- An another policy to direct Cash for Work Programs of different partners toward shelter construction and activities supporting shelter has also provided resources to enable the building of increased numbers of temporary shelters.
- There are greater needs for WASH facilities to complement shelter inventions. This is particularly true on the planned resettlement sites. Appropriate water and sanitation facilities and infrastructure are required for all resettlement sites. Lessons should be drawn from previous resettlements in the Philippines.

## C. Monitoring and Reporting

Agency Reporting Modalities	The Agencies report on 3W format to the Provincial IM Officer as per flow chart below
Review of Cluster Performance	Will be organised in June 2013
Operational Impact Monitoring	Will be organised in June 2013





## D. Coordinated Assessments

Policy	<p>Accurate data and good analysis are key to identifying needs and gaps and to identify and locate groups and individuals with specific needs or those at heightened risk for priority assistance. Women, girls, boys and men have different needs, capabilities and constraints and disasters and emergencies tend to exacerbate existing vulnerabilities. It is therefore essential to consult with all affected groups to establish needs and define the most effective way to provide shelter assistance.</p> <p>Where possible participatory assessments should be encouraged and during the assessment enumerators should meet with men and women separately, in a setting that makes both men and women feel comfortable enough to express their concerns.</p>
Previous assessments	<p>Assessment activities to date are :</p> <ul style="list-style-type: none"><li>• The initial multisector rapid assessment issued Sun 9th Dec.</li><li>• First REACH assessment issued Dec 2012</li><li>• Second REACH assessment issued March 2013</li><li>• IOM/CCCM Displacement Tracking Matrix (DTM).</li><li>• DSWD HH need assessment form: Database available in May</li><li>• Cluster partners assessments:<ul style="list-style-type: none"><li>○ JOINT RED CROSS RECOVERY ASSESSMENT REPORT, “Typhoon Pablo” (Bopha) PRC, IFRC, ICRC, GRC, SRC, Compostela Valley and Davao Oriental, 5 – 13 March 2013</li></ul></li></ul>
Planned assessments	<p>Recommended</p> <ul style="list-style-type: none"><li>• Survey the use of initial emergency support and identified those that are still living in inhabitable shelters. (note: the survey is organised by IOM in several Barangay in DVO, the barangays captain are in charge to build team and verification will be done by neighbour barangay team)</li><li>• Detailed assessment of Build Zone and No Build Zone by Mines and Geosciences Bureau</li><li>• The cluster has commissioned a final REACH assessment scheduled for June. This will verify needs and outstanding gaps in the shelter sector as well as assist in evaluating the shelter response provided to date.</li></ul>

<b>E. Case loads</b>			
Detail on beneficiary communities needs to be added when we get it from the DSWD HH need assessment. Vulnerability criteria need to be agreed upon too.			
<b>Original house in build zone</b>		<b>A</b>	<b>B</b>
<b>Target groups</b>	<b>Data base entry</b>	<b>13.01: Totally damage houses</b>	<b>13.03: Partially damage houses</b>
<i>Displaced</i> HHs living in EC's, school, tents, Bunk houses and makeshift shelters recognised by DSWD as being part of an EC	1.01: Evacuee		
<i>Displaced</i> HHs living in spontaneous settlements of makeshift shelters or tents, but not recognised by DSWD as being 'in side EC's'.	1.02: Transition home		
<i>Displaced</i> HHs living with host families, etc.	1.05: staying with relatives/friends		
<i>Non-displaced</i> HHs living in their plots in build zone or can self-relocate in build zone.	1.03: Returned to Home + 1.04: Stayed at home		
	<b>Total</b>		
<b>Original house in NO BUILD ZONE</b>		<b>A</b>	<b>B</b>
<b>Target groups</b>	<b>Data base entry</b>	<b>Willing to be transfer in a resettlement site</b>	<b>Willing to move to alternative safe site</b>
<i>Displaced</i> HHs living in EC's, school, tents, Bunk houses and makeshift shelters recognised by DSWD as being part of an EC	1.01: Evacuee		
<i>Displaced</i> HHs living in spontaneous settlements of makeshift shelters or tents, but not recognised by DSWD as being 'in side EC's'.	1.02: Transition home		
<i>Displaced</i> HHs living with host families, etc.	1.05: staying with relatives/friends		
<i>Non-displaced</i> HHs living in their plots in build zone or can self relocate in build zone.	1.03: Returned to Home + 1.04: Stayed at home		
	<b>Total</b>		
<b>Case load notes, assumptions, and sources of information</b>			
<ol style="list-style-type: none"> <li>DSWD are the source of all numerical information: Source from DAFAC and HH need assessment.</li> <li>Household (HH) average size assumed to be 5 members .</li> <li>It is important to have as much information as possible about the beneficiary communities to appropriately plan shelter and housing responses. Taking into account the different shelter design needs or constraints of women and men, and persons with specific needs – for example single or pregnant women, unaccompanied minors, older persons, persons with disabilities, sexual minorities - may limit risks faced by these stakeholders.</li> </ol>			



## F. Shelter strategic options matrix

### Context:

The provision of shelter assistance is primarily set out in the Omnibus Guidelines on Shelter Assistance (Administrative Order 17 of 2010) (The Omnibus Guidelines). These Guidelines establish the types of shelter assistance that will be available to those affected by disasters, the beneficiary selection process, and the roles and responsibilities of different departments and committees in implementing relocation and resettlement programs.

The Omnibus Guidelines provide for three types of assistance:

1. Core Shelter Assistance (CSA): This entails the provision of new shelter units, withstanding winds of up to 220 kph – provided to ‘family-victims’.
2. Modified Shelter Assistance (MSA): Limited financial or material assistance to supplement existing materials /resources of the family. While CSA has set unit designs, MSA may use different designs because of cultural, economic, religious and political considerations. The Omnibus Guidelines indicate that MSA will be provided for constructing houses on relocation sites, but DSWD has indicated that they intend to provide MSA to support the reconstruction of totally damaged houses within Build Zones as well. DSWD has said this will be available to those who remain on site in safe locations and have to rebuild.
3. Emergency Shelter Assistance (ESA): The provision of materials or financial assistance to “self-build”, available to those who ‘opted not to be relocated’.

The Shelter Cluster agencies provide 3 types of assistances:

1. Permanent housing in resettlement site: Gawad Kalinga. Similar to CSA
2. Full shelter: Semi-permanent : IFRC Equivalent to MSA  
Typhoon resilient shelter: IFRC, ICRC  
Temporary shelter: IOM
3. Skeleton shelter: Typhoon resilient shelter: ICRC, CRS
4. Shelter repair kit: Equivalent to ESA

Cash for Work (CFW) is integrated in all program:

1. For skill worker: carpenter and mason
2. For unskilled worker: to support families that could no be assisted directly by shelter assistance.

DRR programs:

1. EIC material dissemination
2. Training on good construction practice.
3. Training on awareness on shelter safety: PASSA
4. Contingency plan

### Notes:

1. All displaced and non displaced categories are subject to permanent resettlement when the Government declares ‘no build zones’.
2. Where appropriate cash grants or vouchers can be considered as a method of implementation – in coordination with appropriate support and monitoring mechanisms.
3. All repairs and permanent structures must be provided in coordination with the appropriate level of technical training, monitoring and guidance.
4. All repairs and permanent structures must comply to the appropriate recognised national standards and with guidance from the National Housing Authority.
5. Maximum recommended time for tents and tarps as a place of main habitation is 3 months.



## Shelter strategic options matrix for Build Zones for partially damaged houses

Target groups	Objective of intervention	Emergency activities up 6 months	Early recovery 3to 9 months	Recovery activities 5 to 24 mth
<b>1.01 Evacuees</b> <b>Displaced</b> - HHs living in makeshift and in Bunkhouses or tents which are recognised by DSWD and classified as 'inside EC'	<ul style="list-style-type: none"> <li>Support ladderized shelter option. (but avoid multiple relocation)</li> <li>Support provided to HHs to return to their original place and repaired or reconstructed homes.</li> </ul>	<ul style="list-style-type: none"> <li>Maintain bunkhouse</li> <li>Tarps repl. for tents</li> <li>CGI for makeshift</li> <li>Rental shelter option</li> </ul>	<ul style="list-style-type: none"> <li>SUPPORT RETURN REPAIR ON SITE</li> <li>ESA= Shelter repair kit</li> </ul>	<ul style="list-style-type: none"> <li>DRR:</li> <li>reinforcement of repaired houses.</li> <li>Contingency plan</li> <li>Training (PASSA)</li> <li>Water and sanitation</li> </ul>
<b>1.02 Transition home</b> <b>Displaced</b> - displaced HHs living in spontaneous settlements in makeshift shelters or tents. Not recognised by DSWD as being 'in side EC's'.				
<b>1.05 Staying with relatives/friends</b> <b>Displaced</b> HHs living with host families, etc.	<ul style="list-style-type: none"> <li>maintain the HHs outside ECs</li> <li>Support provided to HHs to return to their original place and repaired or reconstructed homes</li> </ul>	<ul style="list-style-type: none"> <li>Host family support</li> <li>Rental shelter support</li> </ul>		
<b>1.03: returned to home</b> <b>1.04: Stayed at home</b> <b>Non-displaced</b> HHs living in partially damaged houses.	Support provided to HHs to repair and reinforce their damaged houses.	<ul style="list-style-type: none"> <li>Emergency shelter kit</li> <li>ESA= Shelter repair kit</li> <li>CFW</li> </ul>		





### Shelter strategic options matrix for Build Zones for Totally damaged houses

Target groups	Objective of intervention	Emergency activities up 6 months	Early recovery 3to 9 months	Recovery activities 5 to 24 mth
<b>1.03 Evacuees</b>  <b>Displaced</b> - HHs living in makeshift and in Bunkhouses or tents which are recognised by DSWD and classified as ‘inside EC’	<ul style="list-style-type: none"> <li>– Support ladderized shelter option. (but avoid multiple relocation)</li> <li>– Support provided to HHs to return to their original place and repaired or reconstructed homes.</li> </ul>	<ul style="list-style-type: none"> <li>– Maintain bunkhouse</li> <li>– Tarps repl. for tents</li> <li>– CGI for makeshift</li> <li>– Rental shelter option</li> </ul>	<ul style="list-style-type: none"> <li>- SUPPORT RETURN BUILD ON SITE</li> <li>• T Shelter</li> <li>• Typhoon resilient shelter</li> <li>• Semi-permanent shelter</li> <li>• Modified shelter assistance (MSA)</li> <li>• CFW (technical support)</li> </ul>	<ul style="list-style-type: none"> <li>- SUPPORT RETURN BUILD ON SITE</li> <li>• Core shelter assistance (CSA)</li> <li>• Modified shelter assistance (MSA)</li> <li>- DRR: <ul style="list-style-type: none"> <li>• mitigation measure and reinforcement repaired houses</li> <li>• training (PASSA)</li> </ul> </li> </ul>
<b>1.04 Transition home</b>  <b>Displaced</b> - displaced HHs living in spontaneous settlements in makeshift shelters or tents. Not recognised by DSWD as being ‘in side EC’s’.				
<b>1.05 Staying with relatives/friends</b>  <b>Displaced</b> HHs living with host families, etc.				
<b>1.03: returned to home</b> <b>1.04: Stayed at home</b>  <b>Non-displaced</b> HHs living in makeshift shelters (or tents) on the plots of their totally destroyed house.	<ul style="list-style-type: none"> <li>– Support provided to HHs to rebuild their destroyed houses.</li> </ul>	<ul style="list-style-type: none"> <li>– Emergency shelter kit</li> <li>– CGI</li> <li>– CFW</li> </ul>	<ul style="list-style-type: none"> <li>– MSA</li> <li>– T shelter</li> <li>– CFW (technical support)</li> </ul>	<ul style="list-style-type: none"> <li>– Permanent house solution on site <ul style="list-style-type: none"> <li>• Modified shelter assistance (MSA)</li> <li>• T shelter</li> <li>• Typhoon resilient shelter</li> </ul> </li> <li>– DRR: <ul style="list-style-type: none"> <li>• reinforcement of the TS to comply with permanent houses standards.</li> <li>• Training (PASSA)</li> </ul> </li> </ul>

### Shelter strategic options matrix for No Build Zones for partially and totally damaged houses

Target groups	Objective of intervention	Emergency activities up 6 months	Early recovery 3to 9 months	Recovery activities 5 to 24 months
<b>Displaced</b> - HHs living in Bunkhouses or living in makeshift and or tents which are recognised by DSWD and classified as 'inside EC'	<ul style="list-style-type: none"> <li>Support ladderized shelter option (but avoid multiple relocation)</li> <li>Maintain EC's</li> </ul>	<ul style="list-style-type: none"> <li>Emergency shelter kits</li> <li>Nippa shingles</li> <li>Tarps repl.</li> <li>Rental shelter option</li> </ul>	<ul style="list-style-type: none"> <li>Support the move to bunkhouse or TS.</li> <li>T Shelters in relocation site</li> <li>CFW (technical support)</li> </ul>	<ul style="list-style-type: none"> <li>Relocation in alternative certified build zone site</li> <li>Resettlement</li> <li>Site planning and land development</li> <li>Permanent house solutions Core shelter assistance (CSAP)</li> <li>Modified shelter assistance (MSAP)</li> <li>DRR: <ul style="list-style-type: none"> <li>reinforcement of the TS to comply with permanent houses standards.</li> <li>Training (PASSA)</li> </ul> </li> </ul>
<b>Displaced</b> - displaced HHs living in spontaneous settlements in makeshift shelters or tents. Not recognised by DSWD as being 'in side EC's.	<ul style="list-style-type: none"> <li>HHs relocated to transitional safe settlement.</li> <li>Support provided to HHs to have access to Permanent shelter solution in safe site</li> </ul>	<ul style="list-style-type: none"> <li>Emergency shelter kit</li> <li>Tarps repl</li> <li>Support the move to recognised EC</li> <li>Rental shelter option</li> </ul>		
<b>Displaced</b> HHs living with host families, etc.	<ul style="list-style-type: none"> <li>Maintain the HHs outside ECs</li> <li>Support provided to HHs to have access to Permanent shelter solution in safe site</li> </ul>	<ul style="list-style-type: none"> <li>Host family support</li> <li>Rental shelter solution</li> <li>CFW</li> </ul>	<ul style="list-style-type: none"> <li>T Shelters in relocation site</li> <li>CFW (technical support)</li> </ul>	
<b>Non-displaced</b> HHs living in makeshift shelters (or tents) on the plots of their totally destroyed house or in their damage houses	<ul style="list-style-type: none"> <li>Support provided to HHs to have access to temporary shelter (tents, makeshift) until move to EC or TS</li> <li>Support provided to HHs to have access to Permanent shelter solution in safe site</li> </ul>	<ul style="list-style-type: none"> <li>Emergency shelter kit</li> <li>Tarps repl.</li> <li>CFW</li> </ul>	<ul style="list-style-type: none"> <li>Transitional shelter in relocation site</li> <li>CFW (technical support)</li> </ul>	

## H. Beneficiaries selection

Vulnerability Criteria		
	CRITERIA	RANK To be adjusted by Social prep. Sub-Committee
<b>AGE GROUP</b>		
Families with small children (under x year old)	<b>-5</b>	2
senior citizens (above x year old), Elderly Headed HH	<b>+60</b>	2
<b>HEALTH</b>		
Pregnant and lactating mothers	<b>X</b>	2
Physically or mentally disabled, PWDs, seriously ill members or with special needs	<b>X</b>	2
Families with damage houses whose head of HH died or were incapacitated as result of disaster	<b>X</b>	2
<b>SOCIAL</b>		
Surrogate parents of orphaned children	<b>X</b>	2
Household size (plus x member)	<b>+7</b>	2
Solo parents, single headed household, Women headed	<b>X</b>	2
<b>ECONOMIC</b>		
4 Ps Beneficiary, or under 2000 php/month	<b>X</b>	2
Head of the household with no regular income or employment	<b>X</b>	2

## CONDITION Criteria

<b>LEVEL OF DAMAGE</b>	
Totally damage houses	x
Partially damage houses	x
<b>OCCUPANCY STATUS</b>	
HH have a land right used for mini x years (permanent houses)	Min 15 years
HH have a land right used for mini x years (transition site)	Min 5 years
Register as resident in the barangays	x
<b>PARTICIPATION (according to ranking in vulnerabilities criteria)</b>	
Provide unskill labor during the time of construction	x
Will provide raw material to construction site	x
Will complete the house with extra material within the agreed time frame	x
<b>ASSISTANCE</b>	
The beneficiary is not recipient of any other shelter program	x



Priorities				
ZONE	LOCATION	Level of Risk	Complexity	Priority
HH from unsafe site	Transit home (makeshift, shanti)	High	High	Before next raining season
	Transit home (tents)	High	High	Before next raining season
	Stay at their place of original	High	High	Before next raining season
	Bunkhouses	Low	High	
	Evacuation center (school)	Low	High	Before next school year start
HH from Safe site	Tents cities	Medium	Low	Before next raining season
	Bunkhouses	Low	Low	
	Evacuation center (school)	Low	Low	Before next school year start
	Stay at their site in totally damage houses	Medium	Low	Before next raining season
	Stay at their site in partially damage houses	Low	Low	

## I. Policy and Guiding Principles

The provision of temporary housing is to be guided by relevant international standards particularly the UN Guiding Principles on Internal Displacement – see Annex X. These principles are integrated into this operational framework and are summarised below. It is the responsibility of the aid community to support Government in meeting its obligations to the affected population. Further information is available from the Shelter Cluster, including practical steps to assist with implementation.

	Considerations
Guiding principals	Apply relevant international standards particularly the UN Guiding Principles on Internal Displacement.
	The cluster defined emergency shelter response as tents, tarps, shelter repair kits and tool kits. Transitional shelters and bunkhouses will be used where appropriate.
	Use locally available human and material resources in order to achieve maximum participation and empowerment of the local economy without compromising the principles of environmental sustainability
	Shelter programmes seek to ensure equity across all vulnerable groups. Such assistance should be based on independent assessment of level of damage, vulnerability, community resilience, hazard risk, and number of households affected.
	Standardize the relief items. Avoid situation where different agencies provide different packages.
	The typhoon affected areas of CARAGA and Region XI are conflict-affected for the past few decades. An estimated 60 - 80% of the affected communities are indigenous to these lands, and live in particularly remote hard-to-get areas. Ensure that these communities are receiving adequate and timely support on an equitable basis, and that the specific needs of these communities are properly considered.
	Disaster risk reduction and mitigation measures are integrated into emergency response
	Support community and owner driven reconstruction to build back better.
	The emergency shelter response should move quickly into longer term DURABLE solutions.
	Avoid partial coverage of needs in a beneficiary community.
	Ensure distributions are well coordinated and dignified to ensure equal access of men and women to shelter materials and NFIs.
	Prioritise good coordination of HCT members with lead cluster partner DSWD. Engage with, and build capacities of local authorities and Government coordination bodies.
	Ensure proper linkages with relevant Clusters as appropriate, especially Health, CCCM, Water-Sanitation, Protection, and Early Recovery
	Ensure mainstreaming of cross-cutting issues, See below
	Explore and encourage the use of alternative technology for providing construction materials. Such alternative technology should be environmentally friendly and easy to use.
	Encourage and enable the participation of affected communities in assessments, planning, implementation, monitoring and evaluation of shelter programmes.
	Ensure that site planning reduces the risk of exploitation and abuse of women, girls, boys and men through choice of location, lighting and provision of public spaces for the social, cultural and informational needs of women, girls, boys and men.
	Consider the different design needs of women and men, and persons with specific needs as well as ensure that shelter design is appropriate for the climate, social and cultural context
Policy	Ensure relocations due to hazard mapping are fair and equitable. The community to be relocated and the planned host community should be consulted and fully involved in the decisions making process.
	In the first phase there is an emphasis on tarpaulins for roofing, but it's also recognized that quick support is needed to assist those trying to build makeshift emergency shelter or repair damaged houses – shelter materials, repair kits, tool kits, etc.
	When markets allow cash or vouchers are considered an adequate methodology. But they must be supported with appropriate levels of training, technical support/guidance and monitoring.
	Maximise use of salvaged building materials.
	All fallen trees belong to the DSWD. These are to be collected and processed for the shelter emergency and recovery programmes. Close coordination with UNDP on early recovery opportunities should be considered, e.g. saw mills, labour, etc
	On-site / owner-driven construction is the preferred methodology. This methodology should be supported by the appropriate level of technical training, guidance/supervisions and monitoring.
	Opportunities should be sought to encourage integration with livelihoods, e.g. building material markets, skilled artisans and unskilled labour, transportation of materials, etc, .



	Tents are the least appropriate form of emergency shelter, with planned settlements the sheltering option of last resort
	No use of illegally-sourced timber
	Cash-for-Work or Food-for-Work are adequate methodologies, these should be used in combination of a wider package of support. Use common standards as advised by the Govt. Men and women should receive equal pay.
	Prioritize allocation of resources according to agreed vulnerability criteria, and according to capacities and presence of Cluster members
	Prepare timely transfer of responsibilities to local institutions, including Information Management unit
	Emergency responses focus on the effective and timely provision of emergency <i>and</i> transitional Shelter. The shelter response reflects the linkages between shelter risk reduction, preparedness, relief, recovery, and development, resulting in a seamless transition from emergency to recovery and reconstruction.
	Where income-earning shelter programming is either not possible, shelter programmes could identify alternate means of participation, such as skills-training in basic construction, for groups in the community that have not traditionally been in charge of building. Participation in shelter construction can offer women and girls greater financial independence.
Strategy	– Support market-led/owner-driven recovery initiatives through self-help support at community level
	– Work with Gov't and local authorities to inform households consistently and coherently through mass media on policy directives as they emerge, including, for example:
	– Technical advice (e.g practical and affordable storm resistant construction techniques)
	– Mechanisms for (land tenure) dispute arbitration
	– Advocacy for relocations to be community driven and supported by appropriate level of development
	Establish need for emergency and temporary shelter solutions based on level of damage, vulnerability, community resilience, hazard risk, and number of households affected
	Assistance should be prioritized equitably according to vulnerability (e.g child and female-headed households, the elderly, and physically disadvantaged)
	Support those living with host families, self-settling in urban and rural areas, and, should it prove necessary, developing appropriate infrastructure for unplanned or planned camps.
Aim	To complement Government and civil society efforts in providing all disaster-affected persons with safe, appropriate, and habitable shelter – at least one safe room per household – in dignity, to defined international standards.
Objective	See Annex X Specific, Measurable, Applicable, Relevant, Prioritized, and Time-bound using indicators of success which have been pre-agreed within and between Clusters against which to measure progress
Standards	Provision of emergency and transitional shelter assistance will strive to comply with minimum standards as outlined in the following documents: Technical Guidelines and Standards established by the shelter cluster in Davao The Sphere Project; Humanitarian Charter and Minimum Standards in Disaster Response, 2011; ( <a href="http://www.sphereproject.org">www.sphereproject.org</a> ) Transitional Settlement of Displaced Populations; ( <a href="http://www.shelterproject.org">www.shelterproject.org</a> ) Guide to the use and logistics of family tents in humanitarian relief ( <a href="http://ochaonline.un.org/lisu">ochaonline.un.org/lisu</a> )
IM	Maintain an integrated monitoring capacity using common methodologies, definitions, and indicators
	Carry out trend analysis of planned vs actual and report/inform where targets are not achieved.
	Geo-statistical mapping of variables
Phasing	Reporting within the Cluster – all members must report information to the DSWD lead cluster.
	Work with the Early Recovery Cluster on merger and hand-over planning for reconstruction from the outset using early recovery frameworks
Comm	A standing preparedness capacity for renewed responses and the coordination thereof should be maintained as long as funds and capacities allow.
	Ensure public information to beneficiaries on policies and shelter assistance
	Beneficiary communications: ensure that feedback and complaint mechanisms are established for beneficiary communities



## J. Cross Cutting Issues

<b>Gender</b>	<ul style="list-style-type: none"> <li>Gender inequality remains a challenge that contributes to discrimination and exclusion from access to resources, public services, education, healthcare services and employment and to gender-based violence. This undermines the human rights, health, dignity and the inherent potential of every human being.</li> <li>Gender inequality takes many forms and is rooted in differential power relationships. Gender interacts with other dimensions of diversity such as - but not limited to - age, class, ethnicity (including minority and migrant groups), sexual orientation, HIV or AIDS status, and disability.</li> <li>These interrelationships can further exacerbate inequitable and discriminatory behaviour and practices.</li> <li>By advancing gender equality and embracing diversity, the impact of many other humanitarian problems can be reduced including violence, inequitable access to services, and the negative consequences of disasters.</li> </ul> <p>Agencies in the Shelter Cluster all have a strong gender focus in their work including consultation of women and men, boys and girls throughout the program cycle and in beneficiary selection. Agencies providing shelter kits and housing repair kits provide construction training to both men and women. Given reported incidences of human trafficking and migration by both men and women to urban areas following the loss of homes and livelihoods the Shelter Cluster is working to develop opportunities for joint programming with Livelihoods, Early Recovery Clusters. Shelter Cluster is also working with the Protection Cluster to identify and map shelter-related protection issues (including trafficking, migration, and GBV).</p>
<b>Disability</b>	<p>See annex X supported by Handicap International</p> <p>Agencies are addressing disability through targeted beneficiary selection but this is not as high on the agenda as most agencies have focused on tarpaulin distribution. As agencies begin to distribute shelter kits and some agencies start on permanent housing projects, disability-inclusive design will become more central to programming. Focus so far has been on community mobilization in prioritizing and supporting people living with disabilities.</p>
<b>Age</b>	See annex X supported by Help age
<b>HIV/Aids</b>	To be confirmed
<b>Environment</b>	<p>Discussions ongoing about role and usefulness of environmental advisor. Given cluster lifespan and agency resources, it is likely that an environmental advisor could be more useful working directly with the government on areas including no build zones, relocation sites, DRR and debris clearance. Some environmental considerations are (partially) covered by the technical coordinator role (especially relating to no build zones and DRR).</p> <p>Care taken with building rubble – monitor content for asbestos or contaminants.</p> <p>Ensure best practice during reconstruction for disposal of building waste materials.</p>
<b>Land tenure</b>	<ul style="list-style-type: none"> <li>Ensure awareness of the differences in statutory and customary laws</li> <li>Both formal and informal types of tenure should be considered</li> <li>Humanitarian shelter assistance shall be provided to all disaster affected families irrespective of their legal tenure status.</li> </ul>

## K. Intercluster Coordination

Current cluster configurations are held in Annex X

<b>Protection</b>	<p>Refer to checklists in the Annex x.</p> <p>The typhoon affected areas of CARAGA and Region XI are also conflict-affected for the past few decades. An estimated 60 - 80% of the affected communities are indigenous to these lands, and live in particularly remote hard-to-get areas. Many, but not all are residing in protected lands for indigenous communities, much of which is poorly developed (infrastructure) and where many villages are in remote areas that are hard to reach, especially after the Typhoon. Ensure that these communities are receiving adequate and timely support on an equitable basis, and also to ensure that the specific needs of these communities are properly considered by the various clusters</p> <p>Without construction assistance, women and girls may feel pressure to engage in transactional/survival sex for help collecting materials and building a shelter.</p> <p>Note - UNFPA will be carrying out monitoring to report on compliance with Protection checklists held in this framework.</p>



<b>Early Recovery</b>	The early recovery cluster will coordinate: <ul style="list-style-type: none"> <li>• Debris removal – in public places and fallen trees and housing timber production;</li> <li>• Cash for work; Repairing community infrastructure;</li> <li>• Support to local govt on DRR;</li> <li>• Rule of law;</li> <li>• Restoration of life lines (comms, electricity, services)</li> </ul>
	Recognise that many may rebuild without financial support. We should advocate for technical guidelines and monitoring to help them build back better rather than rebuild the same vulnerabilities they originally had.
	Support to recovery starts now. We need to support those who have no shelter and people getting back into their houses and enabling them to stay in their own properties urgently, with emergency shelter and repair kits.
<b>Education</b>	Support to evacuation centres and shelter support that will allow returns will vacate school
	We must advocate that public buildings which could act as evacuation centres in the future are built back better to ensure they don't collapse again in future probable events. As was the case in Cateel, Boston and Baganga.
	Child and mother friendly spaces.
<b>CCCM</b>	Site planning - see guidelines for tents
	Site planning - see guidelines for settlement planning
	Guidelines for planning of bunk houses – include and prioritise WASH and Protection
	Camps and tents are NOT an ideal option and should only be a last resort. Camps and bunkhouses must be adequately planned and supported with services.
<b>Health</b>	Health issues which arise from living within makeshift shelters with tarpeline/plastic sheeting and tents and evacuation centres.
	Health issues arising from living in camp environments for extended periods of time.
<b>WASH</b>	See Annex X for input from WASH cluster
	Ensure WASH activities are included in the development of shelter interventions – including bunkhouses and relocation sites.
	Ensure community participation in identifying water and sanitation practices and future needs.
	Ensure appropriate levels of household sanitation are provided with all shelter solutions during the emergency and recovery phases.
	Ensure appropriate levels of household water provision are provided with all shelter solutions during the emergency and recovery phases.
	Ensure Hygiene Promotion forms part of any WASH related to the provision of shelter
	Ensure community participation in identifying water and sanitation practices and future needs



## ANNEXES:

### Annex X

#### UN Guiding Principles on Internal Displacement

The provision of temporary housing is to be guided by relevant international standards particularly the UN Guiding Principles on Internal Displacement. These principles are integrated into these suggestions and are summarised below. It is the responsibility of the aid community to support Government in meeting its obligations to the affected population. Further information is available from the UN, including practical steps to assist with implementation.

**1. Relocation should be voluntary**

Displaced persons should not be coerced to move and force should never be used. Every internally displaced person has the right to liberty and freedom to choose his or her place of residence.

**2. Access to information and participation**

Displaced persons must be provided with full, free and impartial information regarding all plans for relocation and resettlement. Authorities should ensure the full participation of displaced persons in the planning and management of any return, resettlement or relocation process.

**3. Access to humanitarian assistance and basic services**

All displaced persons must have full, free and unimpeded access to humanitarian assistance. This includes: essential food and drinking water; basic shelter and housing; appropriate clothing; and essential medical services and sanitation. The relocation, resettlement or return of displaced persons should not interfere with their access to these basic rights.

**4. Access to education**

All displaced children should receive access to free education. Education should respect their cultural identity, language and religion. Education and training facilities should be made available to internally displaced persons, in particular adolescents and women, as soon as conditions permit.

**5. Access to livelihoods**

Internally displaced persons have the right to seek freely opportunities for employment and to participate in economic activities.

**6. Family unity must be respected**

The fundamental principle of family unity must be upheld at all times. Every effort should be taken to ensure that families stay together during the relocation, resettlement or return of displaced persons. Special attention should be paid to care arrangements for unaccompanied or separated children to ensure that they are relocated with existing care givers in the community.

**7. Protect women, children and groups with special needs**

Special attention should be paid to the protection needs of unaccompanied and separated children, women-headed households, single parent households, the elderly and disabled during return, relocation or resettlement.

**8. Right to documentation**

The local authorities should ensure that displaced persons have access to all the necessary documentation for the full enjoyment of their legal rights, these include personal identification documents, birth certificates, marriage certificates, proof of land tenure and land and property ownership documentation. The authorities should facilitate the issuance of new documents or the replacement of documents lost in the course of displacement. Women and men should have equal rights to documentation and the right for documentation to be issued in their own names.

**9. Protect the civilian character of all camps**

The civilian, non-political, humanitarian nature of camps should be protected at all times. Humanitarian assistance should be provided in accordance with the principles of humanity and impartiality and without discrimination on the grounds of race, religion, ethnicity, or political affiliation. Humanitarian assistance to internally displaced persons should not be diverted, in particular for political or military reasons.



**10. Avoid multiple relocations**

Wherever possible the local authorities should avoid moving people multiple times. Ideally, families should be moved only once to the same land where permanent shelters will be eventually be constructed, or to land in the same vicinity as future permanent settlements.

**11. Respect cultural and conflict sensitivity**

All relocation plans should be sensitive to the ethnic, religious, cultural and political composition of the displaced population. Every effort should be taken to ensure that the needs of earthquake displaced populations and conflict displaced populations are dealt with in a fair and egalitarian way, without discrimination.

**12. Provide assistance to host families**

Humanitarian relief assistance should be provided to families hosting displaced people.

Annex X

Typhoon Pablo Shelter Cluster LOGFRAME			
OBJECTIVES	INDICATORS	MEANS OF VERIFICATION	ASSUMPTIONS
Goal : To support the most vulnerable families affected by Typhoon Pablo to recover.	% of the population have recovered to an agreed standard.	Reach Survey.	
Outcome 1 : The most vulnerable families affected by Typhoon Pablo have received adequate emergency shelter support.	% of the population have received emergency shelter to an agreed standard.	3 W report	
Output 1.1 : Support to evacuation centres	No of families in ECS No of families that move out of Ecs	3w Consolidated data	
Output 1.2 Support to camps	No of families in tents No of families that move out of camps	3w Consolidated data	
Output 1.3 Bunkhouses and transit shelter	No of families in transit shelter (transitional DSWD standard)	3w Consolidated data	
Output 1.4 Emergency shelter	No of families have received Emergency shelters kits	3w	
Outcome 2 : The most vulnerable families affected by Typhoon Pablo have received adequate assistance to recover	% of the population have received emergency shelter to an agreed standard.	3 W report	
Output 2.1 : Support to partially damage houses on site	No of repair kit provide and used	3 w	
Output 2.2 Support to totally damage houses on site	No of transitional or permanent shelter rebuild	3w	
Output 2.3 Support the population living in NBZ to relocate in a safe area or in resettlement site	No of transitional or permanent shelter built	3w	
Outcome 3 The most vulnerable families affected by Typhoon Pablo have participate in a CFW.	% of the population have received CFW related to shelter.		
Output 3.1 CFW for skill labor	No of worker involved	Paid roll	
Output 3.2 CFW for preparing Coco lumber	No of worker involved	Paid roll	
Output 3.3 CFW for unskill labor	No of worker involved	Paid roll	
Outcome 4 The affected communities have received advises on Build Back Better and DRR.	% of the population have received DRR message.		
Output 4.1 Training	No of training	Listing of attendees	
Output 4.2 Sensitisation/ shelter safety awareness	No of session No of of messages broadcast on media		
Output 4.3 EIC's	N° of EIC printed and distributed	List of municipality where EIC have been distributed	

**Annex X**
**Inter cluster coordination**
**Cluster structures, lead agencies and co-leads**

Cluster	Lead Agency	Co Lead
Food		WFP
Sub cluster NFI		IOM
Nutrition	DOH	
Early Recovery		UNDP
Camp coordination/management	DSWD	IOM
Education		UNICEF
Shelter	DSWD	IFRC/IOM – emergency
WASH	DOH	UNICEF
Health	DOH	WHO
Logistics	OCD	WFP
Protection	DSWD	UNHCR/UNFPA

**Coordination mechanism and Shelter Cluster**

- The Shelter Cluster itself is lead by DSWD. National level coordination and policy-setting occurs through the IFRC-seconded Shelter Coordination Team. IOM has provided coordination support at Provincial and Municipal cluster are supported by IOM, CRS...
- The operating structure in Davao Oriental is Build Back Better center, under the Office of the Governor. Build Back better center in charge of the coordination of an integrated approached with all sectors.
- The Provincial Government of Compostela Valley Province create the Provincial Shelter Cluster Committee on permanent housing sustainable communities.
- Intercluster Coordination mechanism have been put in place at Provincial and Municipality level.
- CARAGA region coordination: IOM is doing 1 coordination at province level in one of the 2 provinces of Caraga. The other province have only municipal coordination.

The following operational Agencies will support the coordination at Provincial and Municipal level. Each Agency will inform the Hub level cluster on assessments, gaps, ongoing/planned activities and constraints.

**Municipality Coordination support**

Region	Municipality	Lead Agencies
Caraga Region	Agusan del Sur	– IOM (Hub level cluster coordinator) – World Vision,
	Surigao del Sur	– IOM (Hub level cluster coordinator)
Region XI	Compesella Valley	– IOM (Hub level cluster coordinator) – Catholic Relief Services, – Habitat for Humanity – RC/RC
	Davao Oriental	– IOM (Hub level cluster coordinator) – Catholic Relief Services – Habitat for Humanity – RC/RC



