

Shelter and Non-Food Items Cluster

Republic of South Sudan

March 2014



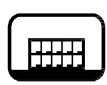

Strategy and Guidance

Strategy Status	Version	Status	Effective date	Next revision
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Executive Summary:

This document outlines the strategy for the shelter response in South Sudan following the violence that broke out in December 2013, the ensuing large-scale displacement and the pending rainy season. The initial strategy was drafted in January 2014 and has been reviewed by the South Sudan Shelter Cluster Strategic Advisory Group (SAG), with two revisions to date. It should be seen as a living document as the context remains fluid. The document focuses on emergency shelter provision, as it is too early to begin detailed planning on recovery.

	Grouped settlement			Dispersed settlement
	POC sites 	Spontaneous settlements 	Collective centres 	Dispersed locations and with host communities 
total IDPS* (710,600)	75,643 12%	245,000 (est.) 35%	3%	50%
CRP* target	9,600 HH	28,000 HH	2,400 HH	40,000HH
NFI	-According to need -Blanket coverage where possession rates low -Targeted coverage for extremely vulnerable individuals			-According to need -Blanket coverage where possession rates low -Targeted coverage for extremely vulnerable individuals - Inclusion of host community where appropriate
Emergency Shelter	Target 5 sites: -Site planning -Shelter elevation and standard emergency shelter kits (reinforcement kits where shelters pre-exist)	- Site upgrade --Shelter elevation and standard emergency shelter kits (reinforcement kits where shelters pre-exist)	-Acute emergency shelter kits -Decommission after returns	-Acute emergency shelter kits -Standard emergency shelter kits for families hosting most vulnerable IDPs (where accessible)

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Annex 1 State Focal Point Terms of Reference

Annex 2 Response Focal Point Terms of Reference (to be developed)

Annex 3 Strategic Advisory Group Terms of Reference

Annex 4 Non-Food Items Technical Specifications

Annex 5 Acute Emergency Shelter Kit Technical Specifications

Annex 6 Standard Emergency Shelter Kit Technical Specifications

Annex 7 Assessment tool for concentrated sites

Annex 8 Guidance on Use of Schools as Shelters (Education Cluster)

Annex 9 Position on encampment (CCCM Cluster)

1.0 Strategy summary

* Planning figures from OCHA and Crisis Response Plan (CRP)

2.0 Situation Summary

On December 15 2013, violence broke out in Juba and quickly spread to other parts of the country in a political dispute that quickly took on ethnic dimensions, with targeting of civilians and widespread destruction and looting of homes and assets. As a result, according to OCHA, an estimated 710,600¹ people have been internally displaced, with 171,000 people being displaced into neighbouring countries. It should be noted that these are estimates coming from various unconfirmed reports and relate to mobile populations. An additional 1,000,000 people are projected to be displaced by June 2014. Two months into the crisis, the three worst affected states, Jonglei, Upper Nile and Unity, remain broadly divided into Government and opposition held areas with shifting frontlines, a situation that is likely to persist until the rainy season, when ground movement becomes more challenging for armed actors.

This volatile situation is driving multiple waves of displacement as well as continued destruction of residential and commercial property. Bentiu, Malakal and Bor are almost entirely destroyed with civilian and humanitarian buildings and assets badly affected as the towns have changed hands. In Juba also, where violence has been limited since the initial days of the crisis, 51% of people sheltering in the UN bases reported in January that the roofs and walls of their houses have been completely destroyed or damaged, with 90% reporting destroyed or damaged doors and windows, reflecting the extent of looting that occurred in some areas of the town.

Housing, land and property issues are of serious concern, with clear patterns of secondary occupation in abandoned houses (25% of the population in the Juba UN bases report their houses as occupied by strangers) and ownership and tenure issues compounded by the violence (of the 55% in the Juba UN bases without formal title, the majority report that this is due to loss or damage related to the conflict).² This will become a major issue when people elect to return to their homes.

Displacement has taken several forms, all of which reflect high levels of need for shelter and NFI support. The UNMISS bases in Juba, Bor, Bentiu and Malakal have become areas of protracted, highly congested displacement for people seeking protection from targeted violence. Some people have been able to move in and out of the bases to salvage possessions from their surrounding homes, and commerce has sprung up inside the bases to differing extents, enabling limited access to basic items. A first phase of basic NFI provision including plastic sheets has been undertaken; the shelter situation remains dire, primarily spontaneous structures of available materials insufficient to last rainy season. These populations represent only a fraction of the total displaced population.

Assessments and responses in government-controlled areas have found several instances of spontaneous settlements where initial displacement has been concentrated into population centres with relatively predictable access. In these circumstances, shelter and NFI need is extremely high as host community capacity to absorb is overwhelmed, particularly in a context of continuous and multiple displacements. Meanwhile, humanitarian partners working in opposition-controlled areas have reported a higher incidence of multiple consecutive displacements, with a highly dispersed population scattering into rural areas with less predictable access to assistance. Where possible, people are fleeing into areas where support networks are available through ethnic affiliation, and are hosted by communities. Other groups have been observed settling on river islands, seeking protection from the natural barrier the water affords them.

With migration and trading patterns disrupted, and growing levels of chronic vulnerability concentrated in the areas worst affected by violence,³ the Shelter and NFI Cluster needs to be prepared to respond to multiple waves of displacement within a complex operating environment characterized by major logistical challenges, ongoing insecurity and significant potential for interference into humanitarian activities.

¹ Source: OCHA South Sudan Crisis, Situation report as of 24 February 2014, Report number 22

² REACH Rapid Shelter Sector Assessment, UN House and UNMISS Tongping, January 2014

³ IPC, January 2014

With rainy season approaching, this demands rapid scale up and implementation of adequate shelter and NFI programming in areas that are relatively accessible (Eastern Equatoria, Lakes, Warrap, Central Equatoria, and including the POC sites) and strengthening of flexible, mobile response and coordination capacity for areas where the situation remains more volatile (Jonglei, Unity, Upper Nile) to ensure the greatest needs are met.

3.0 Objectives and results

3.1 Strategic Objectives

As defined in the Crisis Response Plan for January to June, the following four strategic objectives will guide the overall humanitarian response to the crisis.

SO1	Provide an integrated life-saving coordinated response to immediate humanitarian needs of conflict-affected people (internally displaced people, host communities and refugees in country). This will include (but not be limited to): preventing and responding to life-threatening diseases and malnutrition; distributing food, shelter and household items; providing healthcare, including care for wounded patients and mass vaccinations; and delivering water, sanitation and hygiene services.
SO2	Provide protection to conflict-affected communities and access by conflict affected people to services, including (but not limited to): protection of civilians, gender and conflict sensitive programming, demining activities, and emergency education.
SO3	Support the resumption of livelihoods activities by affected communities as quickly as possible and building resilience by providing integrated livelihoods assistance.
SO4	Provide logistical support, including transport of personnel and goods, accommodation for aid workers and storage of assets in deep field locations to enable the life-saving and livelihoods response.

3.2 Cluster Objectives

As defined in the Crisis Response Plan, the specific objectives of the Shelter and Non-Food Items Cluster to June 2014 include:

CO1	Timely provision of basic NFIs to displaced populations.
CO2	Timely and appropriate provision of emergency shelter solutions to displaced populations.
CO3	Appropriate provision of basic NFI and, if relevant, emergency shelter to most affected host community.

Expected Output	Target
Distribution of basic NFI kits to people in need	400,000 IDPs
Provision of appropriate emergency shelter solutions to people in need	340,000 IDPs

4.0 Guiding Principles

The aim of the cluster system at the country level, as stated in the IASC (Inter-Agency Standing Committee) guidance note,

...is to strengthen humanitarian response by demanding high standards of predictability, accountability and partnership. It is about achieving more strategic responses and better prioritization of available resources by clarifying the division of labour among organizations, better defining the roles and responsibilities of humanitarian organizations, and providing the Humanitarian Coordinator with both a first point of call and a provider of last resort.

The Shelter and NFI Cluster is committed to the following principles, which will guide shelter and NFI interventions:

- **Appropriateness:** in emergency provision, and shelter design and technologies, which should be based on context;
- **Equity:** cluster partners will harmonise their responses in order to provide a similar level of aid to the different affected populations, and will promote equity within and between affected communities.
- **Sustainability:** wherever possible interventions should support local economies and livelihoods.

Guiding principles for project design and implementation:

- The projects will target primarily those families most affected by the disaster and with most limited means for self-recovery.
- The projects will encourage beneficiary participation in the identification and implementation of shelter solutions.
- The projects will ensure that the materials provided (wood, bamboo etc.) are procured via legally harvested sources and minimise environmental impact.
- Shelter and NFI projects will be designed to maximize positive impact on the local and regional economies.

5.0 Management and Coordination

5.1 Cluster Structure

The cluster system was established in South Sudan in 2010. The Shelter and NFI Cluster lead is IOM, passed from UNJLC in January 2011. The cluster co-lead is World Vision International.

At state level, the cluster is represented by cluster state focal points that convene regular coordination meetings and liaise closely with the national coordinators to ensure an adequate preparedness and response. An effective response requires an efficient coordination, not only within the shelter cluster but also with other clusters. The Shelter and NFI Cluster is therefore an active member of the ICWG (Inter-Cluster Working Group) and participates in state or response level Humanitarian Coordination Forums where they are operational. The cluster works closely with WASH, CCCM and the Protection Cluster. The Protection Cluster has a Housing, Land and Property Working Group which the cluster participates in, led by UNHCR and NRC (also Shelter Cluster partners).

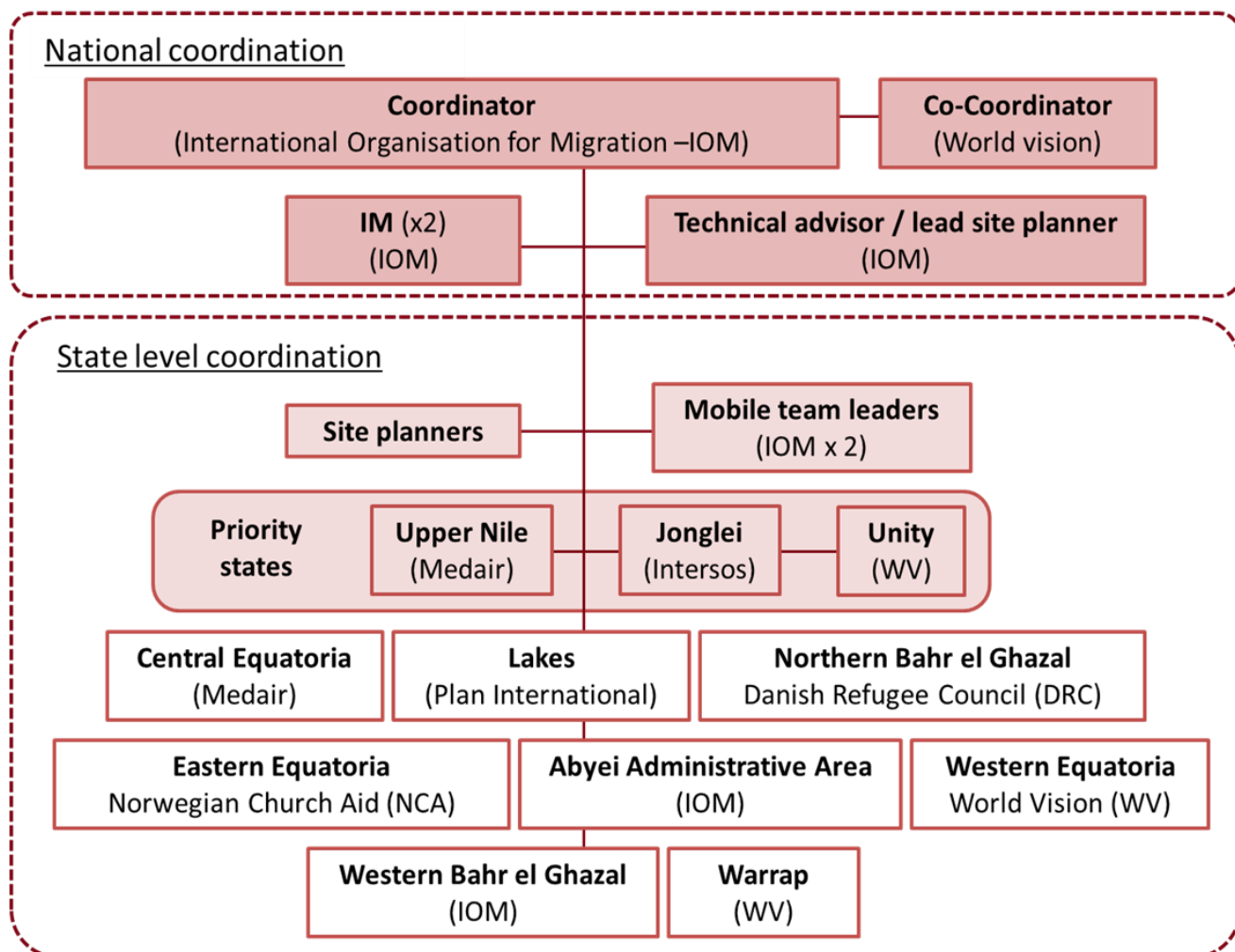
IOM and state focal points work closely with OCHA EP&R (Emergency, preparedness and response) to monitor emergencies and conduct appropriate assessments and cluster based response. Shelter related issues and proposed interventions should be raised and discussed at the Shelter and NFI Cluster meeting in the appropriate state, and/or at national level to ensure coherence and coverage of the cluster (see Annex 1, State Focal Point ToR).

South Sudan is a very large country, divided into 10 states (11 including the Abyei Administrative Area). Due to this decentralization and donor community prioritization, restricted to high risk states, cluster representation varies from state to state in terms of actors, type of intervention and reporting. State Focal Points are often staff from the largest operational agency for shelter and NFI in the state, and are coordinators for a limited percentage of their time, and implementers the rest.

To cover gaps, the cluster lead IOM and key partner Medair have established mobile emergency teams which can be deployed at short notice. These teams depending on the circumstance can also be used as in-country, indispensable surge capacity to provide an improved response when the state clusters are overstretched. The capacity and number of these teams will be strengthened to cope with the current crisis.

Cluster structure (as of 24 February 2014)

South Sudan Functional Coordination – national and state level



In addition, response focal points will be identified at county or response level where appropriate. Focal points will be identified based on presence and capacity.

5.2 Post-crisis: shifts in approach and scale-up

The crisis has required in some shifts in the coordination structure and approach, particularly in the worst affected states:

- **Technical support - site planning/shelter:** with new displacement patterns, notably concentrations of IDPs in large numbers, the cluster requires strengthening of available skill sets in site planning and shelter. The cluster team will include three technical advisers, one based in Juba and advising nationally, two mobile to fill gaps where necessary, including follow up on cluster TWIGs.
- **Information Management:** 2 dedicated staff: an Information Management Officer and a Monitoring and Reporting Officer.
- **100% dedicated State Focal Points for Jonglei, Unity and Upper Nile:** For the three worst affected states (Jonglei, Unity, Upper Nile): 100% dedicated State Focal Points to improve the quality of information gathering and sharing.
- **Devolved coordination to Response Focal Points where necessary:** Since the crisis, the fluidity of the security situation has seen the cluster devolve coordination to identified focal points in each of the major response centres as required, while response is ongoing (see Annex 2, Response Focal Point ToR).
- **Coordination forums in Juba where necessary for Jonglei, Unity and Upper Nile:** Since many partners will not be operating out of respective state capitals to all parts of the state, with opposition areas likely to be accessed from Juba, coordination forums for partners operating in Jonglei, Unity and Upper Nile will also be held in Juba as necessary.

- **Strengthened mobile coordination support:** The cluster lead agency is also strengthening the mobile emergency response team for NFI and emergency shelter, with the capacity to provide both response and coordination surge wherever gaps exist.

5.3 Strategic Advisory Group (SAG)

The cluster has established a Strategic Advisory Group with the membership of 11, agreed on 20 February 2014 to include 3 donors, the cluster lead and co-lead, IFRC, 1 UN agency, 1 NNGO, and 3 INGOs.

The Strategic Advisory Group endorses the cluster strategy and advises on when it should be adjusted; appoints Technical Working Groups to provide guidance on specific technical issues; and contributes to advocacy messaging for the cluster (see Annex 3, Strategic Advisory Group ToR).

The members are: ECHO, DFID, USAID, IOM, WV, IFRC, UNHCR, LCED (NNGO), Concern, Medair, NRC, ICRC, MSF and OCHA are invited to attend as observers.

5.4 Technical Working Groups (TWIG)

Technical Working Groups will be established and dissolved as necessary by the Strategic Advisory Group. A TWIG has already been convened to develop emergency shelter designs. Together with CCCM, the cluster participates in a site planning TWIG. Future Shelter Cluster TWIGs may address cash transfer programming, Housing, Land and Property issues (in collaboration with the Protection Cluster's Land Coordination Forum), return, and transitional shelter, for example.

6.0 The Common Pipeline

The common pipeline system has been in place in South Sudan since 2011. IOM manages the common pipeline for South Sudan, procuring the bulk of the stock for the pipeline and transporting it to IOM and partner warehouses in strategic locations across the country. In order to cope with tremendous needs since the crisis, partners showing the willingness to contribute to the common effort were invited to join with their contribution respecting the existing framework and SoP in place. Furthermore partners who are able to respond to emergency based on need assessments and with approval by the cluster can access the pipeline stock wherever it is stored, in order to accelerate the response.

UNHCR has been contributing key items to the common pipeline since the onset of the crisis (approximately 20% of the total requirement in the Crisis Response Plan). Rather than creating a parallel system, UNHCR shown the willingness to closely collaborate with its contributions strengthening the common pipeline and serving cluster distribution partners through the existing common management system.

IOM, as cluster lead, signs Partnership Agreements with organisations that access the pipeline for storage and distribution. Partners manage the field warehouses used for storage, and handle transport from warehouse to response site. When responding, partners are required to submit assessments, distribution lists and distribution narrative reports in standard cluster format for tracking and accountability.

While some partners outside the cluster system procure their own NFI stock, the cluster encourages participation in the common pipeline system to ensure uniform and coordinated response across the country, and economy of scale.

Within the parameters of the Crisis Response Plan, the pipeline target for NFI is 100,000 kits, and 68,000 emergency shelter kits (44,000 acute emergency and 24,000 standard emergency: see standard kit composition below).

7.0 Standard Kit Composition (based on household of 5 pax)

Pipeline procurement is carried out based on standard kits agreed by the cluster, and designed to meet the emergency needs of a household of 5.⁴ Prior to the crisis, the pipeline stocked the standard NFI and emergency shelter kits. Since the crisis, two separate emergency shelter kits have been defined by a Technical Working Group to allow response as appropriate to differing caseloads and constraints. The contents of the kits have been decided on the basis of:

- **Appropriateness** across South Sudan in a wide variety of contexts.
- **Relevance** to the cluster's life-saving emergency mandate and conformity with international standards as far as possible.
- **Logistics and cost** considerations given the scale and challenge of operations in South Sudan.

The three key kits are:

1) Non-Food Items kit

2) Emergency Shelter kits

- Acute emergency shelter kit:** for use where framing materials are locally available, or where transport is limited to airlift.
- Standard emergency shelter kit:** for use where framing materials are difficult to access or where numbers will overwhelm local supply, and where road or river transport is feasible.

Needs assessments determine the mix of items that are distributed on the ground. The standard kit informs procurement and stockpiling and can be distributed in appropriate cases, facilitating large scale, rapid emergency response. However, items should only be distributed on the basis of need. If need for only specific items is identified, only those items will be distributed.

Given the bulk of the wooden poles and bamboo poles in the standard emergency shelter standard kit, localised procurement is encouraged wherever possible for these items to reduce the need for transport (weighing this with potential environmental or market impact). For this reason, partners on the ground are encouraged to identify local procurement possibilities for these materials and to carry this out locally where appropriate.

Sand or granular soil for improving drainage and elevating individual shelters where necessary will not be included in the pipeline, as solutions and sourcing will be local and specific to each project, and therefore this cost is not included in the below breakdown.

Hoes are included in the pipeline for communal use at a rate of 1 per 10 households. Partners will manage the communal use of tools. Partners may also supplement the hoes with additional tools for communal use as appropriate to the caseload and location.

See Annexes 4, 5, and 6 for technical specifications. **Costs vary significantly depending on location, supplier and order size.**

Standard Non-Food Items Kit (household of 5)			
Item	Unit cost (USD, to Juba)	Number in Standard Kit	Total (USD)
Plastic sheet (4x5)	15.00	1	15.00
Kitchen set	15.00	1	15.00
Kanga	4.00	2	8.00
Bucket	4.50	2	9.00
Soap (800gm)	2.50	2	5.00
Mosquito net	6.00	2	12.00
Sleeping mat	3.00	2	6.00
Blanket	5.50	2	11.00
Plastic sack	2.00	1	4.00
TOTAL COST PER STANDARD KIT (transport not included)			85.00
Estimated transport cost: by road, USD 25; by air, USD 45.50 per kit			

⁴ Until the crisis, the cluster operated on an assumed household size of 6. Data gathered over the last two years within the cluster has reflected that 5 is more accurate on average. In the current crisis context, it has been decided to assume a household size of 5. This also brings the cluster in line with the FSL and WASH Clusters who work on the basis of 5.

Weight 16kg; Volume 0.075 m3	
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Acute Emergency Shelter Kit (household of 5)			
Item	Unit cost (USD)	Number in Standard Kit	Total (USD)
Plastic sheet (4x5)	15.00	2	30.00
Nylon rope (30m)	4.50	1	4.50
Pegs	2.00	6	12.00
Hoe	10.00	1 per 10 HH	1.00
TOTAL COST PER STANDARD KIT (transport not included)			47.50
Estimated transport cost: by road, USD 25; by air, USD 45.40 per kit			
Weight 15kg; Volume: 0.0468 m3			

Standard Emergency Shelter Kit (household of 5)			
Item	Unit cost (USD)	Number in Standard Kit	Total (USD)
Plastic sheet (4x5)	15.00	3	45.00
Rubber binding rope	5.00	2	10.00
Nylon rope (30m)	4.50	1	4.50
Bamboo poles (10)	6.00	2	12.00
Wooden poles	7.00	6	42.00
Hoe	10.00	1 per 10 HH	1.00
Sandbag	1.00	36	36.00
TOTAL COST PER STANDARD KIT (transport not included)			150.50
Estimated transport cost: by road, USD 35 per kit; by air, not applicable			
Weight: 131kg; Volume: 0.4 m3			

Family Tents

The cluster has also stockpiled tents (6x12m communal and 4x4m family tents) for contingency. As detailed below, if framing materials cannot be transported to locations of concern by mid-March, family tents will be airlifted to these locations to ensure a shelter solution adequate for the rainy season is available in these locations. All tents meet UNHCR/IFRC specifications.

8.0 Response Strategy

Populations have moved into different forms of displacement, with differing needs and constraints which will shape the shelter and NFI cluster's response strategy. Response models will be broadly dictated by population concentration and fluidity of movement, accessibility, and stability.

In relatively accessible, stable areas, the cluster will scale up to ensure delivery at appropriate levels, based on registration and verification of the affected populations. In areas that remain more volatile and difficult to access, the cluster will strengthen Juba based mobile teams who are able to implement more flexible and rapid response methodologies.

Working with the CCCM, Protection and WASH clusters, the Shelter and NFI Cluster will focus its shelter interventions on the following categories - protection of civilian sites in UN bases (12 per cent of all people displaced), collective centres (3 per cent of all people displaced), spontaneous sites (35 per cent of all people displaced) and displaced people residing in host communities or taking refuge on islands (50 per cent of all people in need).⁵

Taking into account security and access constraints, in the Crisis Response Plan the cluster targets 400,000 people in immediate need. Basic NFI will reach all of these: acute emergency shelter support will be delivered in addition to 340,000 people. The cluster will encourage the response process to be inter-agency as far as possible to ensure transparency and accountability, as well efficient use of resources.

Emergency shelter solutions will be provided according to the types of settlement of people in need. Two emergency shelter designs have been developed: one for acute emergency, taking into account key logistics considerations such as the need to airlift supplies; and a second which employs more durable materials to achieve a shelter capable to endure the rainy season and meet humanitarian standards more closely, but which depends on road or river access.

As step forward, the Cluster will deliver additional emergency shelter as needed, for people returning home to damaged or destroyed houses, though this phase is not covered extensively within the parameters of the Crisis Response Plan. In these cases, using sustainable locally adapted shelter solutions will be considered according to the situation. Furthermore the REACH assessment team has been engaged to conduct an assessment on the type and extent of shelter damage in the worst affected towns, which will be used to inform the return strategy.

The Cluster will also explore potential links with local livelihoods, including cash-for-work and vouchers, as an alternative to the in-kind provision of materials, in cases where it can be cost effective and supportive of local economies.

8.1 Populations in POC sites (inside UNMISS bases)

Since the onset of the crisis, people have sought protection inside UNMISS in the highest concentrations in Juba, Bor, Malakal and Bentiu. Key challenges for the NFI and shelter strategy in the POC areas include:

- **Population fluidity:** those with genuine protection concerns are unable to leave the bases. However the populations remain extremely fluid, often higher in the daytime, particularly in Juba, with people from the towns moving into the bases to engage in commerce or to receive humanitarian assistance. This has posed significant challenges for registration of the population residing in the sites, with implications for both NFI (inclusion error) and shelter (accurate target numbers for on-site shelter upgrades). In the state capitals which have changed hands between Government and opposition forces, populations have undergone significant shifts in line with protection needs, with both influx and out-flux. This can be expected to continue: shelter and NFI solutions in the POC sites need to take this into account.
- **Site density:** limited space prevents shelter actors from implementing solutions that meet minimum standards. Implementation of adequate shelter solutions adequate for rainy season is also linked to

⁵ These figures were compiled at the time that the Crisis Response Plan was written with information coming from UNOCHA and CCCM cluster. These figures may vary significantly from one state to another and according to the evolution of the situation.

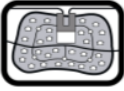
ongoing decongestion efforts in Juba, Malakal and Bor: shelter projects need to be timed in coordination with decongestion efforts to avoid doubling efforts and wasting resources.. Failure to implement suitable shelter solutions in time for the rainy season may have security implications, with IDPs in some sites already indicating their intentions to take over the UN infrastructure if they cannot find an adequate solution. Furthermore, fire hazard on congested sites might lead in the worst case scenario to a high number of casualties. The cluster will closely link with CCCM cluster in order to mitigate such risk through awareness raising, provision of enough space between structures where possible⁶, access and evacuation roads, and also setting up early warning and basic firefighting equipment.

- **Black cotton soil:** with the restricted and bounded space in the POC areas, rainy season is of paramount concern in all sites, but particularly the black cotton soil regions – Malakal and Bentiu – which will fast become bogs. Drainage and elevation of space consuming shelter plots in all sites is therefore top priority – failing to ensure dry sleeping space for people in the sites will have serious health implications.
- **Logistics and access:** access is most concerning for the state capitals: Malakal, Bentiu and Bor. Insecurity on the roads is resulting in dependence on UNMISS force protection within government held areas. Cross-line road convoys are being explored but there is no guarantee that this will eventuate as security concerns are extreme. These constraints will have the greatest impact on the shelter solution to be implemented.

Equity across the sites should be maintained as far as possible. Communication is rapid and discontent will quickly set in if there are perceptions of inequity. Differing NFI and shelter needs must be taken into account; in some bases, IDPs have used materials available on-site and many have secured items and materials through their own means. In most cases, however, framing materials in use are inadequate for the rainy season and reinforcement will be required.

The first phase of the emergency response involved broad-based distribution of essential NFI including plastic sheets to populations in most of the POC sites, with communal shelters in addition erected in some sites, including tent contributions by various TCCs and existing structures inside the bases. The cluster is in clear consensus that implementation of shelter programming adequate to rainy season, including adequate site planning, drainage, elevation and reinforcement of shelters must be undertaken now.

It must be emphasised that the POC sites represent a small percentage of the overall affected population (total 28,964 households registered by DTM in 5 sites as of end February 2014). The congestion and restricted mobility in the sites, however, demands that adequate household shelters are in place for rainy season to avert psychological and physical health and protection/security issues from escalating. The current overarching strategy for POC sites is below.

 POC sites: Shelter and NFI Strategy Summary	
NFI	<ul style="list-style-type: none"> • Prepositioning of standard NFI kit items in cluster allocated storage in POC sites (see Annex 1, standard NFI kit for South Sudan). • Blanket distribution (100% coverage) of specific NFI according to need, determined by systematic monitoring to be undertaken bi-weekly by Shelter or CCCM Cluster partners (see Annex 7, assessment tool; if 75% or more of an adequate sample size do not possess a specific item, this will trigger blanket distribution of that item). Blanket distribution to be based on IOM DTM registration lists. • Targeted NFI distribution to extremely vulnerable individuals through a referral system to be established in coordination with protection partners.
Shelter	<ul style="list-style-type: none"> • Effective site planning, including functional drainage and access pathways as far as possible (in coordination with WASH and CCCM Clusters).

⁶ Standards specified 2 times the high of the structures, 1 time could be considered as the minimum acceptable in acute crisis period (around 2 meters).

	<ul style="list-style-type: none"> • Delivery of reinforcement kits where shelters pre-exist, with technical assistance to families to reinforce their shelters adequate for rainy season (4 wooden poles, 20 bamboo poles, 1 plastic sheet, 30m nylon rope, rubber binding rope, tools for communal use; see Annex 5 for technical guidelines). • Delivery of emergency shelter standard kits adequate to rains where shelters do not pre-exist (new sites), with technical assistance to families to reinforce their shelters adequate for rainy season (6 wooden poles, 20 bamboo poles, 2 plastic sheets, 30m nylon rope, rubber binding rope, tools for communal use; see Annex 6 for technical guidelines). • Elevation to ensure shelters maintain dry sleeping areas, through construction of elevated platforms to be delivered in concert with reinforcement/e-shelter kits (sandbags, 4 cubic metres of sand/suitable granular soil, 1 plastic sheet, tools for communal use).⁷ <p>➤ <i>If sufficient quantities of framing materials cannot be moved by road to any POC area prior to mid-March, and sufficient space can be allocated, family tents will be airlifted to those locations for prepositioning and use as a last resort.</i>⁸</p>
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8.2 Collective centres

In affected urban centres, churches and schools have been hosting IDPs, often in multiple waves. In Juba, for example, the first groups came from surrounding communities during the initial waves of violence, following which influxes of IDPs from other parts of the country without immediate support structures to turn to. In some centres, the population has remained relatively stable while others host for short periods (where people have only been seeking temporary protection, or where the unfolding security situation makes the centre no longer safe).

School and church structures are often overwhelmed and unable to support the populations adequately. However, creation of a pull factor which cannot be managed by the local structures must be avoided at all costs, and support should be provided only in liaison with and by request of the responsible pastor or manager.

Wherever possible, alternative shelter should be provided to avoid use of schools for shelter, to enable normal school operations to continue (see Annex 8, guidance on use of schools as shelters).

Where people are gathering in collective centres in volatile areas, collective centres will be responded to through flexible mobile teams.

 Collective Centres: Shelter and NFI Strategy Summary	
NFI	<ul style="list-style-type: none"> • Provision/distribution of NFI according to need, in liaison with responsible party of the centre
Shelter	<ul style="list-style-type: none"> • Delivery of emergency shelter kits according to need, in liaison with responsible party of the centre. If access constraints exist, acute emergency shelter kit. • Decommissioning to revert the premises to their original use as soon as IDPs find alternative solutions.

8.3 Spontaneous settlements


Assessments and responses in government-controlled areas have found several instances of high population concentrations where initial displacement has been followed by a settlement into population centres with relatively predictable access to basic services (for example, Awerial, Nimule). Host community absorptive capacity is completely overwhelmed leaving many families sleeping in the open.

⁷ In Malakal, UNMISS has identified a new site which will be elevated in its entirety. If this is completed in time it will not require individual shelter elevation. However, sandbags will be prepositioned in Malakal for contingency.

⁸ This will be the case in Malakal POC where an initial delivery of 1,000 tents is underway as of 10 March.

In the first phase of the crisis, one challenge with spontaneous sites was a lack of clarity about the intentions and stability of the population. It is still possible that people may move on, either due to shifts in the security situation, or decision making regarding the rains. In 1991, for example, a similar population fled from the Bor massacres into Awerial for the duration of the dry season, and then moved further east when the rains arrived, as Awerial is prone to flooding. As this population moved together with their cattle, this generated conflict with people in the Mundri area of Western Equatoria.

Given the fluidity of displaced populations, the potential mobility of items provided was emphasised in the first phase of response in Awerial: basic NFI and acute emergency shelter materials can be packed up and carried to the next destination.

 Spontaneous settlements: Shelter and NFI Strategy Summary	
NFI	<ul style="list-style-type: none"> • Prepositioning of standard NFI kit items. • Blanket distribution of specific NFI according to need, determined by systematic monitoring based on household observation to be undertaken bi-weekly by Shelter or CCCM Cluster partners (see Annex 7; if 75% or more of an adequate sample size do not possess a specific item, this will trigger blanket distribution of that item). Blanket distribution to be based on IOM DTM registration lists. • Targeted NFI distribution to extremely vulnerable individuals through a referral system to be established in coordination with protection partners.
Shelter	<ul style="list-style-type: none"> • Site improvement • Delivery of emergency shelter kits adequate the rainy season.

8.4 IDPs living with host communities

The most commonly employed coping strategy is to retreat to areas in which support structures exist which can be relied upon to share resources and provide protection to the extent possible. Where people have not been caught in UNMISS bases many have elected to move towards their areas of origin or ethnic affiliation (for example, Awerial, Nassir, Lankien, Akobo, Mundri). Where populations are high this entails significant strain on the resources of host communities. Integration is encouraged and welcomed in most instances where affiliation exists.

However local level discussions on allocation of land specifically for IDPs have been witnessed in many locations. In principle, encampment is not encouraged (see Annex 9, CCCM statement) and is seen as a last resort.


Often populations are very dispersed and fluid, with movement determined by the prevailing security situation, availability of resources required to make long and difficult journeys, and rainy season decision making. This is a huge challenge for the cluster in terms of catchment and coverage, requiring flexible response in areas to be prioritised by levels of need and vulnerability.

With resources overwhelmed and in a context of growing chronic vulnerability, the needs of the host community should also be taken into account. Given limited resources the primary target of the cluster is displaced people in need. However, extending support to host community may be considered where the IDP population outnumbers the host, and where this will help to manage tensions if they exist. In practice, the cluster acknowledges that in many instances the use of registration lists created by WFP or IOM DTM will be used for distribution, and that these lists will include host community.

In addition, where access allows and where the cluster or protection partners are able to accurately identify the most vulnerable IDPs, the cluster will provide e-shelter kits targeted to families hosting the most vulnerable IDPs.

Another coping strategy that has been observed is retreat to islands in the Sudd or riverine areas, to seek protection behind natural barriers. Displacement has taken on a notably riverine nature, primarily as water source given the dry season, and secondarily due to this pattern of refuge. The isolation and remoteness of

these areas is challenging in terms of access. However, drawing people away from these areas to receive aid from a more easily accessible location can raise protection concerns which should be considered in each case.

 IDPs living with host communities: Shelter and NFI Strategy Summary	
NFI	<ul style="list-style-type: none"> • Distribution of NFI, based on assessment, for displaced people in need • To include host community where the IDP population outnumbers the host
Shelter	<ul style="list-style-type: none"> • Acute e-shelter kit (where access is by air only; see Annex 5 for technical guidance); can supplement with locally sourced framing materials where possible • Where access allows, targeted provision of e-shelter kit to host families hosting most vulnerable IDPs in collaboration with protection cluster (see Annex 6 for technical guidance)

9.0 Maintenance, transition and return

Given the current fluid situation and the priority on immediate emergency needs for basic shelter provision, transition and return planning is not feasible in many locations. However, the following areas of operations are envisaged for the following longer term scenarios:

- Ongoing support for people in displacement locations.
- Host families sheltering the most vulnerable IDPs.
- People returning to destroyed or damaged homes and property. The REACH assessment team deployed in January to assess type and extent of shelter damage to inform the design of this response. The assessment was based on surveys inside POC sites in Juba and Bor and on available satellite imagery, with physical assessment restricted due to security.
- Longer term settlement in relocation sites – potential ‘resettlement’ of people who have fled to areas of origin or ethnic affiliation.

The means of support will be based on detailed assessments of need, but will likely include:

Shelter maintenance

With time, plastic sheets will degrade, new risks may emerge and more vulnerable households will remain in poorer quality shelter. Projects will be required to maintain and upgrade these shelters, through materials, cash, training and physical support.

Transitional shelter support

This is shelter support for families to build simple shelters that can be later relocated if required. This will most likely be targeted at locations of possible return and for host families sheltering the most vulnerable displaced people. Support mechanisms for transitional shelter may be through materials, training, cash, vouchers, support in land agreements, or other support as applicable.

Core shelter support and/or return packages

For those who are able to return to durable locations. These will be permanent shelters of minimal size, but that are designed for future extension.

10.0 The response cycle

10.1 Assessment

- **The cluster is committed to the IRNA model and will base response on IRNA recommendations.** The IRNA was developed following South Sudan's implementation of the transformative agenda as a country pilot, as one of the specific tools developed to manage each phase of the humanitarian response. This assessment tool aims to strengthen the coordination within the cluster but also and especially among the different clusters.
- **Experienced cluster members who can also deliver in the location should be part of every IRNA team.** IRNA members will be nominated from the cluster partners that are able and ready to implement response in the given location rapidly following the IRNA. This will help to prevent undue delay between IRNA and delivery of commitments, and allow for greater consistency of the personnel engaging with specific communities.
- **Where IRNA findings do not provide sufficient substantive or practical information to design a response, the cluster will conduct an in-depth, cluster specific assessment.** Cluster specific assessments will be approved by the Cluster Coordinators and will be conducted by inter-agency teams wherever possible.

10.2 Distribution

- **NFI and emergency shelter distributions should be targeted to displaced people in need.** Vulnerability is a secondary consideration, usually a subset of the group in need. Wherever possible, extremely vulnerable individuals should receive additional support as required, in coordination with protection partners. Additionally, where supply constraints are a factor that cannot be overcome, vulnerability targeting can be employed to determine beneficiaries.
- **Wherever possible, distribution will be coordinated with IOM DTM registration and verification.** However, where this will cause undue delay or where DTM cannot deploy, the cluster will coordinate with other partners on the ground to conduct registration and verification, avoiding duplication of efforts and confusion for both humanitarian partners and the beneficiary community.
- **If the response area is volatile and a rapid response model is demanded, or where targeting of need will be more effective using alternative methods, different distribution methodologies will be considered** (such as token based distribution).
- **Beneficiary lists produced by the RRC, Chiefs or any local authorities should not be used without being verified by humanitarian partners.** This helps to both ensure accountability of the response, and to mitigate pressure on local actors.
- **Blanket distributions to displaced people should be justified by analysis of levels of possession of items among the group** (if 75% or more do not possess an item, this will trigger blanket distribution) as well as analysis of other key factors impacting shelter and NFI need, including market accessibility.

NFI kits should be tailored to family size wherever possible. As guidance, a mini-kit containing only 1 of each of the items should be distributed to family size 1-3; a standard kit to family size 4 -6; a standard kit with additional blanket, sleeping mat, mosquito net and soap to family size 7 - 9; and 2 standard kits to family size 10 and up.
- **Because populations remain fluid, the cluster should ensure as far as possible that chains of delivery are not inadvertently set up,** which would enable beneficiaries to double-dip.
- **Extending support to host community may be considered where the IDP population outnumbers the host, and where this will help to manage tensions if they exist.** Given limited resources, the primary target of the cluster is displaced people in need. In practice, the cluster acknowledges that in many instances the use of registration lists created by WFP or IOM DTM will be used for distribution, and

that these lists will include host community. The inclusion or exclusion of host community in each response should be acknowledged and justified in each case.

10.3 Post-Distribution Monitoring

- **In concentrated, accessible areas (eg POC sites), bi-monthly monitoring of need to track changes over time and trigger distributions will be undertaken.** A tool has been developed for this purpose and will be implemented by Shelter or CCCM Cluster partners in each site.
- **In other locations, post-distribution monitoring should be undertaken 1 – 2 months following a distribution wherever possible.** The cluster has guidelines on post-distribution monitoring and technical support can be provided by the cluster's Monitoring and Reporting Officer.

11.0 Monitoring and Evaluation

11.1 Reporting

The Cluster ensures that Partners who draw items from the common pipeline report on each response activity (needs assessment, verification, registration, distribution) using standardised reporting templates developed in 2013. This provides consistent and comparable information that can be collected, submitted, and then analysed at the national level. This data feeds into various information products that highlight to achievements, gaps, challenges and best practices which are shared with various stakeholders for operational, accountability and fundraising purposes. Additionally, this process helps to monitor and ensure that distributions take place according to humanitarian principles and Cluster policy; that they are tailored, appropriate, locally relevant, and sustainable; and that provisions are based on life-threatening need.

11.2 Databases

The Cluster maintains 2 national databases- a frontline response database and a pipeline database- to account for overall operations across the country, fed by Partner activity reports, monthly stock and distribution reports consolidated and submitted by State Focal Points, and in the new emergency context, devolved site focal points who update the cluster team informally but frequently about ongoing activities in their areas. The frontline database tracks response time and progress, location, details on the services provided, stock source, distribution partners, disaggregated beneficiary data by number and gender, and breaks this information down by state, county and site. The consolidation of this data in matrixes, maps and graphs enables Partners and the Cluster to identify progress and priority areas of outstanding need. The pipeline database monitors stock en route to country, at the national warehouse level in Juba, prepositioned in the field warehouses and released to Partners for distribution. The Cluster team cross checks this data against the response database, the combination of which ensures pipeline and frontline inputs and outputs are measured at all levels.

11.3 Site Monitoring

In order to suit the new emergency context, particularly the UNMISS and concentrated/spontaneous sites, a new rapid assessment observation tool was developed to determine the level of S-NFI possession within a household. Project staff in the sites will use this tool bi-monthly to monitor if households have sufficient items to cope with; where results demonstrate residual need, blanket or targeted distributions may be triggered. This tool will also be helpful in monitoring the continued appropriateness and utility of the emergency response items, such as family tents and sandbags, over time as the context, weather, and needs change. Additionally, the S-NFI Cluster is working closely with Protection Partners in the sites to monitor needs of extremely vulnerable or special cases over time and respond on a case by case basis.

A high level of population fluidity also necessitates more robust monitoring of household possession levels in order to determine distribution coverage. In concentrated areas, and areas where repeat distributions, top up distributions, or similar service distributions (NFI; Shelter; WASH) to the same or similar caseloads are ongoing,

this monitoring will be important in order to determine the likely inclusion errors (where people have received more than one time). Continuous population movement in and out of concentrated sites problematizes determining the target beneficiaries and population numbers, so ad hoc exercises in addition to the rapid assessment and Protection monitoring will include counting physical shelters (and therefore an estimation of households) at each site, and liaising with WFP and IOM's DTM unit on their lists and numbers.

11.4 Post Distribution Monitoring

Post distribution monitoring will remain the primary mechanism for evaluating the effectiveness, appropriateness and coverage of individual responses. Traditionally, the core methods of PDM include: desk reviews of all response documentation including the standard reports; conducting household surveys with beneficiaries; focus group discussions with beneficiaries and non-beneficiaries; key informant interviews; and market surveys. PDMs evaluate a single response, and will consider the timeliness of response and related factors such as access constraints, availability of logistics support and flights to field locations, delays of pipeline stock movement at regional borders, and so on. They will also consider if the beneficiaries were sufficiently included in the response cycle, especially in the design of locally appropriate flood resistant shelter solutions, and if the items were of adequate quantity, quality and range to suit emergency needs.

In the new crisis context, some specific considerations must be made to the traditional PDM. Where household surveys are not deemed appropriate, such as where tensions and jealousies may be generated in concentrated sites where large crowds form easily, or where registrations or distributions are ongoing and PDM interviews risk raising expectations, a basic household observation exercise that determines the usage and durability of the items can be performed, with focus group discussions triangulating details observed. Also crucial in the new operational environment is the market survey which determines the impact of activities on markets, and the feasibility of local procurement by both beneficiaries and humanitarians. Materials such as wooden poles, rubber ropes and bamboos are usually procured by Cluster partners locally and thus have a significant impact on the market and on the surrounding natural environment where goods are sourced. In the concentrated sites where robust markets have appeared, and where people have likely not been earning a livelihood since the crisis commenced, the pattern of selling distributed materials will be closely monitored.

12.0 Guidance and Standards

Provision of emergency and transitional shelter assistance will strive to comply with the guidance and standards outlined in the following documents:

- 'Humanitarian Charter and Minimum Standards in Disaster Response' (The Sphere Project, 2004). With specific reference to Chapter 4. Available for download at: www.sphereproject.org;
- 'The Code of Conduct for the International Red Cross and Red Crescent Movement and NGOs in Disaster Relief'. Available for viewing at: http://www.ifrc.org/publicat/conduct/index.asp?navid=09_08;
- 'Transitional Settlement: Displaced Populations' (Corsellis and Vitale, 2005). With specific reference to Chapter 7. Available for download at: www.shelterproject.org;
- 'Guide to the use and logistics of plastic sheeting in humanitarian relief' (IFRC and Oxfam, 2007). Available for download at: www.plastic-sheeting.org;
- 'IASC Gender Handbook in Humanitarian Action' (IASC, 2006). With specific reference to pages 97 to 104. Available for download at: <http://ochaonline.un.org/HumanitarianIssues/GenderEquality/KeyDocuments/IASCGenderHandbook/tabid/1384/Default.aspx>; and