



Photo: Rasuwa District, June 2015, GOAL

Strategic and Technical Guidance

Version 2

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Executive Summary

The Nepal Shelter Cluster (SC) is led by the Department for Urban Development and Building Construction (DUDBC) and co-led by the International Federation of the Red Cross (IFRC).

To date the Shelter Cluster has recommended two packages of assistance, one for emergency shelter and relief and one for temporary shelter. These packages are defined as follows:

Emergency Shelter and Relief

- 2 tarpaulins per household or a tent¹
- 2 blankets per household
- Supplementary package of Non-Food Items (NFI), or “household kit”. Cash distributions for NFIs were recommended for areas with access to functioning markets

Temporary Shelter and Self-recovery

- Cash transfer of NPR 15,000 or, where local markets are inadequate, provision of 2 bundles of CGI per household
- Up to NPR 10,000 in cash or kind supplementary support for vulnerable households

A supplementary package relating to winterisation is being developed and should be available by the end of August 2015.

Housing Reconstruction Programme

The GoN launched the housing reconstruction programme on the 26th June 2015. This national programme for reconstruction will consist of providing a cash subsidy to households accompanied with a large scale, decentralised, technical assistance and training programme to support households to achieve compliance with construction standards. The SC will support the SC partners to engage with the GoN and donors on the planning and roll out of this programme through the Recovery and Reconstruction Working Group.

It is currently understood that humanitarian and development agencies are primarily being asked to assist the GoN with the provision of technical assistance and training programmes. The SC also recommends that agencies focus their support in this area and avoid direct housing construction. This recognises that households and communities should be at the centre of their own recovery and that agency-driven housing construction will overstretch partner resources and will not be implemented equitably. It is appreciated that agencies may also have a role to play around market assessment, advocacy and protection, community mobilisation and communication, natural resource management, and additional support for the most vulnerable.

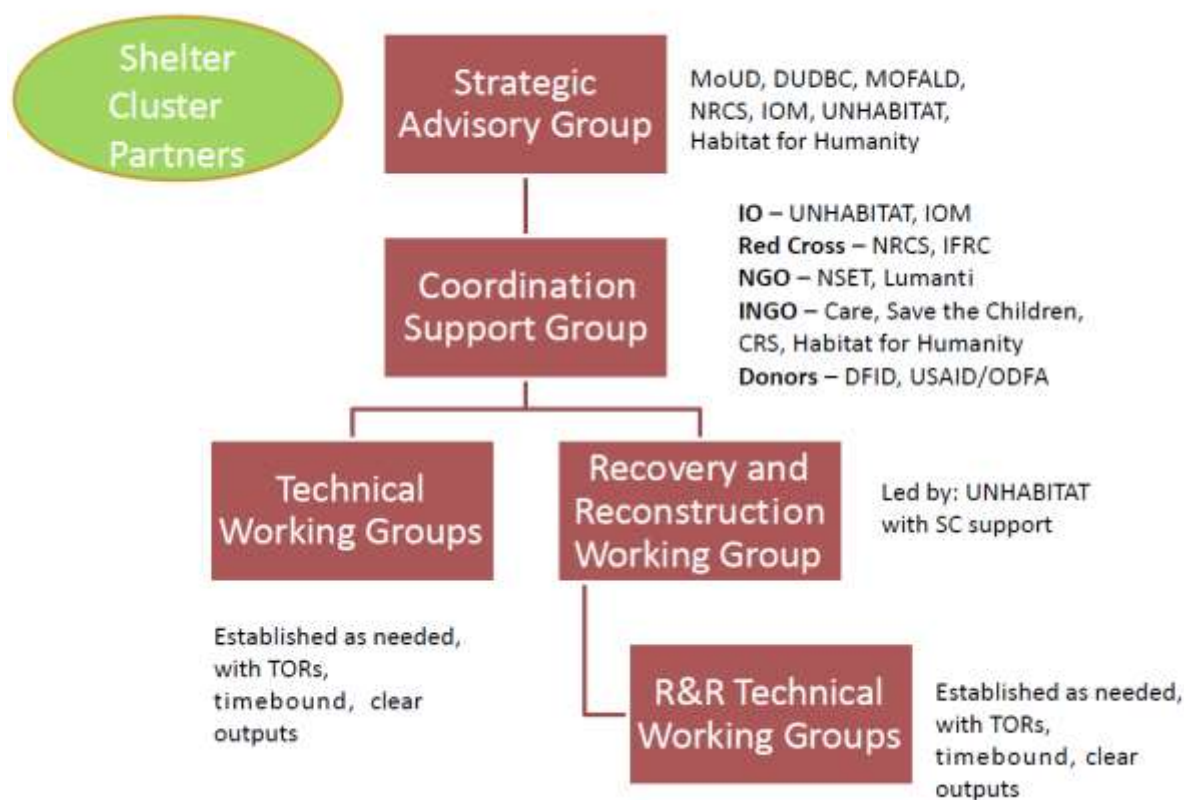
Where agencies are intending to support construction efforts it is recommended that the support be comparable with that provided by the GoN and implemented as an integrated part of national efforts to avoid any duplication. With some half a million homes damaged or destroyed across the country,

¹ Agencies are required to conduct a thorough assessment of the context and needs to determine if tents are appropriate. Generally, tarpaulins are preferred as they provide greater flexibility and opportunity for reuse.

this will ensure that all available resources are maximised to support as many homes to be rebuilt safely and contribute to greater household and community resilience.

Shelter Cluster Coordination Architecture

The co-ordination architecture of the Shelter Cluster consists of the Strategic Advisory Group (SAG) which includes a number of key GoN agencies and humanitarian agencies involved in Shelter in Nepal. The SC is also supported by a Co-ordination Support Group (CSG) composed of a number of the leading organisations in this response. Technical Working Groups (TWGs) provide a platform for technical discussions, planning, and development of key outputs under the SC. The SC is also supporting coordination and planning of recovery and reconstruction under the Recovery and Reconstruction Working Group. The overall coordination architecture is displayed in the flow chart below (correct at 30 July 2015).



1. About this Document

This document outlines the strategic direction and main technical guidelines in relation to shelter, developed in consultation with the Nepal Shelter Cluster and the Government of Nepal. This document is intended to promote consistent technical standards and approaches across the response and serves as a guide to support partners throughout the programme cycle and multiple phases of the response.

This document guides the technical and implementation modalities developed in consultation with Technical Working Groups (TWGs) and includes key recommendations and packages developed by those working groups.

Originally six TWGs were identified by Shelter Cluster Nepal Partners and approved by the Strategic Advisory Group (SAG), following the Nepal earthquakes of the 25th April, 2015 and the 12th May 2015. As the context and response have evolved the number and focus of TWGs has been revised accordingly. As of July 2015, two TWGs are currently running; one related to Improving Temporary Shelter Key Messaging, and one related to Early Recovery Key Messaging. A third TWG on winterisation ran from early August to the end of September 2015, and was responsible for the development of the winterisation guidance document.

The aim of this document is to build on the knowledge and experience gained from previous responses in country, the Global Shelter Cluster objectives, and knowledge from the region and other similar responses. This document has been developed using a consultative and participatory process with shelter cluster members, driven by key agencies working in hard to access, rural, and urban contexts.

This document should be viewed **as a working document**, which will reflect the evolving needs of the affected population, and the cluster members' associated shelter interventions. Further technical information can be found in the technical annexes referred to in this document.

Part 1: Shelter Cluster Strategy



Photo: Dolakha District, June 2015, Habitat for Humanity

2. Shelter Cluster Strategy

2.1 Introduction

On 25 April 2015, a 7.8 magnitude earthquake², with its epicentre in Lamjung District which is approximately 81 km northwest of the capital Kathmandu, struck Nepal leading to large scale humanitarian needs across the affected areas. On 12 May 2015, a 7.3 magnitude earthquake struck the district of Dolakha, leading to further loss of life and building damage, and increasing the humanitarian needs.

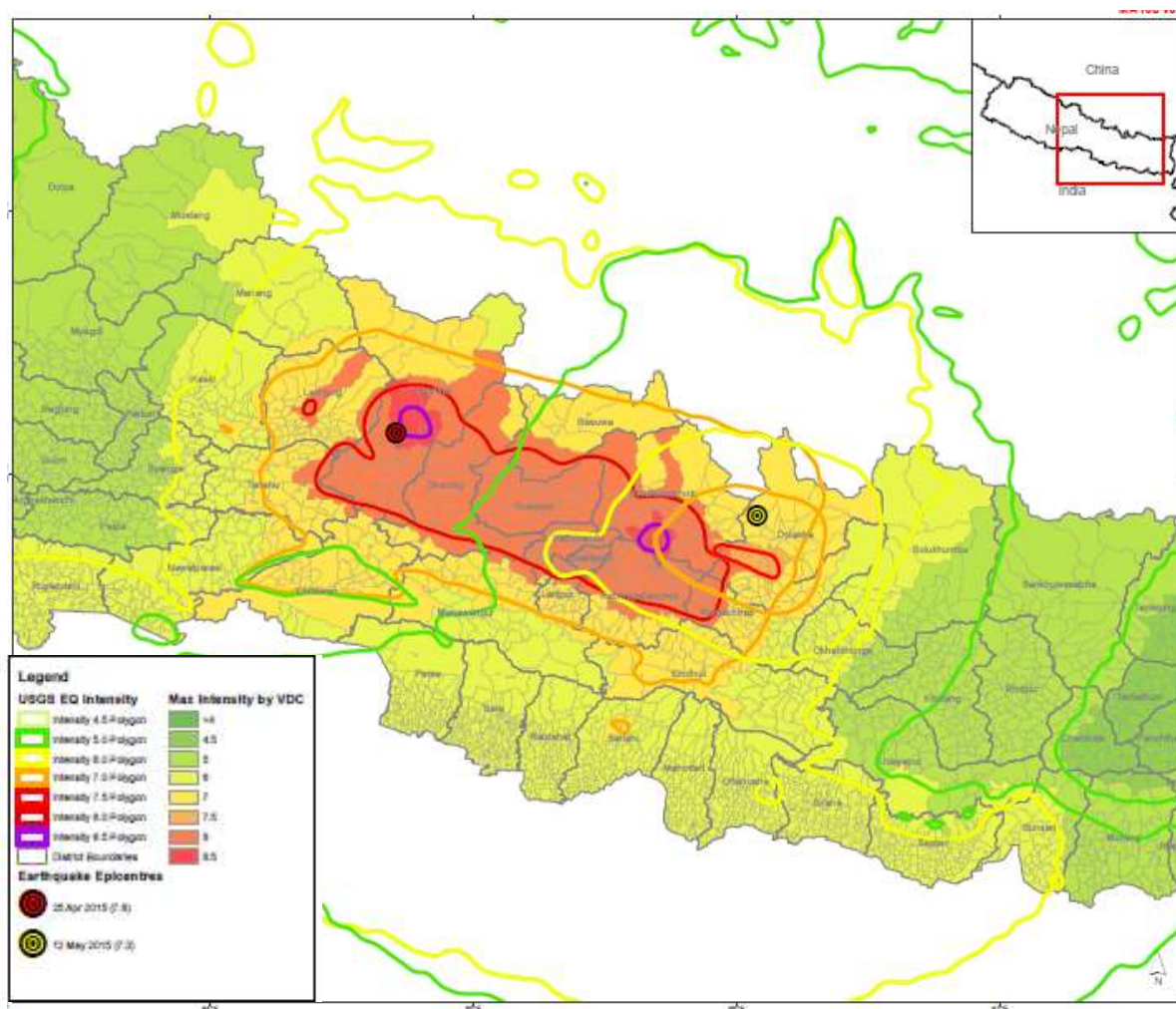


Figure 1 - Map of Earthquake Intensity for April 25th and May 12th EQs, prepared by Map Action

The Government of Nepal has reported that 887,356 houses were fully damaged, and 285,099 partially damaged by the earthquake. 712,725 houses of the fully damaged fall in the priority 14 districts (representing 80% of the total).

² http://www.humanitarianresponse.info/en/system/files/documents/files/ma138_v01_vdc_max_intensity-300dpi.pdf

2.2 About the Shelter Cluster

The Shelter Cluster Nepal is the primary coordination body for humanitarian shelter activities following the earthquakes in Nepal. The cluster is made up of the cluster lead, Department of Urban Development and Building Construction (DUDBC), the cluster co-lead, International Federation of the Red Cross (IFRC) and shelter cluster partners. The Shelter Cluster (SC) has been functioning in Nepal since the Koshi Flood response in 2009. Following the completion of flood response activities the cluster began to focus on contingency planning and preparedness. The most recent update of the [SC contingency plan was in 2014](#).

The Shelter Cluster Nepal, advocates for, and provides guidance on, shelter interventions which are appropriate to the local context, and the needs of the affected population, and which align with best practices. The SC provides overall coordination support to all partners working on the response, [of whom there are more than 180](#), in particular on the identification of gaps and priorities in order to support agencies with planning and implementing shelter activities.

2.3 Shelter Cluster Coordination architecture

Lead and Co-leads

- Cluster lead: The Government of Nepal, the Department for Urban Development and Building Construction (DUDBC)
- Co-lead: International Federation of Red Cross and Red Crescent (IFRC)/Nepal Red Cross Society (NRCS)

Shelter Cluster partners

- Shelter Cluster partners are those agencies, organisations and individuals providing shelter assistance that are reporting their activities through the Shelter Cluster and have joined the mailing list.

Strategic Advisory Group (SAG):

- Highest level decision-making body.
- To review / approve official Shelter Cluster strategies, approaches and key documents.
- Meets every 1-2 weeks as needed.
- Composition:
Chair: Ministry of Urban Development
 - DUDBC
 - MOFALD
 - Shelter Cluster Coordinator, Deputy/Government Liaison
 - IOM
 - UNHABITAT
 - Nepal Red Cross Society
 - INGO with longer term presence (currently Habitat for Humanity)

Coordination Support Group (CSG):

- To provide guidance and support to the Shelter Cluster Coordination team, providing inputs into strategies, approaches and key documents prior to review by the SAG. Composition:
 - Shelter Cluster Coordinator (and other team members as appropriate)

- 2 x International Organisations: IOM, UNHABITAT
- 2 x Red Cross: NRCS, IFRC
- 2 x NGOs: Lumanti, NSET
- 4 x INGOs: Save the Children, CARE, Habitat for Humanity, CRS
- 2 x Donors: DFID, USAID

Technical Working Groups (TWGs):

- TWGs to be determined and tasked by SC technical coordinators based on requests from SC partners and with approval from the CSG and/or the SAG, activated with a TOR listing clear and time-bound objectives and outputs.
- Facilitated by Shelter Cluster partners, supported by Shelter Cluster Technical Co-ordinators as appropriate.
- Composition will be limited to agencies with relevant expertise/interest in the topics, as identified in the TOR or at the discretion of the facilitator.

Recovery and Reconstruction Working Group (RRWG):

- [Terms of Reference](#) has been developed separately and can be found on the Shelter Cluster website.
- Led by UN Habitat and IOM, with support from the Shelter Cluster
- Comprising partners engaged in the longer term recovery process, working together to achieve the outputs as outlined in the [RRWG workplan](#).

District Level Coordination

- Shelter Cluster Focal Points to support coordination in each of the 14 Priority Districts supported by other agencies and/or supported by the Shelter Cluster (see Terms of Reference for Shelter Cluster Focal Point available on website)
- Hub Coordinators for West, East and Central areas to support the Focal Points and facilitate information flow to/from district and national level

Key Shelter Cluster Contacts for the Co-ordination team and Hub focal points can be found here:

<https://www.sheltercluster.org/node/6825>

3. Impact of the earthquake

3.1 Damaged and Destroyed Homes

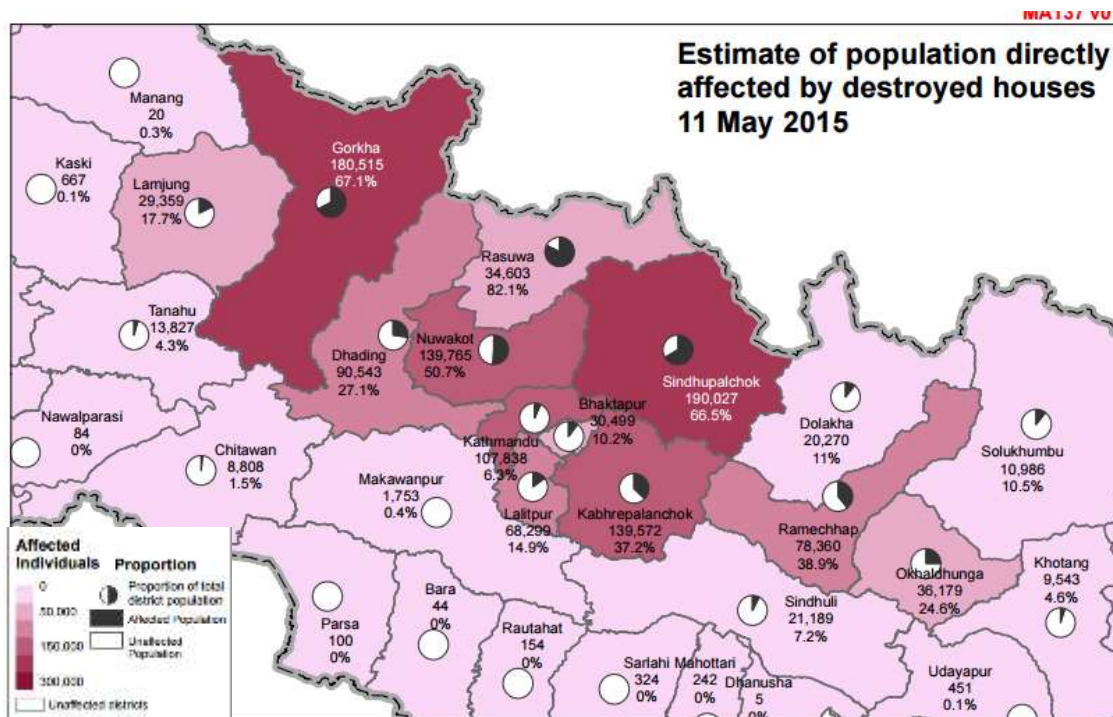


Figure 3 - Map of population affected by destroyed houses, 11 May 2015 (prepared by Map Action)

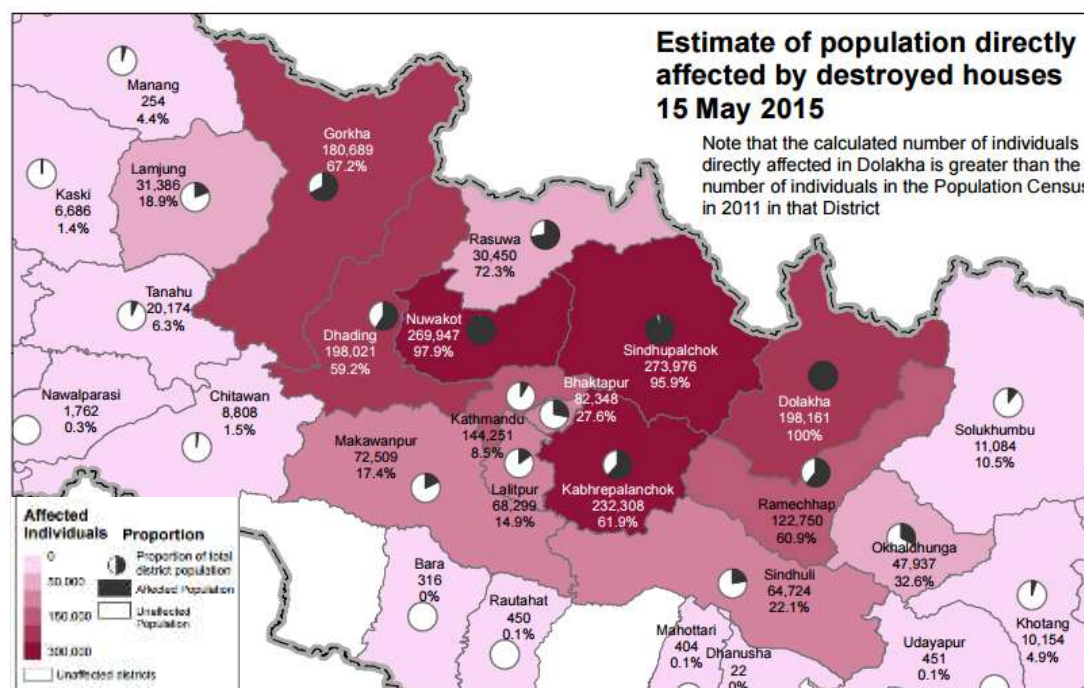


Figure 2 - Map of population affected by destroyed houses, 15 May 2015 (prepared by Map Action)

3.2 Priority Districts

The Government of Nepal (GoN) identified 14 priority districts for response following the April 25th and May 12th earthquakes. These fourteen districts are as follows:

Western Hub	Central Hub	Eastern Hub
Gorkha Dhading Makwanpur	Valley: Kathmandu Bhaktapur Lalitpur Nuwakot Rasuwa	Eastern Hub 1: Dolakha Sindhupalchowk Eastern Hub 2: Ramechhap Okhaldhunga Sindhuli Kavrepalanchowk

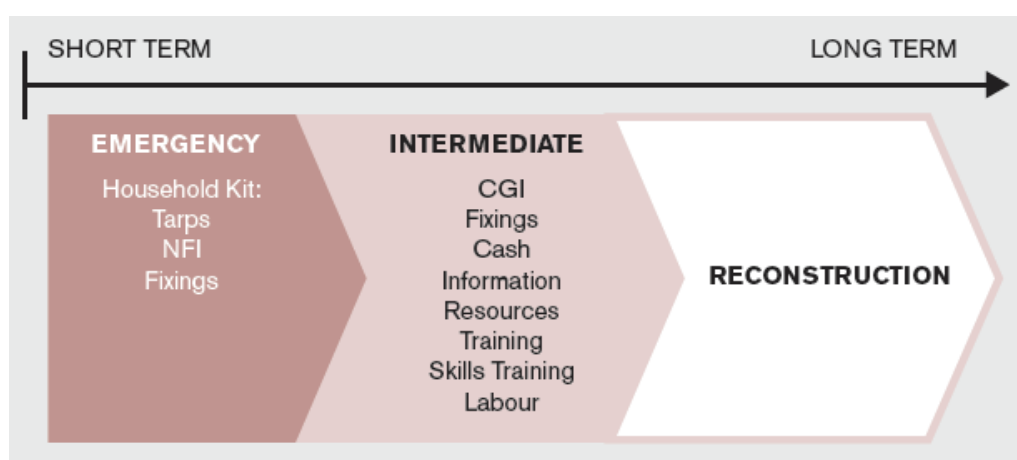
Although other districts were affected, 80% of the national damage occurred within these priority areas. For this reason, SC partners have been encouraged by the SC to target shelter efforts within the 14 priority districts to provide support to the more affected regions with the greatest needs.

If partners have identified significant needs outside of these priority districts they should convey this to the Shelter Cluster for further action and discuss.

Given the timing of the earthquakes shortly before the start of the monsoon season, the Shelter Cluster advocated for the prioritisation of response in hard to reach areas which would likely be cut off due to the effect of monsoon rains on roads and trails and the increased risk of landslide.

4. Strategic Goal

The strategic goal of the Shelter Cluster Nepal is to deliver a shelter response that supports coordinated, timely, and efficient delivery of appropriate, flexible, progressive solutions to affected, vulnerable populations. The shelter response should contribute to affected communities self-recovery and provide safer, more resilient and durable shelter.



4.1 Strategic Objectives

Shelter Cluster Objectives, Outcomes, Outputs, Indicators and Targets

Emergency Shelter

Objective	350,000 affected and most vulnerable households, are reached with a life-saving shelter solution, prioritising at-risk group (in hard to reach areas)			
Outcome	Households whose homes have been damaged or destroyed attain a basic, lifesaving shelter solution.			
Outputs	# HH receiving tarps or a tent (as per Shelter Cluster recommendations)			
Indicators and Targets	Indicators		Targets	
	Primary Indicator	Secondary Indicators	All Damaged / Destroyed Homes (14 priority districts)	Flash Appeal Target Households
	# HH receiving tarps or a tent	# HH receiving HH kits (NFI) # HH receiving blankets	712,725	350,000

Self-recovery

Objective	125,000 affected and most vulnerable households receive shelter solutions that progressively contribute and promote appropriate early recovery / self-recovery and temporary solutions that contribute to long term solutions.			
Outcome	Households whose homes have been damaged or destroyed are living in adequate temporary shelter and better understand how to build back safer.			
Outputs	# HH receiving CGI or cash (as per Shelter Cluster recommendations)			
Indicators and Targets	Indicators		Targets	
	Primary Indicator	Secondary Indicators	Total Damaged / Destroyed Homes (14 priority districts)	Flash Appeal Target Households
	# HH receiving CGI or cash	# of HH receiving toolkits # of HH receiving other construction materials # of people receiving training on temporary shelter # of people receiving training on reconstruction and repair # of HH receiving printed IEC materials	712,725	125,000

4.2 Principles

- **Cultural:** Respect expression of cultural identity and ways of life using locally available material, design, and technologies.
- **Local context:** Addressing the particular needs of communities and households such as Hard to Reach, Rural and Urban context.
- **Environmental:** Minimise adverse impact to and from the local and natural environment, enhancing the environment where possible, reusing and salvaging materials where possible.
- **Alignment:** With best practice, laws, regulations, policies and code agreed through the humanitarian response plan and mechanisms agreed at cluster levels.
- **Coordination:** With DUDBC, local government (CDO, DDRC, DDC, and DTO), coordinating agencies and other actors to avoid overlapping, gaps and ensure efficiency.
- **Transition:** Ensuring a smooth transition from emergency and relief phases supporting self-recovery and building to permanent solutions. Avoiding households becoming “stuck” on their pathway to recovery.
- **Markets:** where appropriate (where markets are able to provide items in sufficient quality and quantity) cash and / or vouchers support local procurement and local trade.
- **Life Saving:** Ensuring that households in priority caseloads are supported to design, rebuild and maintain their shelter and settlements in ways that promotes resilience to future hazards

- **Participation and Consultation:** Ensuring participation of affected populations at all stages of a shelter solution, using a process driven and inclusive approach, including involvement in assessments, procurement, design, construction, monitoring and evaluation.
- **Integrated Software and Hardware approach:** Ensure that software (for example, community training sessions in the use of materials distributed) is integrated into assistance to ensure the quality of assistance.
- **Engagement:** Shelter assistance solutions should be negotiated with local government, addressing specific vulnerabilities, hazards, local policies and capacities, actively engaging affected communities in the discussion of their future and planning for permanent solutions.
- **Accountability & Transparency:** particularly to affected populations, should be mainstreamed in all shelter programs from the beginning.
- **Protection, Safety And Security:** Programs must ensure that human rights are respected
- **Gender & Diversity:** Women, men, girls and boys of different ages and backgrounds have distinct needs and capacities and it is vital that shelter programmes incorporate these into the design and implementation of projects.
- **Vulnerability:** The most vulnerable members of the affected population are identified, prioritised and appropriate solutions are found to target specific needs that are suitable to specific contexts.
- **Livelihoods:** Ensuring that programmes are designed with an understanding of livelihoods and markets, which are supported and kick-started through the emergency and relief phases, through markets, labour, transport and other opportunities.
- **Evaluation:** Determining whether appropriate outcomes have been achieved will include evidenced based triangulation of input from household-level surveys, community-level participative approaches, along with the reporting of agencies to the Shelter Cluster and the Government.

4.3 Information Management

- The Shelter Cluster manages a 4W reporting template for all partner agencies. District, VDC, and ward level reporting will be collected to assess progress and shortfalls.
- https://www.sheltercluster.org/sites/default/files/docs/reportingtemplate_sheltercluster_8.xlsx
- Data from shelter distributions, cash transactions, and trainings will all be processed, cleaned, and re-released to partners here: <https://data.hdx.rwllabs.org/dataset/scnepal-agency-data>
- The IM team periodically creates and releases products for the benefit of SC partners. These products include static maps, interactive maps, info graphics, gap analysis, etc.

4.4 Assessments and monitoring

Impact indicators

It is proposed that a standard and common post distribution monitoring of impact approach is developed by the Shelter cluster, and that this approach includes monitoring of the impact of key messaging as well as the impact of hardware interventions (for example roofing material).

Assessments and Monitoring

- Outcome level indicators to be collected via HH level, and community level (focus group/key informant) sampled, Shelter Recovery Assessment
- Output level primarily collected via Shelter Cluster 4W reporting template

REACH Assessment

REACH was deployed to Nepal in the framework of its partnership with the Global Shelter Cluster on 27 April 2015 to participate in the implementation of a detailed inter-agency shelter and settlements vulnerability assessment. The assessment sought to: verify emergency shelter & NFI coverage assumptions and conduct gap analysis; enable the shelter cluster to define a comprehensive shelter & settlements recovery strategy; and establish a baseline and method for longitudinal study of recovery. The assessment results have been presented in district fact sheets, valley assessment factsheets, and a final report. See <https://www.sheltercluster.org/library/assessments-1>

Building on the first round of the REACH assessment, the second round of the assessment commenced in September 2015. A Technical Working Group was established to support with the development of the indicators and the overall strategy for the assessment. The partners involved in this TWG included CARE, Save the Children, Medair, World Vision, GOAL, NRCS, Tearfund, Plan, Habitat for Humanity, Lumanti, IOM, SDC, Oxfam, Polish Humanitarian Action, ASF-Nepal, and CRS. The second round of the assessment began data collection on the 21st September 2015, with a total of 40 enumerators deployed. The assessment uses multi-stage cluster sampling in order to give a complete picture of the shelter situation of households in districts of Nepal that sustained the highest levels of shelter damage as a result of the April and May earthquakes, in addition to districts where information gaps exist. A sample of a minimum 120 households (+10% buffer) will be drawn from each of the 15 districts assessed (14 priority districts and Lamjung), including a minimum of 120 households within the 14 priority districts drawn from areas inaccessible by road at the time of data collection. A workshop with Shelter Cluster partners has been organised in order to have a comprehensive analysis of the data and to agree key analysis points and the final report on the assessment is expected to be released on the 10th November 2015.

4.5 Advocacy

One of the Shelter Cluster's strategic priorities is to communicate as clearly and consistently as possible, both at the national and at the local level, to ensure that ensuring people affected by the earthquake have the means to live in safe, dignified and appropriate shelter until a permanent housing solution has been found.

The objectives of Shelter Cluster advocacy are as follows:

Objective 1: Improve access of Shelter Cluster partners to appropriate resources for shelter activities

Objective 2: Increase coordination between shelter actors at national and local level

Objective 3 Increase transparency and accountability of Shelter Cluster activities and shelter actors

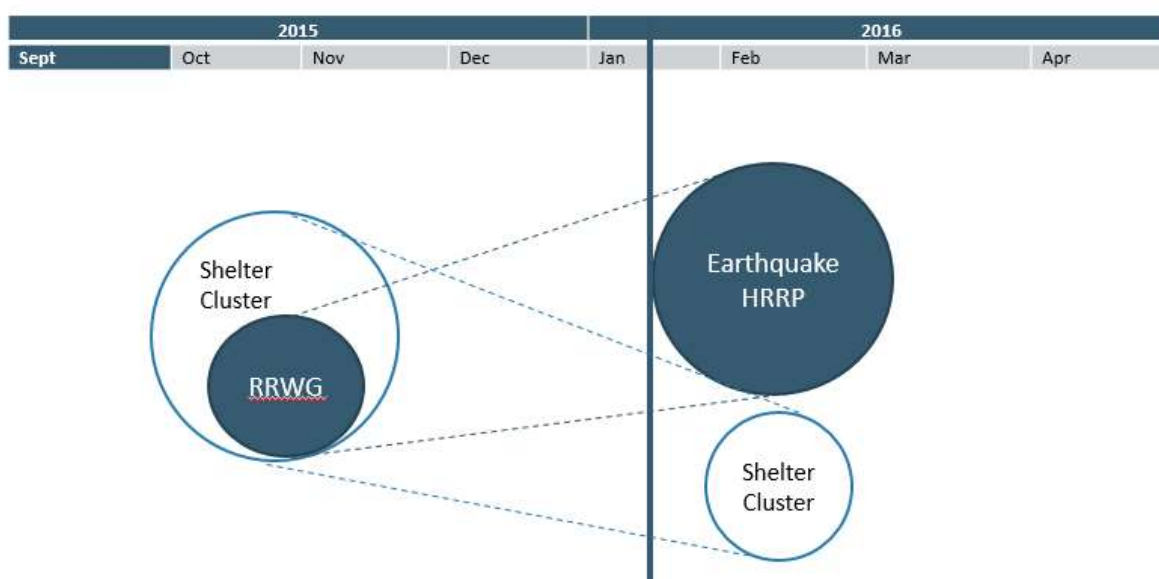
See also: Communications and Advocacy Strategy for the Global Shelter Cluster 2014 – 2017: <http://www.sheltercluster.org/sites/default/files/docs/Communications%20and%20Advocacy%20Strategy%20for%20the%20Shelter%20Cluster%201%200.pdf>

4.6 Exit and transition strategy

The current Shelter Cluster structure consisting of the Cluster Coordinator, Information Management, Technical Coordination, Hub Coordinators and District Focal Points will continue until the end of December 2015.

The Nepal Shelter Cluster will continue from January 2016 in a reduced form focussing on preparedness, monitoring of remaining humanitarian needs over winter, and response to other emergencies, as it had existed before the earthquake. It will also monitor the humanitarian situation over winter. The Nepal Shelter Cluster will continue to be led by MoUD / DUDBC and co-led by IFRC / NRCS. An Earthquake Housing [Recovery and Reconstruction Working Group \(RRWG\)](#) has been formed as part of the current shelter cluster. This working group, which is co-chaired by UN Habitat and IOM with support from the Shelter Cluster, is currently coordinating technical assistance for housing recovery in support of the GoN's National Reconstruction Authority and other wider recovery mechanisms supported by UNDP.

The cluster will gradually handover key functions to the Earthquake Housing Recovery and Reconstruction Working Group, which will eventually emerge as its own separate coordination platform; the Housing Recovery and Reconstruction Platform (HRRP). The diagram below illustrates the proposed transition period.



Part 2: Emergency and Relief Sheltering



Photo: Kavre District, June 2015, Habitat for Humanity

5. Emergency and Relief Sheltering

5.1 Approach

Emergency and Relief Sheltering aims to respond to the immediate shelter needs of the affected population with partially damaged or destroyed houses located in the affected locations in each of the following categories: Hard to Reach, Rural, and Peri-Urban/Urban.

The first phase of the response sought to ensure that affected populations achieve healthy, safe and dignified shelter through humanitarian emergency shelter interventions.

Emergency and relief sheltering programs are not a substitute for higher quality temporary shelter or permanent housing solutions but rather a first step to progressively contribute to self-recovery and more durable permanent solutions appropriate to the needs and context in Nepal.

Emergency shelter will primarily be provided through distribution of key In-Kind Shelter and NFI Material or/and through Cash Transfer Programmes (CTP) (voucher arrangements, or other market based interventions) suitable to address life-saving shelter needs for affected and vulnerable populations.

Emergency shelter support prioritises tarpaulins and blankets along with rope and fixings. Tents may be useful in particular areas or contexts, agencies are required to carry out adequate needs assessment to ascertain if tarpaulins or tents are appropriate. Tarpaulins are viewed as a flexible material that can be used for other purposes.

Where possible, basic tools, and shelter software should be part of packages of assistance. Shelter software may take the form of IEC material, training, and follow up technical assistance where needed. Shelter software activities are essential to ensure effective and safe use of shelter materials.

5.2 Specific objectives

- Aims to provide emergency shelter options which are appropriate to the context
- Designed to last up to three months
- Designed to be reusable, resalable or re-locatable and contribute to early- recovery (self-recovery/temporary shelter)

Strengths	Challenges
<ul style="list-style-type: none">• Immediate shelter solution for vulnerable households in need of emergency and relief assistance.	<ul style="list-style-type: none">• Family remains in an emergency shelter instead of transitioning along the pathway to early recovery to permanent housing.• Emergency solutions are vulnerable to monsoon and winter seasons

5.3 Packages and technical specifications

Minimum package: Tarpaulins/tents and blankets

- 2 tarpaulins per household or a tent³
- 2 blankets per household

Item	Link to detailed specifications
Tarpaulins	https://www.sheltercluster.org/sites/default/files/docs/technical_annex_tarpaulins_05.08.2015.pdf
Tents	https://www.sheltercluster.org/sites/default/files/docs/technical_annex_tents_05.08.2015.pdf
Blankets	https://www.sheltercluster.org/sites/default/files/docs/technical_annex_blankets_05.08.2015.pdf

Supplementary packages: Non-food items (NFIs)

- NFIs are based on the Nepal Shelter Cluster Contingency Plan and its contents have been agreed upon by the shelter cluster lead DUDBC, co-lead IFRC, and Shelter Cluster Strategic Advisory Group (SAG)
- The “household kit” includes tarpaulin, blankets, nylon rope, kitchen utensils and clothing. Estimated value is 10,000 NPR / 100 USD, for one family of 6, excluding transport costs.
- The “tool kit” includes a shovel, pick, hand saw and claw hammer. Estimated value is 1,800 NPRs / 18 USD.

Item	Link to detailed specifications
Household kit ⁴	https://www.sheltercluster.org/sites/default/files/docs/technical_annex_household_kits_05.08.2015.pdf
Rope	https://www.sheltercluster.org/sites/default/files/docs/technical_annex_rope_05.08.2015.pdf
Blankets	https://www.sheltercluster.org/sites/default/files/docs/technical_annex_blankets_05.08.2015.pdf
Kitchen utensils	https://www.sheltercluster.org/sites/default/files/docs/technical_annex_kitchen_utensils_05.08.2015.pdf
Tool kits	https://www.sheltercluster.org/sites/default/files/docs/technical_annex_tool_kits_05.08.2015.pdf

³ Agencies are required to conduct a thorough assessment of the context and needs to determine if tents are appropriate. Generally, tarpaulins are preferred as they provide greater flexibility and opportunity for reuse.

⁴ Note that the Household Kit Annex gives guidance on the quantities of each item.

Part 3: Temporary Shelter and Self-Recovery



Photo: Dolakha District, June 2015, Habitat for Humanity

6. Temporary Shelter and Self-Recovery

6.1 Approach

The Shelter Cluster (SC) advocates that agencies identify response options that support self-recovery to reduce disruption and ensure smooth transition for affected populations to rebuild and reconstruct. The process for selecting response options should consider recipient choice and the unique set of contextual circumstances and conditions.

A humanitarian shelter response may require numerous interventions which can be carried out concurrently or consecutively depending on a number of factors. Multiple response phases which keep households in transition for long periods of time should be avoided thus agencies should ensure that every effort is made to support self-recovery and returning families to permanent solutions.

All shelter interventions should contribute to self-recovery and therefore programmes and projects should be case specific. The products and assistance provided for temporary shelter should be designed to support a smooth transition to safe permanent reconstruction. Ideally assistance should be reusable, resaleable and relocatable - transferable, upgradable or extendable.

6.2 Specific objectives

- Aims to replace tarpaulins and emergency shelter
- Aims to provide support for improving and strengthening shelter in advance of the monsoon
- For those who will be exposed to risk due to the coming winter, the supplementary package(s) for winterisation will aim to provide materials to upgrade temporary shelters and other NFIs to support households to withstand the winter conditions.
- Aims to support appropriate self-recovery from the beginning
- Takes into account the cost to vulnerable households of independent shelter recovery efforts
- Should not exclude households from receiving future permanent reconstruction assistance.
- Support package of cash and /or materials should be selected appropriately based on the needs of the household.
- Affected populations are the key drivers of the process and are consulted in selection, participation, training and maintenance throughout the implementation.

Strengths	Challenges
<ul style="list-style-type: none">▪ Flexible solution to support self-recovery▪ Materials, structure and/or tools can be reused, and contribute to self-recovery▪ Salvaged Materials can support this process▪ More durable and resilient than an emergency shelter	<ul style="list-style-type: none">▪ Families could be left without a long term shelter solution if transitional shelter is provided without a comprehensive plan and funding beyond.

6.3 Packages and technical specifications

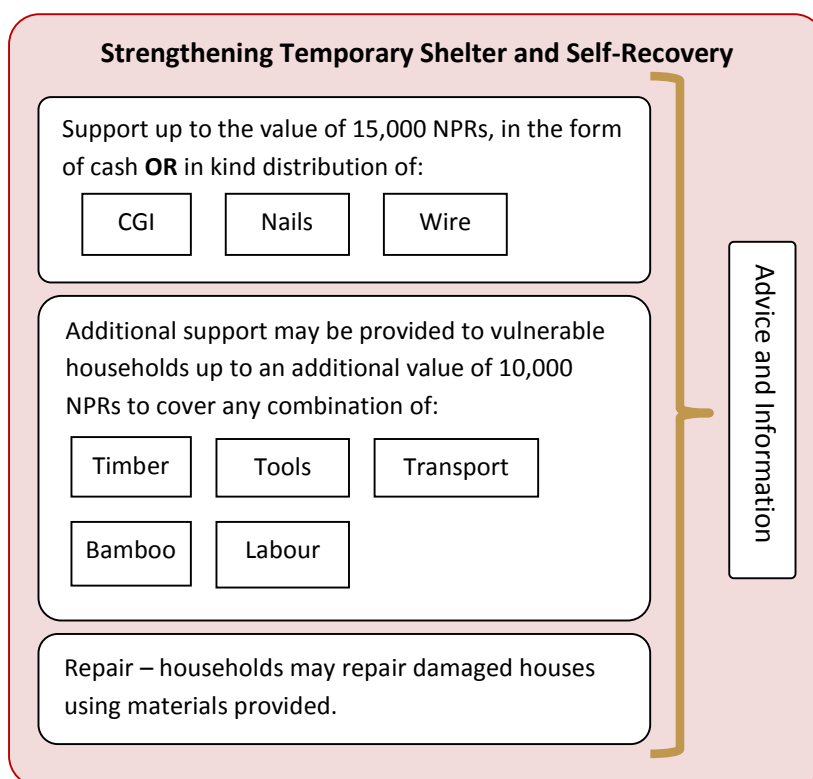
The Shelter Cluster Nepal recommendations for assistance towards self-recovery and temporary shelter are outlined in the diagram below: This package can be a combination of cash and

reconstruction materials, or Cash Transfer Programming (CTP) based on the appropriate identification of the needs of the targeted household and/or community, as well taking into account the level at which local markets are functioning.

Agencies delivering a temporary shelter package are responsible for determining the optimum combination of the recommended shelter package based on the knowledge of the local context in which they are working.

The shelter cluster recommends material and cash support, with the addition of advice and information, to support households build and improve temporary shelter in the most appropriate and suitable way. Households must be able to choose how they use the materials and to set their own standards and priorities for temporary shelter.

Reconstruction packages of materials, tools and cash, which are complemented by advice and information, can be used to support the on-going self-recovery process of the affected households. Where possible cash and vouchers are preferred in accessible areas in order to support local markets, and to provide households with opportunities to prioritise their needs. The shelter cluster has identified durable roofing solutions to be critical to sustainable self-recovery. As such support to self-recovery should provide adequate resources for beneficiaries to achieve durable roofing solutions. This approach is aligned with the GoN plans to provide a cash sum of 15,000NPR to households that have been categorised as fully destroyed so as to buy two bundles of 9' CGI sheets (16 no. sheets in total).



Standard package: NPR15,000 or Corrugated iron (CGI) sheets

- The GoN plans to provide a cash sum of 15,000NPR to households that have been categorised as fully destroyed so as to buy two bundles of 9' CGI sheets (16 no. sheets in total).
- In line with the GoN package, each household is recommended to receive a minimum package of NRP 15,000 cash or, where local markets are inadequate, 2 x bundles of CGI (9' CGI sheets, 16 x sheets in total)

Item	Link to detailed specifications
CGI	see technical annex
Cash	see technical annex

Linkage between Shelter Cluster standard package and GoN cash

While decisions about the linkage between SC packages and GoN cash are determined at district level, the SC recommends:

- Ensure an equitable distribution of packages between HHs, VDCs and districts to the extent possible, through a blanket approach where each HH receives either the GoN cash or the SC standard package.
- Agencies should prioritise the distribution of the SC Standard Package to households which have not yet received any support from GoN or other agencies.
- Where the SC Standard Package is being provided in addition to GoN cash, agencies should adopt a targeted approach addressing the most vulnerable families, as agreed with the district and VDC authorities. The SC district focal points or SC hub focal points can give further information on whether agencies have provided the SC Standard Package instead of the GoN package or on top of the package.

Supplementary packages: Providing more assistance for the most vulnerable

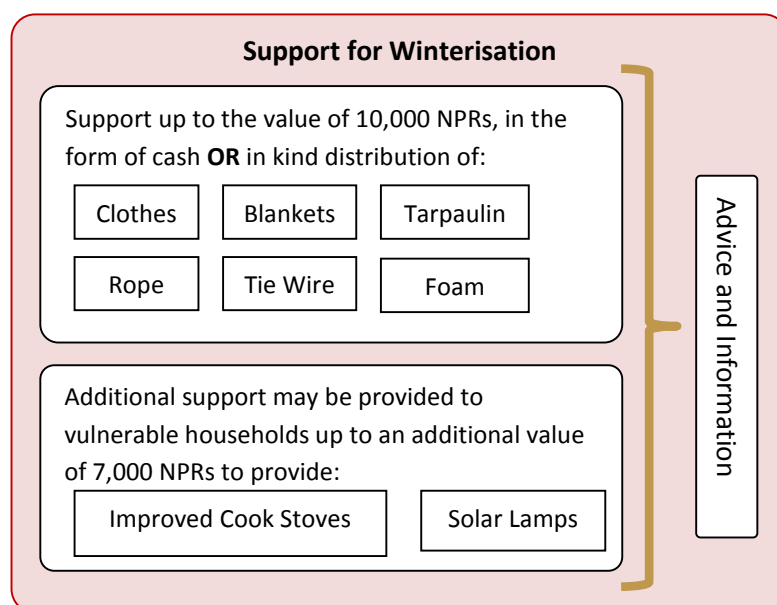
In addition to the standard package for temporary shelter support, the Shelter Cluster recommends targeted, additional support to vulnerable households, of cash or in kind support up to a value of 10,000 NPRs. The additional support is not recommended to have a prescribed use, but could be used by households' to cover a variety of requirements, some examples are as follows:

- **Timber / Bamboo** – many households have been able to salvage or purchase timber / bamboo to frame their temporary shelter but for many vulnerable households this may not be possible and additional cash / in kind donation for timber / bamboo may be appropriate.
- **Transport** – households in extremely rural areas may need additional support to cover the higher transportation costs they may incur.
- **Labour** – due to a variety of reasons, such as immigration, many households may not be able to provide the labour themselves for the construction of their shelter and additional support to cover the cost of labour, or to provide labour, may be of huge benefit.

Supplementary packages: Winterisation

During winter, December to February, the snowline in Nepal drops to approximately 2,000 metres with a range of impacts across the different altitude categories; High Himalaya (permanent snow), High Mountain (occasional snow), Middle Mountain (no snow), Siwalik (no snow) and Terai (no snow).

The Shelter Cluster has developed guidance for supplementary temporary shelter support to earthquake affected households to support them to withstand the winter conditions. The winterisation package has been developed through the [winterisation Technical Working Group](#) whose members include NRCS, CRS/Caritas Nepal, Christian Aid, World Vision, Build Change, Malteser International, Goal, ASF Nepal, Care, Oxfam, and IOM. The recommended package of support for winterisation is as follows:



The main winterisation documents can be found on the Shelter Cluster website:

Item	Link to detailed specifications
Winterisation Guidance	https://www.sheltercluster.org/working-group/winterisation
Winterisation Maps	http://sheltercluster.org/library/winterization-maps
Blankets	http://sheltercluster.org/sites/default/files/docs/technical_annex_blankets_05.08.2015.pdf
Tarpaulin	http://sheltercluster.org/sites/default/files/docs/technical_annex_tarpaulins_05.08.2015.pdf
Rope	http://sheltercluster.org/sites/default/files/docs/technical_annex_rope_05.08.2015.pdf
Tie Wire	http://sheltercluster.org/sites/default/files/docs/technical_annex_tie_wire.pdf
Foam	http://sheltercluster.org/sites/default/files/docs/technical_annex_foam.pdf
Improved Cook Stoves	http://www.sheltercluster.org/sites/default/files/docs/technical_annex_improved_cook_stoves.pdf
Solar Lamps	http://sheltercluster.org/sites/default/files/docs/technical_annex_solar_lamps.pdf

Displacement sites

It is recognised that only a small percentage of those affected are currently residing in displacement sites (less than 2%, 11,100 households in the 14 Priority Districts between 23 June and 12 July 2015, (DTM Round 3, www.tinyurl.com/NepalDTM). However, these tend to be some of the most vulnerable households. It is important to co-ordinate any activities with the CCCM Cluster, and refer to their guidelines when designing any assistance in displacement sites. <https://www.humanitarianresponse.info/en/operations/nepal/camp-coordination-management>

For shelter response in displacement sites, the Shelter Cluster recommends working in close coordination with site management agency and/or site committees, as well as identifying and discussing possible assistance with land owner, prior to implementation. In some cases, only provision of emergency shelter will be permitted (see section 5.3 Emergency Packages and technical specifications). It may also be necessary to provide additional tarpaulins to help extend the life of any tents or deteriorated plastic sheeting/tarpaulin. Where possible, more durable construction materials (CGI for example), should be provided in sites that are likely to stay through monsoon and winter. Guidelines should be provided on safe use of shelter materials being provided, especially as many may plan to re-use the same material upon return.

Additionally, efforts should be made to include those living in displacement sites in any shelter programs, and consideration should be given to carrying out safer shelter construction training in displacement sites to support return.

Part 3: Recovery and Reconstruction



Photo: Road to Dolakha District, July 2015, IOM

7. Recovery and Reconstruction

7.1 GoN Housing Reconstruction Programme

The Government of Nepal (GoN) launched the national housing reconstruction programme on the 26th June 2015. This programme will be led by the National Reconstruction Authority and will have two major streams; the provision of a cash subsidy to households by the GoN and large scale, decentralised, technical assistance and training to support compliance with construction standards.

The principles for recovery and reconstruction are set out in the [Post Disaster Needs Assessment \(PDNA\)](#), and are as follows:

- Encourage the participation of communities by empowering them to take control of reconstruction of their houses and ensuring facilitation of Owner Driven Reconstruction (ODR).
- A comprehensive view of housing reconstruction should include holistic habitat development, with basic services and community infrastructure. The principle of build back better (BBB) should translate into a concept of safer settlements.
- Reconstruction should be seen as a vehicle to build long-term community resilience by reducing vulnerabilities and strengthening community capacities to mitigate future disasters through improved construction practices for the majority of the building stock in the country.
- Strengthen the local economy through reconstruction and processes that work to the benefit of the poor and marginalised sections who are mostly in the informal sector.
- Reconstruction should provide an opportunity for the poor to upgrade their living conditions.
- Ensure sustainable and environment-friendly reconstruction processes, taking note of climate change, natural resource management and scientific risk assessments.
- Ensure that rehabilitation is equitable and inclusive.

7.2 Recovery and Reconstruction Working Group

The Shelter Cluster Nepal has established the Recovery and Reconstruction Working Group (RRWG) with the objective to provide a platform for coordination, strategic planning, and technical guidance for agencies involved in longer term recovery and reconstruction, and to engage with the GoN and other key stakeholders to inform the wider housing reconstruction programme. The RRWG is co-led by UN Habitat and IOM, with support from the Shelter Cluster.

Currently the RRWG sits within the coordination architecture of the Nepal Shelter Cluster. At the end of 2015, the Nepal Shelter Cluster will have completed the transition back to its pre-earthquake status, and the RRWG will have evolved into a distinct coordination mechanism; the Earthquake Housing Recovery and Reconstruction Platform (HRRP). IOM and UN Habitat will continue to lead the coordination under the HRRP.

Shelter Cluster Recovery and Reconstruction Survey

In July 2015, the Shelter Cluster conducted a survey to map current housing recovery and reconstruction activities, and longer term intentions for support for the housing recovery and reconstruction programme. 61 organisations responded to the survey, indicating their intention to

support housing recovery and reconstruction, and this group formed the initial membership of the RRWG. The results of the survey can be found on the Shelter Cluster website here <http://sheltercluster.org/library/coordination-operational-setup>.

RRWG Launch Meeting and Partner Organisations Workshop

The launch meeting of the RRWG was held on the 10th August 2015, and the keynote speaker was Dr. Govind Pokhrel, the Vice-Chairperson of the National Planning Commission. The meeting minutes, and the Shelter Cluster Update on Recovery and Reconstruction delivered during the meeting can be found on the Shelter Cluster website here

https://www.sheltercluster.org/sites/default/files/docs/rrwg_launch_meeting_minutes_20150910.pdf and here

https://www.sheltercluster.org/sites/default/files/docs/rrwg_launch_meeting_sc_update_on_rr.pdf, respectively.

Also on the 10th August, a workshop was held with the 61 Partner Organisations who registered their interest to work in housing recovery and reconstruction through the Shelter Cluster survey, as above. The workshop was very successful and the workshop proceedings can be found on the Shelter Cluster website here

https://www.sheltercluster.org/sites/default/files/docs/rrwg_launch_pos_workshop_proceedings_20150910.pdf.

RRWG Workplan

Based on the feedback from participants in the Partner Organisations (POs) workshop held on the 10th August 2015, a draft, six month, workplan for the RRWG was developed. Following several rounds of review and consultation with RRWG members the current version of the workplan can be found on the Shelter Cluster website here

https://www.sheltercluster.org/sites/default/files/docs/rrwg_workplan_and_outputs_28th_september_2015_version.pdf.

The intention of the workplan is to maximise the resources and capacities available within the membership of the RRWG. The workplan is considered a living document and will be updated regularly as outputs are completed, and based on feedback from the RRWG members.

RRWG Q&A Document

Prior to, and during the Partner Organisations (POs) workshop on the 10th August 2015, partners were invited to share questions regarding housing recovery and reconstruction. Questions were also collected from other groups, including the OCHA Cash Coordination Group, and the Shelter Cluster Coordination Support Group. A Q&A document was then prepared by the RRWG and the first version of the document was issued on the 2nd of October and can be found on the Shelter Cluster website here

http://sheltercluster.org/sites/default/files/docs/rrwg_qa_doc_date_of_issue_2nd_october_2015.pdf. This is considered a living document and will be updated as and when required. The target audience for the Q&A document is the Partner Organisations (POs) intending to work on housing recovery and reconstruction and it is hoped that the Q&A document will support POs with their planning for recovery and reconstruction activities.

Part 4: Cross-Cutting Issues



Photo: Kavre District, May 2015, Shelter Cluster

8. Targeting

There are two ways that assistance can be provided; either a 'blanket' (reaching all people in need) or a 'targeted' approach (prioritising beneficiaries based on certain criteria). Due to the limitations of funding, the blanket approach is not always possible and it is necessary to use existing funds to target and prioritise the most vulnerable households and settlements.

Such targeting should follow two approaches:

- Geographical targeting: taking into account the existing hazards and pre-empting monsoon hazards (i.e. Floods and landslides that will further impact displacement) and, within those identified areas
- Socio-economic targeting: taking into account factors such as the family composition, along with a family's capacity to recover (for example what resources are available for rebuilding, including salvaging and market resources and access)

The following resources are available to support agencies with prioritisation and targeting:

Document / Tool	Link
Approaches to Beneficiary Selection	See cross-cutting section of: https://www.sheltercluster.org/response/nepal-earthquake-2015
Score Card for beneficiary prioritisation	See cross-cutting section of: https://www.sheltercluster.org/response/nepal-earthquake-2015

9. Cross-cutting Issues

For more information refer to Shelter Cluster Nepal Earthquake 2015 – Cross Cutting Issues – <https://www.sheltercluster.org/response/nepal-earthquake-2015>

9.1 Gender and Diversity

Understanding that females and males of all ages, including those with specific needs, face different obstacles can help the development of more effective programmes and ensure that people's needs are met. Consequently, emergency response [shelter] programming needs to be tailored to meet the specific and diverse needs of all. This is achieved through consultation and gender and diversity analysis, design and implementation. Adopting a gender and diversity perspective also highlights opportunities and resources that support reconstruction and recovery efforts.. Of particular concern in Nepal are the disproportionately high number of female headed households (as much as 20 percent in some areas) owing to male labour migration. The Shelter Cluster will take a 'do no harm' approach to ensure that the distribution of relief and recovery does not exacerbate gender based violence.

The Shelter Cluster acknowledges structural causes of injustice and that disadvantaged groups can experience multiple forms of exclusion. The Shelter Cluster is committed to be inclusive and enable the full and equitable participation of women and men, people with disabilities, indigenous and minority communities and Dalits in all programs and decision-making processes.

9.2 Disability

The Shelter Cluster promote socially inclusive shelter programming that ensures the participation of people living with disabilities in all aspects of relief and recovery planning, design, implementation and monitoring.

9.3 Environment

When planning, designing, and implementation shelter programmes, it is important for shelter agencies to consider the environment throughout the programme cycle. This includes relief programmes and longer-term recovery programmes. Good environmental planning of projects supports disaster preparedness and reduces exposure to natural hazards and therefore mitigates against the risk and decreases households and communities vulnerability. This is especially important given existing levels of deforestation in Nepal.

9.4 Housing, Land and Property

Security of land tenure is essential to effective humanitarian action and can promote early and longer term recovery. Equally, insecure land tenure or displacement can undermine recovery. Where possible, the Shelter Cluster will work with partners to ensure housing, and property obstacles to recovery are addressed so that people whose houses have been lost can begin to rebuild with certainty.