

Shelter Sector Response Plan

as a contribution to a Common Action Plan for Haiti

This plan, and future revisions, and other information from the shelter cluster can be found at:
www.shelterhaiti.org

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1. Executive summary

The earthquake that occurred on 12 January 2010 has led to the deaths of an estimated more than 200,000 persons, and created 1,300,000 Internally Displaced Persons (IDPs). A greater number has been affected but not displaced, with as yet unquantified damage and destruction to both infrastructure and homes.

In order to define a suitable scaled and appropriately designed response to these needs, a Shelter Sector Response Plan has been prepared by the Strategic Advisory Group of the Shelter Cluster. This Sector Response Plan should be considered a living document and will be continually revised to adapt to a dynamic and unpredictable future to this response.

Problem statement

Appropriate and equitable shelter support to the entire population affected is required in order to save lives, reduce suffering, reduce and manage vulnerability, and achieve recovery over the reconstruction period, which is likely to be a minimum of five years and may be as long as ten years.

Coordination is required in order to achieve this equitable shelter support, promptly and efficiently, given the scale of the response and number of stakeholders involved. Coordination is required also with those responsible for clearing surface water drainage and rubble, as well as those responsible for transitional settlements, so as to prioritise progress to safe and appropriate shelter.

Displaced persons require protection from forthcoming rain and hurricane seasons, and then shelter over the duration of reconstruction. Non-displaced and returned persons, many of whom began reconstruction days after the earthquake, require resources and technical contributions in order to rebuild safely.

Coordination is required also with stakeholders responsible for other sectors of the response. Recovery stakeholders must be involved to ensure that shelter and reconstruction support integrate with longer-term objectives and activities.

This plan is divided into two phases

Phase 1 The period up and until the onset of the heavy of the rains, before the hurricane season. For planning purposes, this is assumed as **1st May 2010**.

Phase 2 The period subsequent to the onset of the rains and the hurricane season, until the response objective is reached and the affected population are within sustainable housing with a reduced and managed vulnerability, which is likely to take at least five years.

1.1 Coordination objective

Phases 1&2 Ensuring that all stakeholders in the response participate in a single coordination structure, led by government, with the support of the humanitarian community, and including the capacities of the armed forces and commercial contractors.

Ensuring that information management is appropriate, consistent and effective and standardised between cluster partners and the coordination team.

Ensuring that coordination is achieved with clusters and their government counterparts, and that all stakeholders understand their roles and responsibilities within coordination, especially those stakeholders responsible for:

- clearing surface water drainage (Early Recovery Cluster);
- rubble removal, especially when land is released for shelter or reconstruction (Early Recovery Cluster);

- sites used for transitional settlements (CCCM Cluster);
- water and sanitation provision (WASH Cluster);
- protection monitoring and support (Protection Cluster); and
- recovery and livelihoods (Early Recovery Cluster).

1.2 Displaced persons objective

Phase 1 Deliver at least minimum shelter support for the entire displaced population, integrated with rubble clearance and settlements services, such as risk mapping and water and sanitation. Specific assistance is offered to vulnerable persons and families.







Phase 2 Full transitional shelter support for the entire population affected, integrated with rubble clearance and settlements services, such as risk mapping and water and sanitation. Specific assistance is offered to vulnerable persons and families.

1.3 Non-displaced persons objective

Phase 1 Assessment of whether or not buildings are safe to inhabit with respect to earthquake and aftershocks, heavy rains, and hurricanes. If buildings are unsafe, alternative shelter should be supported. Specific assistance is offered to vulnerable persons and families.

Phase 2 Resources and technical support to ensure that reconstruction is achieved that results in housing that is seismic, rain and hurricane resistant. Specific assistance is offered to vulnerable persons and families.

1.4 Summary of responses for both displaced and non-displaced populations

Summary of the response for displaced populations				Summary of the response for non-displaced populations	
Rural self-settlement	Urban self-settlement	Host families	Planned and self-settled sites	Owners	Tenants
					
Phase 1 Shelter within 3 months, before the hurricane season					
Tarpaulins with rope Tents Household support items and cook sets	Phase 1 emergency shelter – tarpaulins, rope when available Household support items and cook sets Tents for prioritised groups Public information			Priority given to displaced and vulnerable Unsafe structures demolished Public information	
Phase 2 Full transitional shelter within 12 months					
Phase 2 transitional shelter - roof of corrugated metal sheeting, frame of timber, bamboo or steel Support provided through public information campaigns and technical advice over seismic and hurricane resistance Cash, vouchers and additional materials distribution will also be considered Coordinated rubble clearance				Self-help Phased materials distribution Technical advice	Relocation assistance Rent assistance Extending credit
Durable housing in less vulnerable locations, built back safer					

2. Agencies participating

2.1 Shelter Cluster roles and responsibilities

The implementation of the Shelter Sector Response Plan is coordinated through a coordination body, the Shelter Cluster, which is a collaboration between the Haiti Commission (HC) of the Government of Haiti (GoH) and the International Federation of the Red Cross (IFRC).

The Shelter Cluster is co-chaired by the HC of the GoH and the IFRC.

IFRC took over the responsibility of co-chair from the International Organisation of Migration on 10th February 2010. This strategy was developed while IOM was chairing the cluster, but with final agreement by all parties achieved only after review by IFRC, immediately prior to handover.

2.2 Shelter Cluster Strategic Advisory Group (SAG)

The Shelter Cluster Strategic Advisory Group (SAG) created this Shelter Response Plan. The SAG also considers the general direction of the cluster. General cluster membership has had and will continue to have full review and approval authority over the plans contained herein. The SAG is also the mechanism through which future revisions will occur.

A further description of the SAG and its Terms Of Reference may be found in Annex A.

Contributing members of the SAG are representative of the various stakeholders groups in the cluster. These members were selected by the Shelter Cluster co-chairs and then announced to the Shelter Cluster Coordination meeting. Current invited members of the Shelter SAG are as follows:

Government of Haiti	Haiti Commission, Ministry of Planning, Departement Protection Civile
National NGOs	BIC
International NGOs	Care International, Oxfam GB, Interaction, CHF, CordAID
Donors	DFID, USAID/OFDA, World Bank
UN Agencies	UNICEF, UN-Habitat, UNDP
Red Cross/Red Crescent Movement	

2.3 Shelter Cluster coordination

Nationally, cluster coordination is managed as a collaboration between GoH and the cluster lead agency through regular meetings in Port-au-Prince and the website www.shelterhaiti.org. A dedicated cluster team supports collating and presenting information and common tools. At departmental level, cluster coordination is managed through 'hub' clusters, run by the cluster lead agency, in collaboration with departmental government, beginning in Leogane and Jacmel. Locally, cluster coordination is managed through partner agencies, in collaboration with local government. Future decentralised meetings and coordination continues with increased dedicated coordination resources.

2.5 Private sector collaboration

The National and International Private sector are encouraged to engage with the existing coordination structures adopted by the GoH via the Shelter Cluster Coordination mechanisms. We recognise that the private sector will be an important component of this response. Detailed policy on managing unsolicited contacts, private sector assistance, and development support will be required. Guidance is offered in section 8.

2.6 Armed forces collaboration

Supporting military forces will provide assistance to the humanitarian effort as requested through the Joint Operations Tasking Centre. Refer to the 'Guidelines On The Use of Foreign Military and Civil Defence Assets In Disaster Relief', also known as the "Oslo Guidelines".

3. Needs analysis

The population has been affected in two broad categories, with different settlement options having different needs:

(3.1) **displaced persons**, such as with host families or self-settled; and

(3.2) **non-displaced persons**, such as owners and tenants.

3.1 Displaced persons

Some internally displaced persons have been displaced by only a few metres, others within a neighbourhood, and many around the country.

Some persons have also left Haiti, mainly to the Dominican Republic. They are not considered in this analysis and must be considered in plans for the countries they migrated to.

3.1.1 Rural self-settlement



Families who have left the larger cities and settled in rural areas.

Numbers Information not available, but assumed to be a small yet vulnerable number of people, These families have mainly settled along the larger roads outside of the cities.

3.1.2 Urban self-settlement



The vast majority of affected urban residents have chosen to displace short distances away from their damaged or destroyed homes to open spaces nearby as owners wait for technical advice and support, whether to reintegrate their houses, undertake repairs or demolish them.

Numbers There are approximately 600 known sites of varying size and population density within Port au Prince and the total population living in these conditions in need of shelter assistance is estimated to be at least 500-700,000 persons.

3.1.3 Host families



Families who have chosen to leave their houses completely to find shelter elsewhere with friends and family who live elsewhere in the city or outside of it.

Numbers 90-110,000.
Population movement is actively being supported by the Government who are providing free transport to facilitate voluntary movement away from Port au Prince.

People are staying with host families in

- Undamaged houses in the affected area
- In **urban and rural** parts of the non damaged area.

3.1.4 Planned sites



Settlements where site planning is taking place

Numbers 58,000 people as of 07/02/2010

3.1.5 Self-settled sites



Families who have left the larger cities and settled in rural areas.

Numbers 435,000 people in self settled sites, 85,000 families as of 07/02/2010

These families have mainly settled along the larger roads outside of the cities.

3.1.6



Collective centres

Families gathering together in existing buildings

Numbers 100's Very few in directly affected earthquake zones, due to concerns by families of the earthquake risk. Sites containing tens of families have been identified in St Marc.

Cities not damaged by earthquakes where IDPs have temporarily settled

3.2 Non-displaced persons

Some non-displaced persons live in houses and apartments damaged while others live in houses and apartments undamaged but vulnerable to damage in subsequent earthquakes. The majority in urban areas are tenants, renting their accommodation, while the majority in rural areas are owners.

3.2.1 Occupants with no legal status

In some areas of the city rapid assessment indicates that 1-in 10 to 1 in 20 persons have chosen to remain at their site of their damaged and destroyed homes.



Families squatting or living on land that has not been formally allocated

Numbers Unknown

3.1.2



House tenants

Families who rent houses from a landlord

Numbers Unknown

3.1.3



Apartment tenants

Families who rent rooms within a larger structure. These are often several storeys tall, so that if the building collapses, there is insufficient space to house the families on the land if single storey dwellings are constructed

Numbers Unknown

3.1.4



Land tenant

Families who own their house but rent the land on which it is built.

Numbers Unknown

3.1.5**Apartment owner-occupier**

Families who own rooms within a larger structure, often several storeys tall. These are often several storeys tall, so that if the building collapses, there is insufficient space to house the families on the land if single storey dwellings are constructed

Numbers

Unknown

3.1.6**House owner-occupier**

Families who own their house and the land on which it is built.

Numbers

Unknown

4. Objectives

The overall objective of the strategic framework is to 'support and assist the Government of Haiti to meet the emergency and transitional shelter and settlement needs of all Haitians affected by the earthquake'. Principle counterparts for the ESC/CCCM cluster within Government are currently the Department of Civil Protection and the Chief Advisor to the President for Reconstruction. The principles of the strategic framework (chapter 5) have already been agreed with government counterparts. This strategic framework lays the framework for the planning of all cluster activities in the emergency phase as well laying a base for the reconstruction of Haiti to follow.

This strategy includes an analysis and proposals for several thematic groups including emergency shelter and transitional shelter (ESC) and Camp Coordination and Camp Management (CCCM). Emergency and transitional shelter needs are addressed together as both the planning and implementation of full housing reconstruction will necessarily take a substantial amount of time, especially given the scale and location of the destruction caused by the earthquake and there is likely need for an extended emergency phase given the scale of the disaster. There are also a number of positive precedents of moving quickly from emergency to transitional shelter within an emergency response phase following other major recent earthquakes.

4.1 Challenges

- **Government recovery and reconstruction strategies need to inform emergency shelter and settlement activities.** This strategy needs to be integrated with the recovery and reconstruction aims of the government, particularly concerning the location of any new developments in other parts of the country which are likely to significantly influence the long term settlement choices of those affected. The need to relieve pressure on the infrastructure in the capital and to encourage the development of other parts of the country are well documented. Given the pressing need to respond to emergency shelter needs, however, comprehensive plans will need to be developed quickly if these activities are to effectively inform this strategy.
- **Allowing people to choose to remain close to their former homes and communities.** As with other large post-earthquake environments, the pressure to act quickly to provide safe shelter is high. The creation of large temporary settlements away from communities and livelihood opportunities have in the past proved to create dependencies, social problems, security threats and inhibit recovery. The scale of shelter needs in this response are such that the creation of a limited number of temporary settlements outside of the city may be necessary, although recognized as a last resort. Several previous earthquake responses have proved that the most successful recovery efforts have been achieved where population displacement has been minimized. In this respect, the shelter cluster strategy aims to play a critical role in

assisting to define the overall strategic direction of the relief and recovery effort, particularly to inform the geographic locations of other cluster work.

- **The fear of another earthquake.** Encouraging a return home will be challenging, most of those affected will choose to sleep outside until they feel it is safe to return to housing.
- **Rubble Removal.** Managing rubble removal with other clusters requires a suitable balance between the need to evacuate and allowing families to stay and rebuild using waste material.
- **The proximity of the rainy season, which will likely complicate an already extremely difficult humanitarian situation.** The city was poorly drained prior to the earthquake, sewage and waste disposal systems are inadequate.
- **Open space in urban areas.** The need to find adequate safe space for transitional settlement in dense urban areas is a challenge. The cluster strategy is reliant upon finding or being allocated such space. If space cannot be found then the strategy will be adjusted which may reflect a greater percentage of the population moving to planned settlements.
- **Providing services by upgrading transitional sites in an uncoordinated un-phased manner may cause secondary population movements that may be difficult to control.** Providing services at self-settled and planned sites can cause secondary and tertiary population movements to those sites without the capacity to provide for all IDPs.
- **Planned settlements may act as a 'pull factor' away from more sustainable shelter solutions.**
- **Targeting and assisting those with priority needs.** Efficiently and equitably targeting those who are in the most acute shelter need with a large number of cluster partners will be complex.
- **Security at self-settled sites in urban locations presents significant unknowns as self-managed sites often have limited service support.** The creation of informal yet accountable camp management structures in transitional settlements may be challenging at some sites. Families additionally face challenges to secure their damaged homesteads nearby.
- **Providing information management to ensure shelter needs are met.** With so many people displaced, the need for effective information management, particularly to track the distribution of shelter kits, tents and NFI is essential to mitigate against duplication and gaps.
- **Transport and Logistics.** The availability of transport to support transitional shelter construction may prove challenging. Additionally access to many sites is difficult due to the poor quality of roads.

5. Activities

This plan is divided into two phases

- Phase 1** The period up and until the onset of the heavy of the rains, before the hurricane season. For planning purposes, this is assumed as 1st May 2010.
- Phase 2** The period subsequent to the onset of the heavy of the rains and the hurricane season, until the response objective is reached and the affected population are within sustainable housing with a reduced and managed vulnerability, which is likely to take at least five years.

5.1 Coordination objective

Phases 1&2 Ensuring that all stakeholders in the response participate in a single coordination structure, led by government, with the support of the humanitarian community, and including the capacities of the armed forces and commercial contractors.

Ensuring that information management is appropriate, consistent and comprehensive.

Ensuring that coordination is achieved with clusters and their government counterparts, especially those responsible for:

- clearing surface water drainage (Early Recovery Cluster);
- rubble removal, especially when land is released for shelter or reconstruction (Early Recovery Cluster);
- sites used for transitional settlements (CCCM Cluster);
- water and sanitation provision (WASH Cluster);
- protection monitoring and support (Protection Cluster); and
- recovery and livelihoods (Early Recovery Cluster).

Main activities

- engaging relevant counterparts in all government and humanitarian organisations, including clusters;
- implementing a common and accountable coordination mechanism, operating from national to local levels, so as to offer consistent support to stakeholders responding to the needs of the entire population affected;
- provide an effective information and GIS sharing platform for the cluster members;
- maintaining information provided by cluster partners on stockpiles and pipelines;
- maintaining information provided by cluster partners on progress in who is working on what, and where;
- ensuring that private sector and military capacities are engaged appropriately
- identify and fill gaps and ensure there are no overlaps in responsibility and aid provision; and
- ensuring that appeals and funds available to the cluster are managed appropriately.

5.2 Displaced persons objective

Phase 1 At least minimum shelter support for the entire population displaced, integrated with rubble clearance and settlements services, such as risk mapping and water and sanitation. Specific assistance is offered to vulnerable persons and families.

Phase 2 Full transitional shelter support for the entire population affected, integrated with rubble clearance and settlements services, such as risk mapping and water and sanitation. Specific assistance is offered to vulnerable persons and families.

Phase 1 main activities

- supply and effective distribution of appropriate emergency shelter materials;
- supply and effective distribution of appropriate tools to assist in emergency shelter and self recovery;
- supply and effective distribution of NFIs, in coordination with other clusters, such as cook sets and mosquito bed nets;
- make best use of existing mass distribution networks and registration processes, both in the capital and especially in rural areas; and
- initiate phase 2 transitional shelter distributions, where possible.

Phase 2 main activities

- supply and effective distribution of appropriate transitional shelter materials;
- supply and effective distribution of appropriate tools to assist in transitional shelter and self recovery;

- supply and effective distribution of NFIs, in coordination with other clusters, including consumable items such as hygiene kits;
- make best use of existing mass distribution networks and registration processes, both in the capital and especially in rural areas
- offer advice through a variety of media on the use of materials received and their uses, with special attention to seismic and hurricane mitigation measures; and
- ensure beneficiaries receive appropriate training and/or educational materials minimising wastage and inappropriate construction.

5.3 Non-displaced persons objective

Phase 1 Assessment of whether or not buildings are safe to inhabit with respect to earthquake and aftershocks, heavy rains, and hurricanes. If buildings are unsafe, alternative shelter should be supported. Specific assistance is offered to vulnerable persons and families.

Phase 2 Resources and technical support to ensure that reconstruction is achieved that results in housing that is seismic, rain and hurricane resistant. Specific assistance is offered to vulnerable persons and families.

Phase 1 main activities

- assess whether or not buildings are safe to inhabit with respect to earthquake and aftershocks, heavy rains, and hurricanes;
- supply and effective distribution of appropriate emergency shelter materials, especially in order to stabilise structures from further degradation by the weather;
- supply and effective distribution of appropriate tools to assist in emergency shelter and self recovery;
- supply and effective distribution of NFIs, in coordination with other clusters, such as cook sets and mosquito bed nets;
- make best use of existing mass distribution networks and registration processes, both in the capital and especially in rural areas; and
- initiate phase 2 reconstruction distributions, where possible.

Phase 2 main activities

- offer support in achieving secure land tenure or land use;
- undertake damage assessment, using recognised categories, and develop response levels for each;
- supply and effective distribution of appropriate reconstruction shelter materials;
- supply and effective distribution of appropriate tools to assist in reconstruction of shelter and self recovery;
- supply and effective distribution of NFIs, in coordination with other clusters, including consumable items such as hygiene kits;
- make best use of existing mass distribution networks and registration processes, both in the capital and especially in rural areas
- offer advice through a variety of media on the use of materials received and their uses, with special attention to seismic and hurricane mitigation measures;
- ensure beneficiaries receive appropriate training and/or educational materials minimising wastage and inappropriate construction; and
- achieve linkage with recovery support mechanisms to enable continuity in support to the populations affected.

6. Indicators

Effectiveness and progress of operational strategies are measured against key indicators agreed upon by the cluster. The information management function of the cluster coordination team will be tasked with using both key and more detailed indicators to guide the data and information gathering processes in order to inform stakeholders of strategic progress.

Key Indicators by phase:

Phase 1	<ul style="list-style-type: none"> • Coverage/Percentage of households receiving NFI support within three months post earthquake • Coverage/Percentage of households receiving waterproof roof covering within three months post earthquake • Coverage/Percentage of families whose houses have been assessed for seismic, rain and hurricane risk.
Phase 2	<ul style="list-style-type: none"> • Coverage/Percentage of families receiving support with hurricane resistant shelter before 2011. • Coverage/Percentage of families receiving support for durable housing before 2011. • Coverage/Proportion of families included in plans before 2011 for durable housing • Number of Households that have access to accurate public information on shelter related hazards.)

Important processes:

- Targeting criteria such as vulnerable groups and other priority beneficiaries have been developed and implemented
- Reliable, accurate and regular sharing of data between all stakeholders of the cluster and the common Information Management personnel in the coordination team
- Regular review of progress and usefulness of currently defined indicators
- Common standards of measurement and reporting agreed and complied with

7. Monitoring

Regularized updating of information and datasets related to the indicators for this emergency is also an important Information Management function for this cluster. The context of the response evolves over time due to the impacts of the response and outside unpredictable forces such as effects of weather or future aftershocks. To be able to respond to the natural evolution of the response and the operating context, the cluster must dedicate resources to monitoring and updating baseline and progress data.

Important consideration for monitoring:

- Detailed distribution and pipeline data will be maintained and publicly updated on a regular basis by the cluster coordination team. Members of the cluster are expected to report their plans, activities and detailed distribution data.
- Tracking of which agencies are active doing what type of programming in which locations (Who, What, Where) to ensure that there is no duplication of effort and all gaps are covered.
- Technical assessments of existing, damaged housing will use emergency building code standards described by GoH. These will ensure that families do not put themselves at risk of future events such as landslides, wind, tidal surge, floods, and aftershocks.

- Monitoring of public outreach materials to beneficiaries to build back safer.
- Population displacements will be monitored on a regular basis through triangulated government data and field reports. Prioritisation of locations for intervention will adapt to changing population flows and needs.
- The impacts of adverse weather, and potential flood / wind / tidal surges / landslides, as well as significant aftershocks, will be closely followed using techniques such as remote sensing, aerial photography and triangulated field reporting.
- The Public health context (eg. Increased incidences of fire injuries, respiratory infections and diarrhoeal diseases) will be closely monitored through the cluster system and shelter impacts monitored
- Protection issues will be closely monitored through field reporting by partners and the protection cluster.

8. Project selection criteria

The project selection criteria has taken in to account the synergies of the projects with the shelter cluster strategy and response plan. Each of the projects submitted by cluster members has been evaluated against the cluster strategy and response plan by the SAG selection committee.

During this review process, any member of the SAG whose agency submitted a project was removed from the SAG selection committee for that project proposal.

9. Implications if the plan is not implemented

Failure to implement both phases of this plan (emergency and transitional) of this response plan will result in an increased susceptibility to sickness and disease due to exposure to the elements in the short term. This includes, significantly, water borne diseases as a result of poor construction, rubble clearance and drainage. Longer term susceptibility to extreme weather events such as hurricanes or other natural phenomena and the resultant loss of life and belongings remains a serious risk if transitional shelter is not quickly prioritised. Likewise, failure to implement and coordinate early recovery activities will complicate the return of communities to their traditional lives.

Annex A Terms of reference for the Strategic Advisory Group

DRAFT
TERMS OF REFERENCE
Shelter / NFI and CCCM cluster
Strategic Advisory Group (SAG) – Haiti 2010

Introduction

The coordination function seeks to engage all partners working in the provision of emergency shelter with representatives from various agencies and stakeholder groups in decision-making regarding all aspects of the shelter program. The SAG is to advise at all stages of the **shelter / NFI and CCCM operations**. The participatory process intends to confer ownership, legitimacy and applicability to the activities of the group while maximising participation within the constraints of the emergency situation.

Therefore, using previous emergency experience this is best achieved through the establishment of a SAG, made up of a limited number of members of the shelter/NFI and CCCM cluster group selected to provide suitable representation of the members. The SAG will inform and seek the opinion of the Government regarding the SAG activities. The SAG ideally will include representatives from UN agencies, IFRC, Haitian Red Cross Society, Donors, IOM; International NGOs, large and small; National NGOs or forums where such exist in-country, Early Recovery Cluster Focal Point. Any member of the SCG can be added on as observer if required.

This representative group of no more than ten to fifteen people should be facilitated by the Cluster Coordinator, although rotation of the chair is possible. The meetings are called according to need. Meetings should be held according to 'Chatham House Rules' i.e comments are incorporated but are not attributable to any particular organization

Group membership

- Government
- Cluster Lead Coordinator
- IFRC and Haitian Red Cross
- IOM
- Donors (ECHO, USAID (and DART), other Bi-laterals)
- 2 x Large International NGOs (or forums where such exist in-country)
- 1 x Small International NGO
- 2 x National NGOs (or forums where such exist in-country)
- Early Recovery Cluster Focal Point
- UN Habitat
- Other Cluster Coordinators depending on the agenda

To this list should be added as Observers:

- ICRC
- MSF
- OCHA Cluster Coordinator

Terms of Reference

- Agree composition of the Strategic Action Group (SAG);

- Draw up and agree Terms of Reference for Cluster Partners;
- Develop and agree the Cluster's 'Strategic Framework'; ensure formal ratification by Government; ensure complementarity with government policies and plans at local level; update regularly according to evolving needs; and hold partners to account against this framework
- Formulate and agree the Cluster workplan; and provide strategic oversight of its application by Cluster partners;
- Establish 'Technical Working Groups' (TWIGs) as required and hold such groups accountable to Terms of Reference agreed by the SAG; ensure proper representation within such groups; ensure timely output; ensure transparent reporting; and close such groups;
- Formulate and agree advocacy positions on behalf of the Cluster partners;
- Provide strategic planning oversight for effective and efficient allocation of resources by Cluster partners;
- Provide strategic oversight on integration of cross-Cluster planning and inclusion of cross-cutting issues (in close cooperation with the OCHA Cluster Coordinator);
- Agree benchmarks and indicators;
- Ensure technical standards are agreed and consistently applied;
- Support the Cluster Lead Coordinator in setting up dedicated mechanisms and systems for transparent and equitable allocation and monitoring of 'pooled' funds available to the Cluster;
- Oversight technical, financial, and functional capacities of Cluster partners
- Oversight quality assurance, market price fluctuations, and quantities available from local and/or national markets;
- Ensure coherence of public messaging
- Ensure the Cluster Lead upholds its responsibilities by applying both Cluster and Cluster partner Terms of Reference

It is the responsibility of the Cluster Lead Coordinator to ensure that outputs from SAG meetings are brought to the attention of, and followed up with relevant authorities, promulgated in plenary coordination meetings, reflected in Situation Reports (which provide the working 'frame-of-reference' for the Cluster membership and beyond), and posted to the relevant website.

Annex B List of stakeholders participating in the Shelter Cluster

List of cluster partners are:

ACF Haiti	FAO	Plan International Haiti
ACTED	Feed the Children	Power in Action
Action Aid	FEMA	Premiere Urgence
ACTJH	Fonkoze	RedR UK
ADRA	GAIN	Relief International
AECID	German Red Cross	Salvation Army
America Continental 2000	Global Go	Samaritan's Purse
AME-SADA	Global Volunteer Network	Save the Children
AMI PORTUGAL	GOAL	Servicio Jesuita para
AMURT	GTZ	Refugiados
Amurt - Amurtel	GVC	Shelterbox
Appropriate Int'l Dev. Group	Habitat for Humanity	Solución TB
ARC	Handicap International	Star of Hope
AVIS	Haven Partnership	Terre des Hommes
BioForce Institute	Health Cluster	TSA
Canadian Red Cross	Help Age International	Turkish Red Crescent
CARE	ID	TZU CHIN FOUNDATION
Cesal	IFRC	UMCOR
CHF	INTERSOS	UN TECO PARA MI PAIS
Christian Aid/ACT	IOM	UNCHR
Church World Service	IRC	UNDP
CIDA	IRD-DC	UNEP
COHIMRU	IRIN	UNFPA - FNUAP/Haiti
CONCERN Worldwide	Irish Aid	UN-HABITAT
COOPI	Islamic Relief	UNHCR
CORDAID/CARITAS	JEN	UNICEF
CRS	Jesuit refugee Service	United Methodist Church
CVM	JTF HAITI	UNOPS
DANISH PEOPLE'S AID	KT organization	US Army Hacc
DFID	LWF-Act Alliance	US Army Hacc
DG ECHO	MAST	US Committee for Refugees and Inmigrants
Diakonie	Mercy Corps	USAID
DPC	MORRELL	USAID/DART
DPC/MICT	MSF Holland	USAID/OFDA
DPC/UNDP	MSF-DCA	USHSS
Elim Relief Association	OCHA	WASH Response
Emergency Architects	Operation Blessing	WFP
Entrepreneurs du monde	International	WORLD RELIEF
European Union	OXFAM	World Concern
Family Health International	PCI	World Vison
	Peace winds - Japan	
	Philipine Medical team	

Annex C Principles of response

Annex D National emergency planning and building codes

Not yet received

Annex E National planning and building codes

Not yet received

Annex F Technical note on tents

Position on tents in Haiti Shelter / NFI and CCCM cluster As of 4th February 2010

Position on tents

Tents will continue to be received at the airport and will be distributed, but they are not a long term solution suitable for the hurricane seasons.

Purchase is not encouraged unless organisations have existing expertise in the procurement of humanitarian tents.

Tents in context

In the first days of the crisis, there was considerable focus upon the provision of tents. However as time has passed this situation has now changed.

Across Haiti, affected families have started to build very basic shelters with the materials available to them. This is a process that should be supported through provision of suitable materials rather than ignored by the provision of tents.

Given the various operational and logistic constraints with the distribution of materials, resources need to be focussed on getting water proof cover to affected people as quickly as possible.

Tents provide a short term shelter solution, but have a limited lifetime in hot humid climates. As a result significant funds are used with limited long term advantage to the occupants.

Tent quality

Past experience has shown that when large quantities of tents are purchased at short notice, the quality remains unpredictable. Even the briefest visit to the earthquake affected areas of Haiti will show a huge diversity of tents distributed.

Many of the tents will not remain waterproof for the heavy rains due later in the coming months. Many others are simply too small.

Tents specialised for humanitarian relief have been developed over many years by major organisations. To purchase suitable tents requires establishing clear specifications and understandings with manufacturers.

Rapid procurement invariably results in substandard quality of tents.

Even good quality tents have a lifetime less than a year in hot and humid climates such as Haiti.

Example, in a survey of the estimated 400,000 tents distributed after the Pakistan earthquake in 2005, over 85% were found to be unsuitable for the weather. Most of the distributed tents required remedial distributions of plastic sheeting. This caused significant delays in the response.

More on tents can be found at "A guide to the use and logistics of family tents in humanitarian relief"
<http://ochaonline.un.org/OchaLinkClick.aspx?link=ocha&DocId=1002112>

More on plastic sheeting can be found at:
<http://www.plastic-sheeting.org>

The way forward

Plastic sheeting is a well proven material in disaster responses. Very clear and well established standards were developed in the mid 1990's. When combined with suitable fixings and salvaged materials, very strong and waterproof shelters can be built

As Haitians have already started work on shelter construction. It is far more efficient to assist Haitians to improve and secure accommodations they have already started, rather than introducing a new, less preferable solution.

Annex G Technical note on pre-fabricated buildings

Introduction

Operations in Haiti are currently based on very severe logistics constraints. Access to construction materials is limited, and there are significant unmet needs as a result.

Operations are focusing in the short term on the delivery of plastic sheeting, fixings, poles and household items to support self help. In the medium term, operations will focus on traditional materials that can be re-used by affected families in the longer term as they move to more durable housing solutions (transitional shelter).

For reconstruction, focus will be on durable housing solutions. More on the shelter strategy, anticipated shelter costs, and non food item prioritisation can be found at:

<http://groups.google.com/group/shelterhaiti2010>

In terms of emergency response, the general wisdom is against the use of prefabricated shelters using high technology materials for family shelter. Instead programmes should encourage the use of appropriate materials that can be re-used or easily maintained. Key documents such as Sphere (www.sphereproject.org), "UNHCR Handbook for Emergencies (2007)", "Shelter After Disaster" (UNDRO 1982), and "Transitional Settlement and Reconstruction after Natural Disaster" (UN-OCHA, 2009) (both available from www.shelterlibrary.org) all advise against technologically based prefabricated solutions for family use.

What is a technology based prefabricated shelter

A technology based prefabricated shelter is a manufactured and industrially produced ready to assemble kit.

Why the shelter cluster discourages ngo / agencies to use technology based prefabricated shelters as family shelter

Prefabricated shelters:

- are a more costly solution in terms of procurement, administrative procedures and transportation.
- are based on international expertise and engineering which disrupt the local construction market and tend not to support local employment and skills development.
- do not create the conditions to promote good practice in earthquake and hurricane prone areas
- are of higher quality and meet more housing standards than actual housing, causing tensions, jealousy and possibly conflict amongst the affected population
- materials and expertise come from other countries without consideration of local cultural practices.
- are not culturally adapted.
- are not easily adaptable to site and land constraints, especially in urban contexts.
- are not easily dismountable and/or transportable after their first installation, which is not appropriate for potential population movement.
- can not be used as a source of material for permanent housing construction after the temporary sheltering phase.

Annex H Sample bill of quantities for transitional shelter

Please refer to the compilation of designs by following this link:

http://groups.google.com/group/shelterhaiti2010/web/22-02-transitionalshelter-design-compilation.doc?_done=%2Fgroup%2Fshelterhaiti2010%3F

Annex I Public information and media strategy

Annex J Glossary of terms

To be developed

Annex K References

To be developed