Global Shelter Cluster
ShelterCluster.org
Coordinating Humanitarian Shelter

SHELTER / NFI

Cluster Strategy 2019-2020 South Sudan

www.sheltercluster.org

TABLE OF CONTENTS

1 Overview

The two-year Shelter / NFI Cluster strategy for South Sudan is intended to guide interventions for shelter cluster members until the end of 2020. It recognizes that contexts across South Sudan are both changeable and highly specific, with unique needs per location.

The strategy has been developed with the inputs of other stakeholders including other clusters and partners. It recognizes that shelter assistance will increasingly need to be conducted in close coordination with all stakeholders to ensure that approaches are integrated and that broader needs are addressed. It is based on the understanding that shelter and NFI interventions must include better integration with government and civil society.

The strategy holds protection of affected populations at its core. Core principles are to be mainstreamed throughout shelter and NFI operations; 1) Do no harm, prioritising health, privacy, safety and dignity, 2) ensuring meaningful access of affected populations 3) participation and empowerment of affected people and 4) accountability. It includes a breadth of response options. Including in kind assistance, cash and markets assistance, integrated programming with limited shelter construction and rehabilitation activities and a strong focus on housing Land and Property, capacity building of staff, national authorities, civil society and affected populations and advocacy for those with shelter and household needs.

The strategy articulates the shelter cluster's goal, objectives and available response options covering a range of situations across South Sudan. This includes new emergency displacements and disasters, care and maintenance of shelter for people in protracted displacements and supporting sustainable returns and recovery where the context allows, and it is safe to do so.

2 Context

By the beginning of 2019, five years of conflict had forced nearly 4.2 million people to flee their homes in search of safety, nearly 2 million of them within and 2.2 million outside South Sudan. People affected by the conflict, repeatedly identified security among their primary needs. While the intensity of conflict was reduced, and clashes were contained to certain regions, vulnerable people will continue to experience the impacts of the conflict through 2019 and into 2020.

In 2018, the conflict continued to force people to remain on the move and undermine their access to assistance. At the beginning of 2019, the population inside the UNMISS Protection of Civilian (PoC) sites had stabilized at approximately 200,000 people. However, there were continued movements both inside and outside PoCs including across international borders from neighbouring countries. An increasing number of IDPs is expected to seek durable solutions throughout 2019 and beyond, although movement will continue to be fluid as people explore options for return, relocation or local integration. Initial returns may only be temporary as some family members return to farm and to evaluate status of their, access to livelihoods, services and support; as well as confidence in safety and security.

The shelter and NFI cluster has participated in the development of the South Sudan Humanitarian Response Plans (HRPs) and flash appeals that have articulated a shared vision of how to respond to the affected populations. Partners are encouraged to reflect on the content of the HRP particularly the S/NFI pages which contains the South Sudan country humanitarian context some strategic cluster objectives and indicators; cluster plans, activities and accompanying projects.

To ensure an effective response to the needs of affected people, in January 2019 the cluster had 27 Partners working in all states of South Sudan. Coordination was led by the cluster Lead Agency -IOM and World Vision as Co-Lead Agency. The cluster had a dedicated Information Management Officer to support the cluster with information management and analysis. For purposes of reinforcing cluster coordination countrywide, the cluster works with a network of 10 state Focal Points who support preparedness and response at State level. Site Focal Points have been established to support Cluster activities in specific areas for instance in POCs and has designated Co State Focal Points supporting the State Focal Points.

The Cluster manages the shelter and NFI pipeline to enhance preparedness and response through prepositioning emergency shelter and NFI items. In early 2019, the cluster had six mobile partners based in Juba that could be deployed whenever required to scale-up response and increase access in hard to reach areas. The shelter cluster had established focal points for HLP, pipeline, Gender/Protection, Resilience, National NGOs, Mobile Response, PDM, Assessment & Analysis and AAP/ Communications with Communities.

The shelter and NFI cluster is a member of several humanitarian coordination mechanism in the country including the inter cluster working group, (ICWG) under the leadership of UNOCHA. This forum meets regularly to discuss multi sectoral issues affecting the population. In addition, the shelter and NFI cluster is a co-lead for the Housing Land and Property (HLP) technical working group established to ensure the integration of Housing, Land and Property rights concerns of affected populations in all responses and is a member of the solutions working groups in all the 10 states.

3 **Shelter** cluster strategy

The overall goal and three objectives of the cluster address
1) emergency needs for new displacements and emergencies
2) Care and maintenance for those in protracted displacements and
3) transition and recovery assistance where conditions allow.

The strategy is accompanied by a menu of activities, that span the different phases of response but are tailored to individual contexts. In this document the shelter cluster summarises them according to type of settlement that they pertain to, however there remains a lot of contextual difference between settlement types. For example, the context of Bentiu POC means that required shelter responses are very different from those in UN House POC in Juba, or BOR POC. The strategy is also careful to highlight that needs in multiple contexts need to be addressed, and that although POCs have attracted a lot of humanitarian assistance, support is required for those settled in other types of locations such as with host families, or for pastoralists who have received sudden shocks such as unexpected flooding.

3.1 Goal

Ensure that crisis affected people can sustainably live in security, safety and dignity by enabling access to adequate shelter and basic household items support.

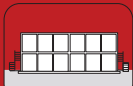| Objective 1	Objective 2	Objective 3
Improve access to safe, appropriate emergency shelter and life-saving NFIs to newly displaced or populations with new vulnerabilities.	Improve the living conditions of highly vulnerable protracted IDPs, returnees and host communities unable to meet their ES/NFI needs.	Support most vulnerable returnees, host communities, IDPs with durable solutions rebuild lives through shelter and NFI solutions.

3.3 Guiding principles

- **Do no harm:** Shelter and NFI assistance should prioritize the safety, health, security, privacy and dignity of those that they seek to assist. Careful assessment and analysis that incorporates conflict sensitive approaches is required in all contexts to ensure responses meet the diverse needs of men, women, girls and boys. Responses will ensure not to exacerbate existing tensions or lead to other unwanted impacts such as increased exposure of women to GBV risks, deprivation or coercion.

- **Ensure meaningful access** of affected populations: Shelter and NFI programs should ensure that services are proportionate to needs and all people regardless of gender, age, disability, ethnicity or any other diversities have equitable access to impartial assistance. This means that particular attention will be made to understand barriers to access that could influence the people's ability to participate in Shelter and NFI intervention. Additionally, Shelter and NFI programmes shall ensure that shelter/NFI services are within safe and easy reach, potential dates of distribution are known of by the beneficiaries, NFIs provided are culturally appropriate.

- **Participation and empowerment** of affected people: Participation of the community in all phases of the project cycle is crucial for quality programming to ensure ownership. Shelter and NFI programmes shall support the development of self-protection capacities and empower communities to be involved in monitoring projects undertaken in their communities.

- **Accountability:** Humanitarian agencies are primarily accountable to the crisis affected people that they seek to assist in all stages of the response. Responses should set up appropriate mechanisms to provide information to the community transparently, so they can make informed choices concerning the projects, with opportunities to provide feedback on the humanitarian interventions, share concerns and submit complaints. Shelter and NFI programmes shall ensure that they have both their own project mechanisms and independent feedback mechanisms to collect concerns, feedback and complaints. Shelter and NFI Programmes shall ensure that all their staff partaking Shelter and NFIs distributions are trained on Prevention of Sexual Exploitation and Abuse (PSEA).

- **Assistance should be targeted:** NFI and shelter items are distributed on the basis of assessed need. NFI assistance in particular is not a right. Need for NFI is not the same as need for food. Shelter and NFI programmes will not assume that people who received food assistance will also need shelter and non-food items. In all shelter and NFIs responses, the most vulnerable will be targeted. Vulnerable populations are defined as those affected by human or natural disasters and are at risk of health problems, related to their status and are unable to meet their basic shelter and NFIs needs due to physical and economic constraints.

- **Focus on resilience:** All shelter and NFI response should recognize that there are long term impacts of their interventions. Whilst meeting priority humanitarian needs, all efforts should be made to avoid creating dependency and build resilience of crisis affected populations to future shocks. Shelter and NFI Cluster Partners should identify local coping strategies and not undermine them. NFI/ES distributions are NOT a sustainable service; beneficiaries must be encouraged to find alternative ways of dealing with predictable situations in the long term to avoid dependency on aid.

- **Expectations must be managed** right from the beginning of the response cycle. Clear communication with OCHA, partners, community leaders and beneficiaries is crucial for everyone's dignity and safety.

- **Coordination and partnership:** shelter responses must integrate with other responses and work in partnership with national authorities and civil society. Integrated responses are required to ensure that needs are consistently met, and that people's priority needs are met.

- **Context driven responses:** Given the scale of the current crisis, we must keep in mind competing priorities for limited resources. All perceived crises in the country are not necessarily emergencies requiring NFI and shelter support–responses to incidents of cattle raiding, fire and flood should be reviewed with an eye to the greater context, the extent of need, and criticality of the event.

4 Response options

All response is on the basis of needs assessments. Response options are flexible and can be adapted to the needs of a given situation.

	Settlement sites	POC	Collective centres	Host community	Mobile populations	Returns	
Emergency	**A.1 In kind:** loose items - for new influx; human or natural induced disasters			**A.1 In kind:** loose items			Mainstreaming protection:: Protection risk reduction, Gender inclusion - Gbv risk reduction - Disability inclusion – Monitoring – Community feedback mechanisms – Environment- community mobilization and participation
					A.2 in kind: survival kit		
	A.3 In kind: stoves					**A.3 In kind:** stoves	
						A.4 In kind: return packages	
transition	**B.1 CBI:** Market assessments						
	B.2 CBI: HH items						
	B.3 CBI : Rehab / renforcement /construction						
				B.4 CBI: rental subsidy newly displaced		**B.4 CBI:** rental subsidy new returns	
		C.1 Shelter construction / rehab / reinforcement Focus is on programme design and not shelter design				**C.1 Shelter construction / rehab**	
			C.2 Livestock shelter			**C.2 Livestock shelter**	
	D. Transportation support to return sites						
	E. HLP support						
	F. Coordination and Partnerships						
	G. Advocacy						
	H. Capacity building						

Graphic to show shelter response options, from emergency (orange) to transition/recovery activities D-F are common to all phases of response. Throughout all operations protection must be mainstreamed.

Central to all response options is the common approach that the design and delivery of all shelter programmes should incorporate protection principles to protect and promote the rights of affected populations.

MAINSTREAMING PROTECTION

- **Protection Risk Reduction:** Cluster programming will ensure to collaborate with protection partners and specialists to identify protection risks in areas of response and to develop risk mitigation strategies to prioritize safety and dignity and avoid causing harm.

- **GBV risk reduction:** Cluster programming will ensure that the different needs of women, girls, boys and men are taken into consideration through analysis of sex and age disaggregated data during the humanitarian program cycle.

- **Targeting:** The Cluster will ensure that assistance is targeted and aims to identify and prioritize most vulnerable families, especially woman- and child-headed households.

- **HIV / AIDS:** The cluster will ensure integration of HIV/AIDS programming with the aim to reach priority target population groups such as key and vulnerable populations including returnees within geographical areas of interest with high HIV transmission and burden to ensure an effective response this should not there are already cases in the community e.g. in the greater Equatoria.

- **HLP:** (see section 4.2.A) The cluster will work to ensure Housing, land and property (HLP) rights are actively considered within shelter programming right from assessment, implementation and monitoring and evaluation.

- **Conflict sensitivity:** the shelter cluster will work with security analysts and conflict sensitivity practitioners on better understanding the impact of Cluster interventions before deciding on interventions.

- **Disability inclusion:** Shelter partners will consider needs of physically challenged persons in each response. This includes active steps to consult them and actively include them during in each stage of response, with particular focus on access, security concerns, and active participation.

ENVIRONMENT

Shelter operations recognize that care for the environment is essential for the long-term livelihoods of those who live on the land. Large populations living at high densities such as in POCs can cause significant damage to local environments, primarily through the large volumes of fire wood collected, the higher densities of grazing livestock that they bring, and impacts of waste and sanitation facilities. Additionally, borrow pits for adobe blocks and to a lesser degree timber and grasses harvested for shelter construction all can lead to environmental degradation. Projects such as those looking at fuel efficiency and working with WASH actors to reduce and manage waste are to be actively encouraged.

COMMUNITY MOBILIZATION AND COMMUNICATION WITH COMMUNITIES

- Shelter actors will aim to engage the community in a way that stimulates active participation in its programming. The approach will be to ensure participation and empowerment of communities, to ensure sustainable impact of interventions.

- Ongoing interaction with community development/mobilization mechanisms that maintain information about the most needy and vulnerable (through community referral mechanisms) will be maintained.

- The cluster will work with local authorities and beneficiaries to identify vulnerabilities, plan and select, and give feedback on the appropriateness of response in order to mitigate harm within the community.

- Community sensitization on IDP targeting mechanisms, so as to reduce potential social tensions.

- The cluster will ensure delivery mechanisms of assistance that ensure equal access of targeted IDPs to in-kind and cash-based shelter and NFI assistance. AAP awareness to community throughout the project cycle.

MONITORING

The Cluster will promote effective monitoring and feedback of the response. Partners will use the national cluster Rapid Monitoring tool and PDM Toolkit documents to evaluate the Cluster response cycle.

RESPONSE OPTIONS

4.1.A In-kind assistance

The primary approach for NFIs is to ship "loose items" according to assessed needs. In some sudden onset local crises, survival kits, consisting of assistance from multiple sectors will be shipped, whilst for returns, return kits are to be developed. Shelter NFIs are commonly provided through the common pipeline.

A.1 In kind: loose items

"Loose items" include the following items, selected subject to assessments:

- 6mx4m Tarpaulins
- Blankets
- Mosquito nets
- Ropes
- Kangas
- Kitchen sets
- Sleeping mats
- Solar lamps
- Bamboo bundles
- Wooden poles
- Sandbags

A.2 In kind: survival kit

Contents and distribution of Survival kits is coordinated with, OCHA, WASH, FSL, Nutrition and Protection.

A.3 In kind: stoves

In some locations cooking stoves have been provided to reduce fire wood usage and improve fuel efficiency. Alternatively, training can be provided for homeowners to make them locally.

A.4 In kind: return packages

Return packages are under discussion. The purpose will be for people returning from displacement sites to places of origin. As with survival kits they will be multipurpose.

4.2.B CBI cash based interventions

Shelter programmes can use cash or vouchers to transfer assistance in many ways. The starting point is a solid market assessment combined with a protection risk assessment. The protection risk assessment will ensure that safety concerns and any risks associated with cash programming have appropriate risk mitigation strategies set in place. Cash based interventions can be used in many ways, to support with purchase of household items, for transport of people, possessions or materials, for fuel or stoves, for training or part of a cash for works programme. Where conducted it should be coordinated with other sectors, and values of assistance coordinated with the agreed Minimum Expenditure Basket (MEB).

B.1 CBI: Market assessments

All CBI programmes must start with a market assessment, both to see what is available in the local market but also to ensure that vulnerable people have access to the market. Market access can be impeded in many ways, including seasonal flooding, fighting, social exclusion, challenges for people with disabilities to access the markets or gender related constraints. Whilst Market assessment is a key pillar of programming using CBI, it should also be a consideration in in kind assistance as to whether local markets can supply the required volume and quality of shelter items required.

B.2 CBI: Household items

CBI can be used as a way to access Household items, through a range of approaches, from vouchers, restricting what people can purchase or multipurpose grants, where people are free to purchase what they wish.

B.3 CBI: Construction

CBI can be used for shelter construction in many ways, from phased payments, with each tranche being conditional on the previous payment being made to linked with in kind contribution to cover labour or transport.

B.4 CBI: rental subsidy

Although not yet implemented in South Sudan, rental subsidies may be considered under certain circumstances. Care should be taken to ensure that it is not followed by evictions and that it does not undermine community coping mechanisms.

4.2.C Shelter Construction Assistance

C.1 Shelter construction / rehab / reinforcement

Whilst there will never be donor resources to fund construction of transitional shelters or core houses for all crisis affected people in South Sudan, there are certain locations and contexts where targeted shelter construction assistance may be the best solution. These contexts include:

- In POCs – where access to materials is limited and there is a need for consistency in site planning to mitigate broader risks. In some sites, robust shelters have been constructed for displaced people and are followed up with reinforcement or repair activities, for example to mitigate flood risks.
- In collective centres with no HLP issues and where the structures are insufficient for the population living there.
- For returnees in safe areas where multisectoral Area based approaches are adopted, of which shelter is a part. Initial pilots have been in Urban areas, but this could expand to some rural locations.

In all cases focus is on programme design and not the shelter design. This means that shelters must not be constructed without agreements on security of tenure, access to sanitation, security, livelihoodsand community engagement. Construction programmes should also be accompanied by trainings and capacity building for communities and individuals. Conduct training for shelter partners.

C.2 Livestock shelter

In some locations provision for livestock shelter must be considered. This include negotiations for land access, and secure locations for the livestock. It should be closely coordinated with WASH for water provision and livelihoods actors.

4.2.D Transportation support to return sites

Where conditions are in place for safe return, and transport logistics importation returns, support with transportation of people's items can be considered. This can be linked with site visits, where displaced community committees are accompanied to visit their locations of origin to review safety and conditions for return.

4.2.E Housing Land and Property support

Housing Land and Property is a central cause of many of the conflicts in South Sudan. In looking at longer term solutions, the cluster takes a Due diligence approach (Ensuring that sufficient checks, with consultations with all stakeholders at all levels have been made before during and after shelter projects) and that there is sufficient security of tenure for both returning people and those who are displaced. To address HLP issues the shelter cluster and partners need to engage at multiple levels to ensure that shelter responses do not either lead to long term tensions or put people at risk of eviction.
HLP activities include both engagement in national dialogue and policy and finding local solutions for those who are facing tenure insecurity.

Central to all response options is the common approach that the design and delivery of all shelter programmes should incorporate protection principles to protect and promote the rights of affected populations.

4.1.F Coordination And Partnerships

Core to all shelter response is coordination with national authorities, Community organizations, other sectors and agencies.

For local responses, outside of POCs, the Shelter Cluster will promote Area Based Approaches and coordination modalities. The exact modalities of these require further development and agreement, but the Shelter Cluster and shelter actors will participate coordinate with the lead agency for each Area. The Shelter / NFI cluster will actively pursue relevant linkages with other clusters at national and sub national level. In coordination with other clusters, shelter and NFI cluster will integrate sectorial activities through proactive engagement in at minimum the following areas: 1) CCCM, due to the high number of displaced people living in formal and informal sites; 2) WASH, to efficiently coordinate mobile interventions in the same locations and ensure no duplication of WASH NFIs; and 3) FSL and WASH, to keep supporting population on the run, under protection risks and in hard-to-reach areas through multi-sectorial live-saving kits (Survival Kits).

4.1.G Advocacy

Advocacy on issues affecting shelter need is a core component of the cluster's role. Areas of focus will include but not be limited to:
- The role of shelter in recovery, to be advocated within the various recovery platforms such as the Partnership for Recovery and Resilience.
- Housing Land and Property (see 4.2.I)
- Local level coordination & area approaches outside of POCs.
- The role and funding of shelter in ongoing emergency response needs and recovery.
- For timelines of response funding to align with seasons and the necessary timeframes for effective assessment and coordination.
- The representation of shelter represented within protection and CCCM planning for camp closure.

4.1.H Capacity building

Capacity building is a core component of shelter response. It must be conducted in parallel by shelter partners with many actors. These include the following audiences:
- National Authorities, primarily on the need for targeting of assistance and HLP.
- Humanitarian staff on shelter programme implementation, reporting and cluster systems, protection mainstreaming within operations and Environmental health of shelter sites.
- Affected populations on their rights in relation to shelter / NFI assistance on HLP and Legal procedures and skills training on improved stoves, NFI production using local material and on shelter construction emphasize on the shelter construction training for cluster partners so that they can in turn train the community.

Many of these training needs links with other sectors / clusters and should be coordinated accordingly, particularly FSL to enhance livelihood opportunities.

5 Exit strategy

Within the two-year period of this strategy, it is unlikely that the assistance provided by the shelter cluster partners will no longer be needed; hence the exit strategy focuses on:

- Provide support to government departments and national non-governmental organizations/ civil society through technical capacity building (e.g. working with the government and non-governmental organisations /civil society on Housing Land Property (HLP) issues and developing tools and methodologies for appropriate response on shelter and settlement).

- Whilst prioritising immediate critical needs, the cluster will also work with government to prioritise support to return.