

T-Shelter Program Implementation Plan/Guidelines

December 10, 2009

CRS West Sumatra, in partnership with local NGO Walhi, has developed a post-emergency recovery programme designed to meet the most significant identified needs of earthquake victims to help them return to normal life following the Padang Earthquake on 30 September 2009. The programme team identified Transitional Shelter as the most urgent need, using cash grants as the most effective way to ensure transitional shelters are built quickly for the largest number of people with the least disruption to the local economy. The following guidelines lay out the process of implementation that has been developed through piloting, extensive discussion with stakeholders, and past CRS experience. The project aims for full-rollout of cash grants assistance with technical follow-up to 10,000 households during the period of November 1, 2010 – March 31, 2010.

Step 1: Preparation

- The selection of communities is done in coordination between field staff and programme staff, in consultation with other agencies through the shelter cluster to avoid overlap. The decision of which village and sub-village to engage, and at what time, is based primarily on geographic efficiency. Ideally, geographically close areas will be covered at or around the same time.
- Field Teams are the key implementers of the project activities. Each team is formed of 3-5 members: one team coordinator, 1-2 social workers, and 1-3 engineers. Technical experience is crucial, so as engineers are available they are assigned to teams. To the extent possible, overlap of roles is encouraged, i.e. engineers engage in socialisation while social workers conduct technical assessments. Each team will comprise of at least 1 CRS staff and 1 Walhi staff.
- Teams work to thoroughly cover geographical areas to the extent possible. One village may have two teams working systematically across the different sub-villages to ensure thorough and timely coverage, based on strong ongoing relationships built with community leaders as the teams continue their engagement.
- Meets are arranged with government authorities at all levels to gain their support and to plan for introductions to the communities.

Step 2: Engaging district authorities

It is of key importance to have the support of all relevant government authorities before undertaking the T-Shelter project activities in any community. For this reason all district-level authorities should be informed and convinced of the importance of the T-shelter approach from the first point of engagement, and open lines of communication should be maintained.

1. Meet with **district administrator** introducing the T-shelter project and asking for his support. In some districts, the administrator will facilitate a meeting in which all leaders of all levels of government below him (sub-districts, villages and sub-villages) attend and are introduced to the project. Alternately, we ask him to write a **letter of support** to present to leaders at other levels of government. *To be done by senior management staff.*
2. Meet with the sub-district administrator presenting the letter of recommendation from the district administrator, introducing the T-shelter project and asking for his support. Ask him to **facilitate a meeting** in which all village and sub-village leaders attend and are introduced to the project. Alternately, we ask him to write a **letter of support** to present to village and sub-village leaders. *To be done by field staff.*
3. **Meet with village leaders and sub-village leaders** to ask for their support, introducing the T-shelter project and presenting the letters from their sub-district and district administrators. *To be done by field staff, specifically the teams who will be*

working in those villages/sub-villages.

Step 3: Socialisation

This is the first point of contact in the community: a meeting at the sub-village level, or in the case of large sub-villages, the sub-sub-village level. It is the first point of contact between the CRS/Walhi team assigned to a community, and the members of that community. All community members affected by the earthquake are invited by the community leader to attend.

During this introductory meeting the following information is presented, using poster set "module A".

(please see module A in PDF format

http://www.4shared.com/file/201760513/48f8e42a/modul_A.html *password: crsagam)*

1. Introduction to CRS and Walhi: vision, mission and basic facts about the project.
2. Criteria for beneficiaries. In this section, criteria for beneficiaries are further elaborated with more opportunity for open discussion. CRS staff are equipped with a list of FAQs for guidance.
3. Role and responsibilities of the Pondok Committee (village committee)
4. Role and responsibilities of CRS/Walhi

One or two days before disbursement, a follow-up meeting is scheduled for all approved beneficiaries. At this meeting, "Module B", a technical training presentation, is used to deliver more technical information regarding how to build a t-shelter.

(please see Module B in PDF format

http://www.4shared.com/file/201756296/97cfa924/Modul_B.html *password: crsagam)*

Step 4: Committee Formation

Usually this happens as a natural outcome of the socialisation meeting with the community members. The committee, referred to as KP2S, an acronym in Bahasa Indonesia which translates to "Transitional Shelter Project Construction Committee", is formed of people who fit the following criteria:

- members must be **from the community**, but not village or sub-village leader (largely because committee membership will be a large time commitment and it is better to have the leader overseeing the process)
- **equal numbers of men and women**
- preferably the KP2S will have **10 members**, but this is variable relative to community size
- members must be willing to **commit several hours per day** during the project activity period to work with the committee
- KP2S members must be willing to offer their services for **no monetary compensation** *(and this needs to be made clear to all community members on a regular basis)*

During the socialisation meeting, all community members will be given the following list of roles/responsibilities of the KP2S:

A. Preparation

1. Provide the CRS/Walhi team with information regarding potential beneficiaries
2. Inform CRS/Walhi if there are any other organisations in the same village conducting similar project activities
3. Help CRS/Walhi to verify the identified target beneficiaries' eligibility, and provide feedback in developing the list of vulnerable households
4. Help CRS/Walhi to plan for cash disbursement which will be implemented by the Post Office

B. Implementation

1. Work with CRS/Walhi to help with cash disbursement, with at least 1-2

- committee members present for identity verification and general coordination when the Mobile Post Office is in the community doing cash distribution
- 2. Ensure that beneficiaries use the money received for construction of a T-shelter
- 3. Help CRS/Walhi to collect data/information about the beneficiaries
- 4. Inform and help CRS if there is any conflict in the community because of the project, work with CRS/Walhi to resolve any issues that arise

C. Monitoring

- 1. Help gather information on progress and provide feedback to the CRS/Walhi team

Step 5: Survey and Identify Houses

This process takes approximately *4 days*, depending on the size of the sub-village.

- The technical team develops a **map of the area** in conjunction with the KP2S. They identify all sub-sub-villages and all remotely located homes, noting places where damage was the greatest and where the most damaged houses are likely to be found. *Input from KP2S members and the government's list of slightly, moderately and severely damaged houses is taken into consideration ("moderately" and "severely" damaged houses are the ones most likely to be eligible for CRS/Walhi assistance).*
- The team will break into **sub-teams**, each responsible for covering a portion of the community. Each sub-team is comprised of at least one CRS/Walhi technical team member and one village member, and should complete surveying approximately **30 houses in one day**.
- The survey assesses level of damage of original homes and/or existing pondoks using the T-shelter checklist form, **which measures compliance to the SAD standards** (Safe, Adequate/Comfortable, and Durable). The survey teams should also take a **photograph** of each house.
- **Beneficiary selection** is a one-day process immediately following survey completion. The selection process is completed jointly by the CRS/Walhi team and the KP2S.
 - The CRS/Walhi team's main role is to identify those houses physically in need of assistance.
 - The committee's main role is to provide insight on eligibility and social dynamics, for example identifying households who are wealthy and able to finance their own pondok construction, or homes whose owner or occupants have a different primary place of residence.
 - The committee also helps the team develop a list of the vulnerable households. **The households on this list will be the ones measured for SAD compliance** before the second tranche will be delivered to the entire community. *A more in-depth discussion of criteria relating to vulnerable houses is discussed below, in **Step 8**.*

Step 6: Distribution of First Tranche

The total cash grant is IDR2,500,000 per household, to be delivered in two separate tranches. The first tranche is IDR2,000,000 and the final tranche is IDR500,000.

- 1. Post **list of approved beneficiaries** in several public spaces throughout the community, one week before cash distribution begins
- 2. The list will not only list all recipients, but will **separately identify which households' progress will be measured** before delivery of the second tranche is approved (i.e. vulnerable households – see below)
- 3. **Feedback and complaints** regarding the approved beneficiary list can be received through the CRS hotline number, or through KP2S members. The M&E Officer or other member of the M&E team takes all calls to the hotline and then follows up with the appropriate team person. This may be a technical staff, but is often the area coordinator and in some cases is a member of the KP2S or a community leader. The

- project team deals with feedback as necessary, usually on an individual basis.
4. Two days after the original list is posted, **a final list is posted** in the community, and the CRS/Walhi team submits a **payment request to CRS finance**. The following day, **a request to release these funds will be sent to the post office along with the list of recipients**.
 5. On the day before distribution is to take place, the CRS/Walhi team calls a **meeting for all approved recipients**. At this meeting, beneficiaries are given a **technical presentation** on SAD compliance and methods for achieving a SAD house. (*See step 3: Socialisation, above, for how this meeting fits in to the general training.*) At this meeting, beneficiaries also receive:
 - A. a **poster** summarising the technical advice given in the presentation
 - B. a **“Numbered Cash Donation Voucher”** to submit to the Post Office in exchange for the first cash tranche
 - C. the **location and time** at which distribution will take place
 6. The actual cash disbursement is implemented by a mobile post office who follows the following procedures:
 - A. *CRS transfers funds to the Post Office on a regular basis to cover several communities at once. The amount necessary for a given community will be in the Post Office account a minimum of three (3) working days before cash distribution is to take place.*
 - B. *When a community is ready for disbursement, project staff submits a **payment request** to the Finance Office, who then sends a request to the Post Office with **date, time and location of disbursement, and a complete list of beneficiaries**. This information must arrive at the Post Office **3 (three) working days before distribution** takes place.*
 - C. *One day before distribution is to take place, the CRS/Walhi team gives representatives of eligible households **“Numbered Cash Donation Vouchers”** and records their identification information.*
 - D. *At the appointed time and place, at least **1 CRS/Walhi team representative and at least 1 member of the KP2S is present to assist the mobile post office by verifying** the Vouchers, and also any letters of certification issued by the Head of the Village or Jorong in case the recipient(s) do not have or are not able to present valid Indonesia identification documents.*
 - E. *The recipients shall cash in the Voucher for the cash donation distributed by the Post Office.*
 - F. *The Post Office shall distribute the cash donations only to the recipients who are able to show and submit the Numbered Cash Donation Vouchers issued by the the CRS/Walhi team, whose names are registered in the list of recipients provided by CRS, and who are able present proper identification (IDs, Family Cards and/or Letter of Certification issued by the Head of Village or Jorong Written Statements from the village chief) as verified by the CRS/Walhi team and KP2S representatives.*
 - G. *The Mobile Post Office staff shall ensure that the recipients sign the cash donation receipts and the list of beneficiaries that was provided by CRS. The **Post Office is responsible for maintaining good records of all the Vouchers** exchanged with the cash donation by the recipients as supporting documents for later calculating and receiving payments of cash donation distribution service fees (calculated at a fee of **IDR50,000/recipient**), then they reconcile the number of Cash Donation Vouchers already received and the list of recipients and the cash donation receipts signed by the recipients.*
 - H. *In case the registered recipients are not present during the distribution of the cash donation, the Post Office keeps the cash funds allocated for those recipients, and they can **cash in the Numbered Cash Donation Vouchers directly in the nearest Post Offices** as determined within three (3) days after the date of the actual distribution.*
 - I. *Then, the Post Office transfers back any remaining funds that did not get distributed nor were cashed in by the registered recipients to CRS at the latest ten (10) days after the date of the actual distribution.*

Step 7: Ongoing Monitoring and Technical Assistance

Since experience has shown that the first three or four days after receipt of cash grants is spent preparing and purchasing materials, there is little visible progress to monitor or assist during these days. However, KP2S members should be available to assist from day 1, while **CRS/Walhi Monitoring and Technical Assistance will begin five days** after cash distribution took place and continues daily until the community is ready for the second tranche, with **two in-depth monitoring visits during the first ten days**.

The team should go first to the vulnerable houses. Monitoring may involve a walk-through to ensure that progress is being made, especially on the pondoks for vulnerable households. *Not all pondoks will be visited every day, but should be visited at least every 3 days.* In some communities, though, more in-depth technical assistance will be needed. Specifically the technical team is checking/reminding beneficiaries of the following:

- Pondoks should be built within **10-20 days** of cash disbursement
- **Vulnerable households may need special assistance**, both from the community and from the CRS/Walhi team
- Materials should be **purchased within the first few days**
- **Frame** should be constructed early on
- Other signs of **steady progress toward SAD Pondok completion**, at the discretion of team engineers

Step 8: Vulnerable Households and the Second Tranche

Vulnerable households are those defined as **needing extra help** for completing their pondoks. Reasons for this might include:

- **few salvageable materials** from destroyed household
- **large households**
- **lack of other resources** for supplementing the CRS cash grant
- **female-headed household**
- **disability** or other cause for why **no one in the family is physically capable** of constructing the pondok or directing the process
- others as determined by CRS/Walhi team and the KP2S

These households are identified in the course of beneficiary selection, and **their successful completion of a pondok which complies with 2 of the 3 SAD standards is the condition for receipt of the second tranche of cash for all community members.**

During socialisation and subsequent meetings with the KP2S, community members are reminded of the importance of **community solidarity**. They are encouraged to help the vulnerable in their community out of solidarity, but are also reminded that the entire community's receipt of the second tranche is dependent of the progress of the vulnerable households.

Once the CRS/Walhi team has completed the Pondok checklist for each household and determined that **all vulnerable households' pondoks, as well as 80% of the entire community's pondoks**, have reached a reasonable level of completion meeting **2 of the 3 SAD standards**, then **disbursement of the second tranche** will be initiated, following the **same procedures with the Post Office** as were used for the first tranche.

Step 9: Cessation of community engagement

After the second tranche is disbursed, **light technical monitoring will continue** to ensure pondok completion, but the **official engagement in the community has ended**.

At project end, a **comprehensive evaluation** will be conducted, covering all project communities, and all community leaders will be invited to a **Learning Event** for all stakeholders.

Notes and Clarifications

Note 1: Working simultaneously in Multiple Communities

Once funds are ready to be disbursed in one community, the team can start the process in the **next sub-village, ideally a neighbouring community**. This usually means that socialisation will begin in a new community after Step 5 (Surveying the community) has been completed, specifically **once the list of beneficiaries has been finalised and the finance request paid**. There is a three-day lull between this and the cash distribution, during which engagement in the next community can begin. Hence, teams may be working in **up to three communities at once, on a ten-day rotation**, including weekends. A T-shelter timeline with detailed scheduling guidelines is available for teams to use in their planning.

Note 2: What is a SAD Pondok?

Pondok Sementara is the Indonesian phrase which best translates to "Transitional Shelter". During Socialisation meetings, Community members are given the following information about Pondokos:

1. It is a place to live in **temporarily**, which should be expected to last 18-24 months.
2. S. A. D. standards, developed by CRS with support from **Build Change** based on SPHERE standards:
 1. **Safe** (mainly earthquake-resistant)
 2. **Adequate/Comfortable** (ventilation, drainage, size, gender-sensitivity and privacy, etc.)
 3. **Durable** (materials are strong and durable enough to last 18-24 months)
3. It can be built with **materials salvaged** from homes damaged in the earthquake.
4. The materials used for building a pondok should be **reusable** and can later be used for building a permanent house.
5. Material used can and should be **weatherproof**.
6. The standard for area space is an average of 18 m² for a family of 5. Specifically, the Sphere standard is **3.5 m² per person**.
7. Roof should have a **strong and slanted structure** with good support.
8. There needs to be adequate **drainage for water**.
9. The **location where the pondok is built should be safe**, far enough away from an unstable house to avoid the risk of a damaged house collapsing onto a pondok.

Note 3: Criteria for beneficiaries

During Socialisation, community members are provided with information regarding the goals of the project.

This project is for people who have difficulty getting transitional shelter, for lack of financial or labour resource:

1. People/family affected by earthquake, whose **house is determined as unsafe**: Unlike the Government of Indonesia, for this project CRS considers only two categories of earthquake-affected houses: habitable and uninhabitable. It is those whose houses are **uninhabitable** who are eligible for assistance.
2. Households who have **limited ability to provide their own transitional shelter**, for lack of materials, lack of finance or lack of labour skill
3. **Vulnerable community members: Pregnant women, elderly, people with babies, and others in situation of poverty who can't provide for themselves are the primary concern of this project.**
4. People/families **still living in tents** are also of concern to CRS/Walhi.
5. People who already have pondoks are eligible for assistance **if their pondok doesn't meet our SAD standards**.

6. People who have plans to make a pondok and **not just to renovate** the permanent house. The cash grants given in this project are for construction of transitional shelters, not for permanent homes. The government of Indonesia has pledged to assist with reconstruction of permanent homes and our goal is to help people live a fair quality of life in the meantime.

Note 4: Team Responsibilities

In addition to leading and overseeing the entire process above, in close cooperation with the KP2Ss and the Post Office, the CRS/Walhi team should:

- **Maintain close lines of communication** with community members about developments regarding project implementation – ensure **transparency** of information
- Keep KP2Ss informed about **project developments**, especially if there are any changes in project funding
- Take **moral lead** in ensuring that communities feel a sense of responsibility and social **solidarity** for their vulnerable
- **Collect data** using completion forms and checklists to ensure **quality project monitoring**
- Invite community representatives to a **learning event** to be held near the project's end

Attached Documents

- Shelter Cluster Support Statement on Use of Cash Grants for Transitional Shelter Programming