




SHELTER/NFI SECTOR STRATEGY 2020

STRATEGY STATUS	VERSION	STATUS	EFFECTIVE DATE	NEXT REVISION
	2.0	<i>Final</i>	01/01/2020	TBA
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Context

While the political and economic context in Sudan witnessed a historic shift in 2019, the humanitarian and development aspects have been subject to a continuous and significant decline. The 2020 Humanitarian Needs Overview (HNO) and Humanitarian Response Plan (HRP) estimate that approximately 9.3 million (an estimated 23% of individuals) will require some form of humanitarian assistance. Protracted and new displacements continue due to decades of conflict and natural disasters, with approximately 1.86 million internally displaced persons (IDPs) living in Sudan, in addition to some 1 million refugees hosted in Sudan. These populations and other persons in need are increasingly unable to meet basic needs, thus remaining reliant on humanitarian assistance.

Many IDPs, particularly women and girls, face high protection risks including gender-based violence (GBV). While at a smaller scale in recent years, new displacements remain a concern, especially in parts of Jebel Mara (Darfur), South Kordofan and Blue Nile, and more recently in El Geneina in West Darfur. Furthermore, almost 800,000 Sudanese refugees are living in exile and face various vulnerabilities and protection risks. The transitional government in Sudan has stated its plan to ensure that the voluntary return of Sudanese refugees and IDPs is part of the process to achieve lasting peace in the country after decades of suffering and forced displacements.

The majority of IDPs are living in camps and settlements where conditions remain dire, and the root causes that led to their displacement remain unaddressed. Localized protracted conflicts remain active in several areas of Darfur, South Kordofan and Blue Nile. The issue of housing, land and property (HLP) rights has been identified as a key driving factor, among others, in sustained displacement. While greater stability and a low level of conflict in the last few years have contributed to some increase in returns, many of these are related to seasonal farming jobs. The conditions in many areas of origin are not yet conducive for the return of refugees and IDPs in significant numbers (lack of security, rule of law, basic services, livelihoods, etc.). The main areas of origin for both IDPs and refugees are the five Darfur States, South Kordofan and Blue Nile.

The overarching objective of the Shelter/ NFI sector in Sudan is to save lives and provide protection from life-threatening diseases and restore dignity to all persons of concern. This is done by ensuring they have access to basic domestic items (jerry cans, plastic sheets, plastic mats, and kitchen sets) and various shelter solutions (emergency and transitional) that provide privacy, security, protection from the elements, and a space to live and store belongings in a dignified manner. The Sector will also focus on exploring Cash-based Interventions as an alternative tool in 2019. Furthermore, the Sector focus will continue the provision of appropriate and durable environmentally friendly transitional shelters (EFTS) to communities hosting IDPs as well as returnees to stabilize the returns. Simultaneous training on alternate building techniques and technical guidance will contribute to the 2019 strategic objectives of building resilience of communities and supporting durable solutions. Throughout the provision of EFTS, community awareness on the impact of Shelter/NFI activities on the environment and mitigation measures will be reinforced. The Sector will continue to reiterate the importance of mainstreaming Gender and Environmental markers in all sectoral activities including assessments, distributions of NFIs, and in the provision of EFTS, to ensure that the needs of all groups of beneficiaries are considered.

Finally, the Sector will ensure synergy with other sectors such as Livelihood, Water, Sanitation and Hygiene (WaSH), and Return, Reintegration and Recovery (RRR) to ensure synergy in the intervention and to avoid duplication of services.

Humanitarian Needs Overview 2020

Overall Shelter and NFI Sector Needs (HNO 2020)			
People in Need	Women	Children	With Disability
1.3M*	55%	60%	15%
Associated Factors	Seasonal floods and environmental hazards, conflict, safety and provision of services.		
Most Affected Groups	Women, men, children, people with disabilities, elderly, refugees, IDPs and returnees.		
*The HNO 2020 states that the sector PIN is 1.2M individuals however since the publication of the HNO an additional 100.000 persons of concern have been displaced raising the PiN to 1.3M.			

Displacement continued during 2019 due to localized armed clashes and intercommunal violence, as well as hazards such as floods, disease outbreaks in both conflict-affected and non-conflict affected states. Localized displacement remains in areas of Darfur (mainly in Jebel Mara), causing displacement to safer areas. The situation is further exacerbated by the ongoing macro-economic challenges, with high inflation leading to shortages of fuel, cash, increases in prices of key commodities, and reduced household purchasing power.

Overall, an estimated 1.3 million people (1.2M HNO in addition to 100.000 conflict-related displacements since its publication) need life-saving emergency shelter and household items. This includes those affected by conflict, floods and other hazards; those using negative coping mechanisms; and people in need of shelter and NFIs to ensure their minimum living standards, dignity, and to contribute to their physical and mental wellbeing.

IDPs and returnees are highly vulnerable without shelter to protect them from the elements and from further exposure to health and protection risks. Shelter and NFIs are also required for IDPs integrating into communities, and to support the host population. Pregnant and lactating women, chronically ill people, elderly people, unaccompanied minors, and physically disabled persons are of particularly vulnerable amongst both IDPs and returnees.

The need for adequate lighting in IDP camps and settlement areas, such as solar lanterns and streetlights, is an important factor that supports the protection and physical safety of vulnerable IDPs. Limited access to remote IDP settlements and camps during the rainy season is a key challenge. Land constraints in IDP camps in eastern Sudan, White Nile and East Darfur have also led to congestion, with insufficient space to accommodate additional household shelters for new arrivals, leading to overcrowding and increased health risks. It remains difficult to ensure that adequate space and basic services are available to absorb new arrivals while sustaining service provision to the existing caseloads.

Targeted population

The overarching objective of the Shelter and Non-Food Items (S/NFI) Sector is to save lives, provide protection from harsh weather and climate, and restore a sense of dignity by the timely provision of shelter solutions and NFIs. Emergency Shelter and NFI items are not intended for long-term use, vulnerable protracted IDPs, including persons with specific needs are provided with needs-based renewal and transition to durable shelter. The affected population in need includes:

- IDP Returnees (and integrated HHs);
- Protracted IDPs;
- People displaced by natural hazards;
- People displaced by localized conflict.

Selection of shelter and NFI solutions is carried out through a consultative process (FGDs) to ensure the package fits the needs of Persons of Concern.

Targeted beneficiaries selected for Shelter and NFI interventions for IDPs, and returnees' responses, are selected based on rapid needed assessment (rapid influx) or through sectoral-specific assessments. This also allows the protection and prioritization of vulnerable households. All forms of shelter solutions and NFI interventions should be based on assessments conducted and the needs should be confirmed by UNHCR and/or its partners. With limited resources available, a needs assessment ensures that shelter and NFI are given to the populations most in need. In collaboration with community representatives, a list of beneficiaries, guided by the registration data shall be compiled based on the agreed beneficiary selection criteria.

In Darfur, and the rest of Sudan, emergency shelter solutions are provided to all newly displaced households, following a needs assessment conducted by UNHCR, partners, local government or alternatively members of the humanitarian community. During the assessment, the need for basic shelter construction material is also evaluated in locations where this is not available. Durable and or transitional shelters are provided to returnees and protracted IDPs in Darfur. Beneficiary selection is based on needs and vulnerability identified through assessments and considering the special needs of female headed households and other specific beneficiary categories. UNHCR and partner staff supported by community leaders and local authorities conduct assessments in targeted locations to assess their suitability for the assistance based on population data and community willingness to participate. In collaboration with community leaders, a list of beneficiaries is compiled based on the jointly agreed beneficiary selection criteria.

Protection mainstreaming and Strategic Guiding Principles

The needs of women, men, girls and boys, in addition to Persons with Special Needs (PSN) and other vulnerable groups in line with UNHCR protection criteria are prioritized in all shelter and NFI interventions. Shelter/NFI and protection responses are closely intertwined, notably the principles of Do No Harm, Accountability to Affected Populations and non-discrimination need to prevail in assessments, Programme design, while implementing as well as when monitoring and evaluating.

In the delivery of shelter solutions and NFIs to refugees, IDPs, returnees and other PoCs in Sudan, UNHCR considers the following global guiding principles¹ to enable all PoCs access to live in dignity and improve their social, economic and environmental quality of life:

- **Protection:** In line of the principle of, 'everyone has the right to adequate shelter', efforts will go towards insuring shelter modalities include security of tenure, availability of services, materials, facilities and infrastructure, affordability, habitability, accessibility, location, and cultural adequacy.
- **Age, Gender and Diversity (AGD):** Gender equality and respecting the rights of all PoCs of all ages and backgrounds are central to the work of UNHCR. Special measures to ensure inclusiveness and accessibility for specific groups of concern, including women, adolescent girls and boys, the elderly, the young, people with disabilities, and women and men belonging to national or ethnic, religious and linguistic minorities or indigenous groups will continue. UNHCR will ensure that women and girls access services as effectively as men and boys.
- **Accessibility:** Specific needs of disadvantaged and marginalized persons and groups.
- **Access:** Accessibility to land constitutes a fundamental element of the realization of the right to adequate housing and must also provide sustainable and non-discriminatory access to facilities essential for health, nutrition, security and comfort.

¹ See UNHCR, [Global Strategy for Settlement and Shelter 2014-2018](#).

- **Sustainability:** Policies and programmes should be developed and implemented with sustainability and durable solutions as the goal, taking into consideration appropriate technology, capacity-building of both PoCs and local communities, and use of local skills, materials, techniques and knowledge.
- **Community empowerment:** PoCs will be empowered and capacitated at all stages to participate in Programme planning, needs assessment, implementation and monitoring and evaluation in order to design acceptable, appropriate, sustainable and culturally sensitive programmes.
- **Appropriateness and reliability:** Services should be appropriate to the context in which they are provided. Settlement and shelter designs should reflect the needs of the affected population, their cultural habits and their capacities, but should also attempt to build on existing resources and enhance access to infrastructure.
- **Environment:** Settlement, shelter and NFI interventions need to be planned and implemented to mitigate, to the extent possible, the impact on the natural environment. Attention should be given to laws and regulations governing the use of environmental impact assessments prior to the design and planning of the settlement and shelter Programme.
- **Disaster Risk Reduction:** to prevent hazard risks such as landslides, floods and earthquakes, among others.

Response Modalities

The Shelter and NFI Response consists of:

1. Provision of Shelter
2. Provision of NFIs

Provision of shelter through the following modalities:

- Cash for shelter: Provision of a cash grant to support construction of new shelters or improvement and or rehabilitation of exiting shelters and cash for rent. Grant would be divided in 2 installments and 2nd installment is conditional to tangible improvements to the shelter conditions.
- Durable/transitional shelter: In kind provision of shelter construction materials for self-building or supported with Labour costs for vulnerable households with lack of capacity to implement. Shelters should be of traditional design adequate to the regional context.
- Emergency shelter: 3 typologies;
 - Communal shelters: long shed structure at the reception of transit areas for providing shelter for newly displaced populations and returnees.
 - Emergency Shelter material: (wooden poles, bamboos, grass mats and rushed reed mats) provided to beneficiaries to construct 7x3.5-meter shelter. Design and guidance including practical demos are provided through implementing partners.
 - Improved Emergency Shelter: Plastic sheets, bamboo sticks/ wooden poles, rope, grass mats: IDPs and returnees are provided some basic material in areas where this is not readily available. This shelter will be improved with mud blocks.

Provision of NFIs:

NFI in-kind distributions are provided to all beneficiary categories based on needs assessment. The NFI kits includes; lantern (1), blankets (3), sleeping mats (3), jerry cans (2), kitchen set (1) and plastic sheets (2). The SOP for the IDP/returnee the items is provided according to family size.

NFI Kit composition: (1 per HH)				
Blankets	Sleeping mats	Jerry Cans	Kitchen Set	Plastic Sheet
3	3	2	1	2

Monitoring

Monitoring is aimed at improving overall effectiveness and accountability of shelter provision to all PoC's and is a prerequisite for any distribution of assistance. Monitoring during and after shelter and NFI distribution, as well as evaluation is carried out by teams composed of UNHCR and partner's staff. Monitoring also ensures tracking progress of the project, according to the defined indicators and using specific forms for targets and achievements of shelter activities and decision making for future planning. Progress on project implementation is monitored through standard M&E reporting tools (on-site monitoring and Post Distribution Monitoring), shelter tracking matrix and monthly progress reports. Regular site visits to check quality of construction is also undertaken and reported on to management for decision making.

Post-Distribution Monitoring exercises to measure the effectiveness and appropriateness of shelter interventions, the efficiency of the distribution methodology, and the possible protection risks encountered during and after the distributions. Regular meetings with the community members in the target areas and with other partners to gather their views is necessary to identify flaws and the need for modifications in the implementation plan. The results, findings and feedback from all the partners (community members, line ministries and other agencies working in the area) and lessons learned during the project implementation will be documented for impact assessment and incorporation into re-planning and future programming initiatives.

Coordination structure

At state level, the sector is represented by field coordinators (focal points) who liaise closely with the national coordinator to ensure an adequate preparedness and response. Through the sector approach, the Shelter/NFI sector ensures the provision of accountable, predictable, transparent and reliable response to all people of concern in Sudan assessed to need Shelter/NFIs.

Sector coordination meetings are convened on a regular basis led by HAC, bringing together UN agencies and NGOs an effort to coordinate, harmonize and improve the provision of shelter/NFIs. The meetings are co-led by the National Sector coordinator in Khartoum; UNHCR field coordinators in Darfur and the Kordofans (state-level). These meetings provide an open forum for discussing coverage of beneficiaries, activities implemented, gaps that need to be coordinated, plans to cover unmet needs of targeted beneficiaries, best practices, and minimum standards that guide members in the provision of NFIs and shelter-related interventions. The meetings also discuss issues with NFI Core Pipeline managed by UNHCR, such as transporter delays or damaged items. The Sector focal points ensure that information and recommendations discussed at sector meetings are shared, raised or disseminated in other meetings as appropriate.

To ensure effective coordination for a more holistic response, the Shelter/NFI sector is an active member of the ISCG (Inter Sector Coordination Group) working closely with Protection, WASH, Health and RRR sectors and participates in state and field level humanitarian coordination forums. Sector partners work closely with the field coordinators, Government entities and OCHA to monitor emergencies and conduct assessments for appropriate sector-based response.

Strategic Advisory Group

The Sector Strategic Advisory Group (SAG) is a self-selecting group of stakeholders to advance the S/NFI Sector strategic direction, priorities, and advocacy, in support of country-level coordination. Key functions of the SAG is

as follows; planning and strategy development; supporting service delivery; addressing thematic issues, monitoring and reporting; accountability and transparency; and lastly advocacy.

Sector partners

Partners operating on the ground in the field are the vital link to the beneficiaries, as they take the lead in assessments, distributions and monitoring. Partner organizations must be recognized by the local governmental authorities as humanitarian actors and include UN agencies, international and national NGO's, and other international organizations.

Technical working groups (TWIGS)

Technical Working Groups (TWIGs) are established and provided with Terms of Reference by the ES/NFI sector SAG on an ad-hoc basis as is deemed necessary. The Sector Coordinator appoints a Focal Point to facilitate the work of the group. Such groups have a limited lifespan and are dissolved once the outputs outlined in the TORs have been achieved.

The composition of a TWIG is based on available technical skills, interest, and capacities from among the UN agencies, non-governmental, and governmental actors. The TWIG Focal Point is responsible for updating the SAG on status of work-in-progress. Final outputs/recommendations of the TWIG are presented to sector partners at the next coordination meeting for feedback and comment. Once the SAG has endorsed the recommendations of the TWIG, sector partners are expected to apply their recommendations.

Planned Response 2020

The Sector will respond to new emergencies such as newly displaced people, newly accessed people, and spontaneous returnees. The Sector will also coordinate with relevant government counterparts on the Flood Response Task Force and other sectors on flood affected populations as the provider of last resort. The NFI Core Pipeline, managed by UNHCR on behalf of the Sector, will procure and store NFIs in strategically located warehouses in Nyala, El Fashir, El Geneina, El Obied, Khartoum and Kassala, which serve as hubs for further distribution. Blanket distribution to all newly displaced households is based on the Displaced Tracking Matrix (DTM) provided by IOM, registration list and initial assessment reports, while ensuring the Sector and its partners use a standardized NFIs package for all states. The minimum NFI basic kit consists of plastic sheets, blankets, sleeping mats, kitchen sets, twenty-liter jerry cans per household. Larger households (greater than 5 people) are provided additional items to meet their needs, in line with NFI Standard Operating Procedure (SOP). Coordination with key sectors such as WASH, and FSL that distribute other NFIs will be prioritized.

The Sector will aim to integrate self-reliance and early recovery activities to engage and train IDPs and returnees in income-generating livelihood activities. These include the production of stabilized soil bricks, woven grass mats, and sleeping mats; and training in building and construction techniques. Sector partners will be encouraged and supported to provide environmentally friendly, durable and locally sourced shelter solutions that provide physical protection from the elements. Building on lessons learned from partners engaged in the provision of transitional shelter, this will promote adherence to agreed standards and best practices by all sector partners, and ensure effective links with other sectors including WASH, Education, and Protection to ensure the presence of basic services.

The sector will advocate to draw attention to shelter issues such as housing, land and property rights, particularly for returnees and/or integrated IDPs. The Sector will also continue to create fire and flood awareness across all programming. Where feasible, appropriate and cost-effective, partners will explore the provision of cash and vouchers to facilitate access to shelter. Feasibility analysis will consider prevailing market conditions; the availability

of financial services; the preferences of the affected population; the safety and security of beneficiaries and host community; and collateral effects on social cohesion. Sector partners will be encouraged and supported to provide environmentally friendly, durable and locally sourced shelter solutions that provide physical protection from the elements. The Sector will prioritize incorporating awareness programs on disaster risk reduction and enhancing the response through effective coordination, timely information sharing and capacity-building of partners, in line with the HRP, the Emergency Response Framework, and the Durable Solutions Strategy.

COVID-19 Response

In Sudan, as of April 22, 2020- 140 cases have been announced by the Sudanese Ministry of Health. The effect of the COVID-19 pandemic will compound an already fragile situation characterised by an economic crisis, conflict, displacement, malnutrition, food insecurity, lack of basic services, and natural disasters including floods.

The health system is marked by decades of limited to no investment, underfunding, and lack of qualified staff, infrastructure, equipment, medicines and supplies. The surveillance system doesn't cover the entire country and is structurally weak with long delays between alert and confirmation of an outbreak. Sudan lacks enough and adequately trained medical staff to support increased demand, isolation units, intensive care units, infection control materials, medicines and medical supplies to address quickly spreading outbreaks including the corona virus (covid-19) in all states across the country.

COVID-19 cases may force health facilities to close to other patients due to isolation procedures. Regular treatments for malnutrition or maternal care may have to be suspended. The points of entry (PoE) in the country – although closed for the moment but there are porous points - are only rudimentarily equipped and insufficiently staffed. In addition, the country remains prone to other disease outbreaks, including cholera, chikungunya, dengue, malaria,

The HCT/UNCT COVID-19 Country Preparedness and Response Plan (CPRP) is to support the Government of Sudan's efforts in preparing and responding to the pandemic and will be guided by two objectives (1) Prevent and contain the spread of COVID-19 and minimize mortality and morbidity; (2) Enhance preparedness and response to lessen the impact of COVID-19 on vulnerable people.

The Sector will engage through the following activities in support of Health and WASH Sector-led responses;

- Support risk communication and community engagement.
- Support infection, prevention and control through distribution of IEC material and community awareness.
- Support in identification of spaces and physical infrastructure to support other programmes and isolation.
- Develop COVID-19 specific messages to mitigate exposure during emergency shelter and NFI distributions.
- Procurement, distribution and prepositioning of NFI kits especially for IDPS, refugees and other vulnerable groups affected by COVID-19 to reduce sharing of core relief items.