



## RECOVERY SHELTER GUIDELINES

This document was developed and approved through a consultative process by humanitarian shelter agencies, including the budget values in [ ] which were defined through several TWIGs.

In order to get government endorsement of these guidelines, we continue to work with them to find an agreement on the following areas: budget value, settlement area, ventilation, drainage and ceiling height.

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## Introduction

The aim of this document is to review the existing Technical Guidelines for the Yolanda typhoon response, which were finalised in December 2013, and propose a revised document relevant to the changing needs of the affected population and to the current cluster members' shelter interventions, as they move towards the recovery phase. The development of this document has been driven by a consultative process with shelter cluster members, the Shelter Cluster' Strategic Advisory Group (SAG) and key agencies working in rural, coastal and urban contexts.

The following document presents a range of shelter options outlining their core principles and parameters, which should be considered in the recovery phase. The document recognises the scale and breadth of this disaster as well as the diversity of agencies responding, thus a broad range of approaches have been identified and these approaches need to be targeted to the needs, location, risks and diversity of circumstances of the affected population.

These guidelines sit within the Country Strategic Response Plan (SRP) Objective 2: 'Households with destroyed or damaged houses, including displaced populations, attain protective and sustainable shelter solutions.'

Shelter Cluster Objective 2: 'Shelter Cluster partners will provide support for household self-recovery through incremental housing solutions using consultative, participatory processes.'

## Overarching Aim

*The aim of shelter assistance programs is to ensure that families have adequate appropriate and safe shelter supporting them to transition along the pathway to permanent durable housing, prioritizing the needs of the most vulnerable, ensuring participation, freedom of choice, and access to basic services to ensure a life of dignity.*

## Underlying principles

### THE RIGHTS BASED APPROACH

- All households have a right to adequate appropriate and safe shelter.
- All households have a right to access housing options that best suit their needs and desires.

### DO NO HARM

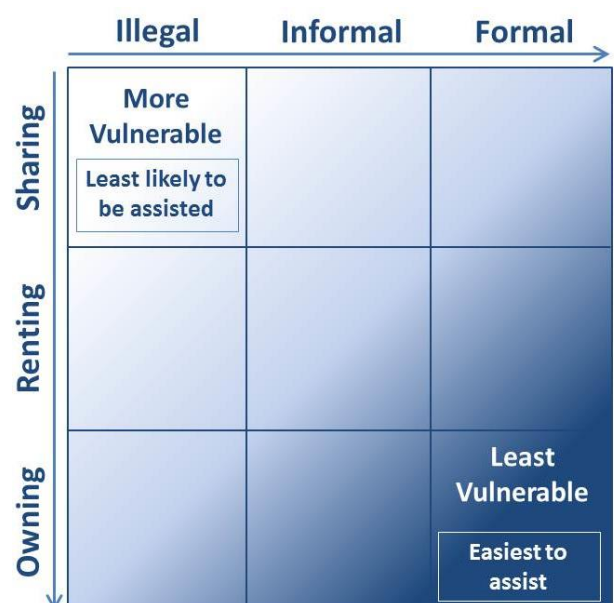
- **PERMANENT HOUSING:** Prior to Yolanda, many families' houses were inadequately designed and constructed to address risk, particularly in high risk areas. The provision of recovery shelter assistance should address these risks, through risk mitigating designs, improving existing construction or relocating in lower risk areas. Construction of single story timber or bamboo housing in high risk areas should not be seen as an adequate permanent solution.
- **TEMPORARY SHELTER** assistance should be provided in a way that assists families to transition smoothly to safe, appropriate, adequate, permanent shelter situation. Any temporary assistance in high risk areas should include clear strategies for dealing with immediate risk through integrated disaster risk reduction principles and ensuring transition to safer durable solutions.

## Pre-Disaster Tenure Context

In designing shelter programs to assist the affected population it is important to consider the range of circumstances in which people lived prior to the disaster and are therefore likely to return to.

In the context of the Philippines tenure arrangements vary greatly. Owing to a complicated and lengthy legal process involved in securing tenure a dynamic informal land market exists and this should be taken into consideration from the outset. Tenure arrangements may apply quite separately to the building in which people live and to the land upon which it is located in a broad range of combinations. Families may own their house and/or land or otherwise rent it or simply share with another family to who they may or may not be related.

Shelter assistance programs should provide assistance packages that allow for a wider range of ownership and tenure status and where possible, assisting families to have more secure land tenure.



Note: The tenancy status may be different for a family's housing situation and for the land on which they stand.

## REDUCING DISRUPTION AND ENSURING TRANSITION

For any one family the journey of recovery may involve multiple stages requiring differing assistance support options at each stage. Every effort should be made to keep these steps to a minimal and to ensure that all contributions build towards a permanent solution, improving security of tenure and/or the rights to house land and property. In temporary locations these contributions should be **reusable, resalable or relocatable** whilst in permanent locations they should be **upgradable or extendable**

### Recovery Shelter Options

The post Yolanda affected population can be classified broadly into two categories based on where they are currently living, either in a high risk or lower risk area.

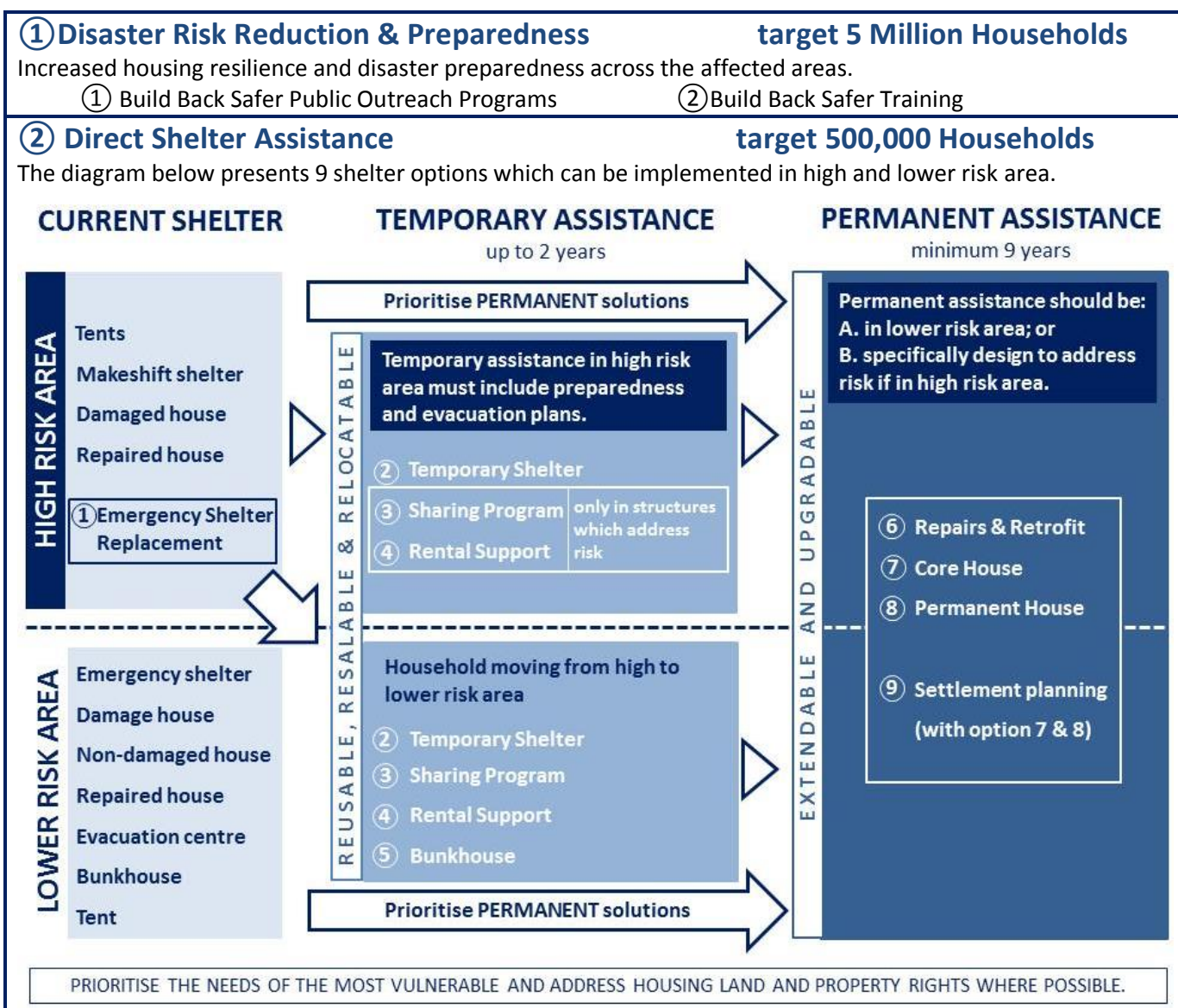
#### HIGH RISK AREAS

Families living in high risk areas may choose to stay there or relocate to a lower risk area. Temporary shelter solutions in high risk areas should be reusable, resalable and relocatable and must include appropriate preparedness and evacuation plans. Permanent assistance in high risk areas should be designed to be upgradable and/or extendable, and must be built to address locational risks. Permanent shelter solutions in high risk areas could include multistorey apartment or houses on stilts.

#### LOWER RISK AREAS

Temporary shelter solutions should be avoided in lower risk areas other than for families moving from higher risk areas on a path to a permanent solutions. Permanent shelter solutions in lower risk areas should be design to be extendable and/or upgradable and in line with the shelter clusters’ 8 key messages and the HLP guidelines.

### Recovery Shelter Targets





## Key Principles : *All shelter recovery programs should be designed to support*

- **Coordination:** With local government, coordinating agencies, and other actors to avoid overlapping, gaps and ensure efficiency.
- **Transition:** Ensuring a smooth transition to safe secure housing, avoiding households becoming “stuck” on their pathway to recovery.
- **Self-recovery:** Supporting the self-recovery efforts of the affected population, using enhancing existing, skills, and capacities.
- **Build back Safer:** Ensuring that families and communities are supported to design, construct and maintain their shelter and settlements in ways that reduce their vulnerability to future hazards.
- **Participation:** Encouraging participation at all stages including assessments, procurement, design, construction, monitoring and evaluation.
- **Engagement:** Shelter assistance solutions should be negotiated with local government, addressing specific vulnerabilities, hazards, local policies and capacities, actively engaging affected communities in the discussion of their future.
- **Accountability & Transparency** particularly to affected population should be mainstreamed in all shelter programs.
- **Protection:** Programs must ensure that human rights are respected.
- **Gender & Diversity:** Women, men, girls and boys of different ages and backgrounds have distinct needs and capacities and it is vital that shelter programmes incorporate them into the design and implementation of projects.
- **Vulnerability:** The most vulnerable members of society, through prioritisation of assistance programs and through adjustment of programs to the specific needs of vulnerable groups.
- **HLP:** Housing, land and property (HLP) rights including the right to an adequate house, protection from eviction (security of tenure) and other HLP rights should be respected and supported. Shelter programs should include assistance for vulnerable families to improve their HLP status and should not discriminate on the basis of tenure.
- **Livelihoods:** Ensuring that livelihoods are protected in all shelter program, and where possible and appropriate shelter program should be supported by livelihood activities.

## Key Parameters

- **Safe:** all programs should include and model the 8 key shelter cluster DRR messages.
  1. **Foundation:** That hold the building up, down and from toppling over, resistant against pests and rot.
  2. **Tie-down:** from the bottom up: ensuring continuous tie-down though all elements of the construction from the earth to the top of the building.
  3. **Bracing:** In both directions in each plane of the building, from strong point to strong point, designed to act in both tension and compression.
  4. **Strong joints:** that resist being pulled apart or crushed under tension or compression
  5. **Roofing:** Wind resistant shape, of adequate strength and fastenings.
  6. **Site:** Built in a location or manner that is site specific for the risks.
  7. **Shape:** Simple strong geometrical shapes will better resist earthquakes and typhoons.
  8. **Preparedness:** That communities and families are prepared for future hazards.
- **Adequate:** All programs should ensure the adequacy of their shelters.
  - **Space:** As per Sphere standards 3.5m<sup>2</sup> per person, 18m<sup>2</sup>/HH undercover space and 45m<sup>2</sup> settlement area.
  - **Durability:** For the period of intended use, min 2yrs for temporary and 9yrs for permanent.
  - **Drainage:** Fall of 100mm over first meter from house and pathway for water to drain away.
  - **Ventilation:** Min1m<sup>2</sup> opening in two walls of the structure, Min 1/2m<sup>2</sup> ventilation to all rooms.
  - **Ceiling height:** Min floor to ceiling height at the lowest point of the walls of 2.1m (7ft).
  - **Privacy:** The design should allow addition of at least one internal division to ensure privacy.
  - **Security:** Should be securable to ensure personal safety and safety of goods.
  - **Accessibility:** Address the needs of those with reduced mobility.
- **Appropriate:** All programs should be designed to be appropriate to the affected community.
  - **Culturally:** Respect expression of cultural identity and ways of life using locally available material, design and technologies.
  - **Local context :** Addressing the particular needs of communities such as urban versus rural context.
  - **Environmentally:** Minimise adverse impact to and from the local and natural environment, enhancing the environment where possible.
  - **Climatically:** Enhance human thermal comfort by reducing radiation and increasing air flow. Allow for protection from tropical rains and strong winds.
- **Access:** All shelter programs should ensure access to the facilities required to carry on daily life.
  - **Cooking:** Ensure access to culturally appropriate food storage, preparation and cooking facilities.
  - **WASH facilities:** Ensure access to appropriate water & sanitation incorporating hygiene promotion.
  - **Livelihoods:** Ensure ongoing access to existing livelihoods and where possible support the repair of damaged livelihoods as well as creating new livelihood opportunities.
  - **Community facilities:** Ensure access to communal facilities such as health care facilities, schools, government offices and public transport.



*Emergency Shelter Assistance: 6 months to 1 year***① Emergency Shelter Replacement & Upgrade (ESR)**

timeframe 6 months to 1 year

Emergency Shelter Replacement & Upgrade (ESR) programs aim to respond to the immediate emergency need to ensure that those still living in tents and makeshift shelters can live with health and dignity whilst better solutions are found. ESR programs should not be seen as a substitute for higher quality temporary or permanent shelter solutions but rather as enhancement and/or replacement of existing emergency shelter. ESR programs in higher risk areas must include risk mitigating measures such as preparedness and evacuation plans.

*Temporary Shelter Assistance: 2 years***② Temporary Shelter (TS)**Size 3.5m<sup>2</sup> per person, min 18m<sup>2</sup> for family of 5 [Budget<sup>1</sup> 30,000-45,000PHP]

Temporary shelter programs aim to provide safe adequate, appropriate shelter for households whose permanent housing solution is not yet resolved. To ensure a smooth transition on to permanent solutions, TS are designed to be relocatable, resalable, or reusable, they include risk reducing measures as per the clusters the 8 Build Back Safer Key Messages and ensure access to WASH and cooking facilities though they may not necessarily provide them directly. TS programs in higher risk areas must include risk mitigating measures such as preparedness and evacuation plans.

**③ Sharing Program (SF)**

timeframe up to 2 years tapered

Sharing Programs are designed to support families choosing to be hosted by another household as a temporary solution, as well as addressing the separate needs of the hosting family. SP may provide support to existing sharing arrangements or encourage new sharing arrangements as a temporary option. This may include financial, physical or social assistance including repairs and house extensions. SP should remain flexible to address the differing needs and capacities of the hosted and hosting families, whilst respecting the existing, potentially informal, arrangement and ensuring all involved can live in safety and dignity.

**④ Rental Support (RS)**

timeframe 2 years tapered

Rental support programs provide temporary support to households choosing to live in a rental property or rented land. These programs may also support landlords to recover their property and open it to the rental market. RS programs are temporary assistance programs, which can support existing rental arrangements or promote rental solutions as an alternative shelter solution. These may include financial, physical or social support separately or jointly to renters and to landlords.

**⑤ Bunkhouse Program (BH)**

timeframe 2 years tapered

Bunkhouse, also called collective temporary shelter programs, should be designed to ensure safe, adequate and appropriate temporary shelter assistance as a bridging solutions for families choosing to move out of high risk areas whilst awaiting permanent relocation assistance. BH programs may include upgrading existing bunkhouses or the construction of new bunkhouses. The congested nature of BH programs will require increased ongoing WASH and social assistance programs.

*Permanent Shelter Assistance – 9+ years***⑥ Repair and Retrofit (R&R)**

[Budget Minor Repair 10,000-18,000PHP - Major repairs 20,000-40,000PHP]

Repair and Retrofit programs aim to assist households to repair and improve structural resilience of houses to future hazards. R&R programs are divided in Minor and Major depending on the scale of the damage and need of repair, and they may include a combination of cash, material and technical assistance whilst targeting, informal or formal landlords, renters and home owners. Retrofit specifically aims at structurally strengthening existing buildings to withstand future disasters, whereas repairs aims at fixing the damage. In the recovery phase, all repair programs should include retrofitting.

**⑦ Core House (CH)**

[Budget 60,000-110,000PHP (excluding WASH)]

Core House programs aim to provide households with the core of their future house: one safe room, or the frame of a permanent house with a safe room to inhabit. CH programs are targeted at households located on permanent sites with security of tenure and the capacity to extend and upgrade in the future. They may include a combination of implementation modalities (direct, indirect, cash, contractor, government or partnership) using materials, cash, labour and technical support as assistance type. CH programs should meet all key shelter principles, parameters and minimum standards.

**⑧ Permanent House (PH)**

[Budget 120,000-250,000 PHP (including WASH)]

Permanent housing programs aim to provide households with a complete house that could still be extended and upgraded in the future. Permanent house programs should be targeted at families who do not face further relocation and may not have the capacity to self-recover, they include at least one bedroom, one living space, dedicated WASH and cooking and ensure access to appropriate livelihoods and other social services.

**⑨ Settlement Planning (SP)**

Settlement Planning programs should address the holistic design and development of both new and existing settlements, (villages, towns, cities, and their neighbourhoods), considering not only houses on individual sites, but also the infrastructure and services which surround and support them such as networks, (transportation, sewage systems, electricity supply) and community facilities (community centres, health care centres, schools, market places, places of worship, parks and playgrounds).

<sup>1</sup> All indicative budgets include material and labour but exclude transportation costs which may vary greatly from an areas to another.



## RECOVERY SHELTER GUIDELINE ANNEXES

All relevant documents can be found on the shelter cluster website: [www.sheltercluster.org](http://www.sheltercluster.org)

1. Housing, Land and Property (HLP) Guidelines and Advisories <https://www.sheltercluster.org/Asia/Philippines/Typhoon%20Haiyan%202013/Pages/HLP.aspx>
2. Vulnerability / Prioritisation tool <https://www.sheltercluster.org/Asia/Philippines/Typhoon%20Haiyan%202013/Pages/Beneficiary-Selection.aspx>
3. Sphere Standards <http://www.spherehandbook.org/en/1-shelter-and-settlement/>  
<http://www.spherehandbook.org/>
4. 8 Key Messages on Building Back Safer [https://www.sheltercluster.org/Asia/Philippines/Typhoon%20Haiyan%202013/Documents/8%20Key%20Messages%20Posters\\_Final\\_V1.1\\_Light\\_English.pdf](https://www.sheltercluster.org/Asia/Philippines/Typhoon%20Haiyan%202013/Documents/8%20Key%20Messages%20Posters_Final_V1.1_Light_English.pdf)
5. Coco lumber Technical Working Group Report Feb 2014 <https://www.sheltercluster.org/Asia/Philippines/Typhoon%20Haiyan%202013/Documents/Coconut%20Lumber%20Technical%20Working%20Group%20Report%20Feb%202014.pdf>
6. Environmental Documents <https://www.sheltercluster.org/Asia/Philippines/Typhoon%20Haiyan%202013/Pages/Environment.aspx>
7. Shelter Cluster Technical Resources <https://www.sheltercluster.org/References/Pages/Technicalresources.aspx>
8. Information Management Reports and Maps <https://www.sheltercluster.org/Asia/Philippines/Typhoon%20Haiyan%202013/Pages/All-Information-Management-docs.aspx>
9. Shelter Case Studies <http://sheltercasestudies.org/>
10. Shelter Projects 2011 - Typhoon Washi <http://sheltercasestudies.org/shelterprojects2011-2012/A25-A27-Philippines-2011.pdf>
11. Shelter Projects 2010 - Philippines Typhoon Megi <http://sheltercasestudies.org/shelterprojects2010/A26-Philippines-2010.pdf>
12. Shelter Centre Library <http://sheltercentre.org/library/>