

# Minimum Standards in Shelter, Settlement and Non-Food Items



# How to use this chapter

**This chapter is divided into two main sections:**

## **Shelter and settlement**

### **Non-food items: clothing, bedding and household items**

Both sections provide general standards for use in any of several response scenarios for displaced and non-displaced populations, including temporary or transitional individual household shelter on original sites, or the return to repaired dwellings; temporary accommodation with host families; and/or temporary communal settlement comprising planned or self-settled camps, collective centres, transit or return centres.

The Protection Principles and Core Standards must be used consistently with this chapter.

Although primarily intended to inform humanitarian response to a disaster, the minimum standards may also be considered during disaster preparedness and the transition to recovery and reconstruction activities.

Each section contains the following:

- **Minimum standards:** These are qualitative in nature and specify the minimum levels to be attained in humanitarian response regarding the provision of shelter.
- **Key actions:** These are suggested activities and inputs to help meet the standards.
- **Key indicators:** These are 'signals' that show whether a standard has been attained. They provide a way of measuring and communicating the processes and results of key actions; they relate to the minimum standard, not to the key action.
- **Guidance notes:** These include specific points to consider when applying the minimum standards, key actions and key indicators in different situations. They provide guidance on tackling practical difficulties, benchmarks or advice on priority issues. They may also include critical issues relating to the standards, actions or indicators, and describe dilemmas, controversies or gaps in current knowledge.

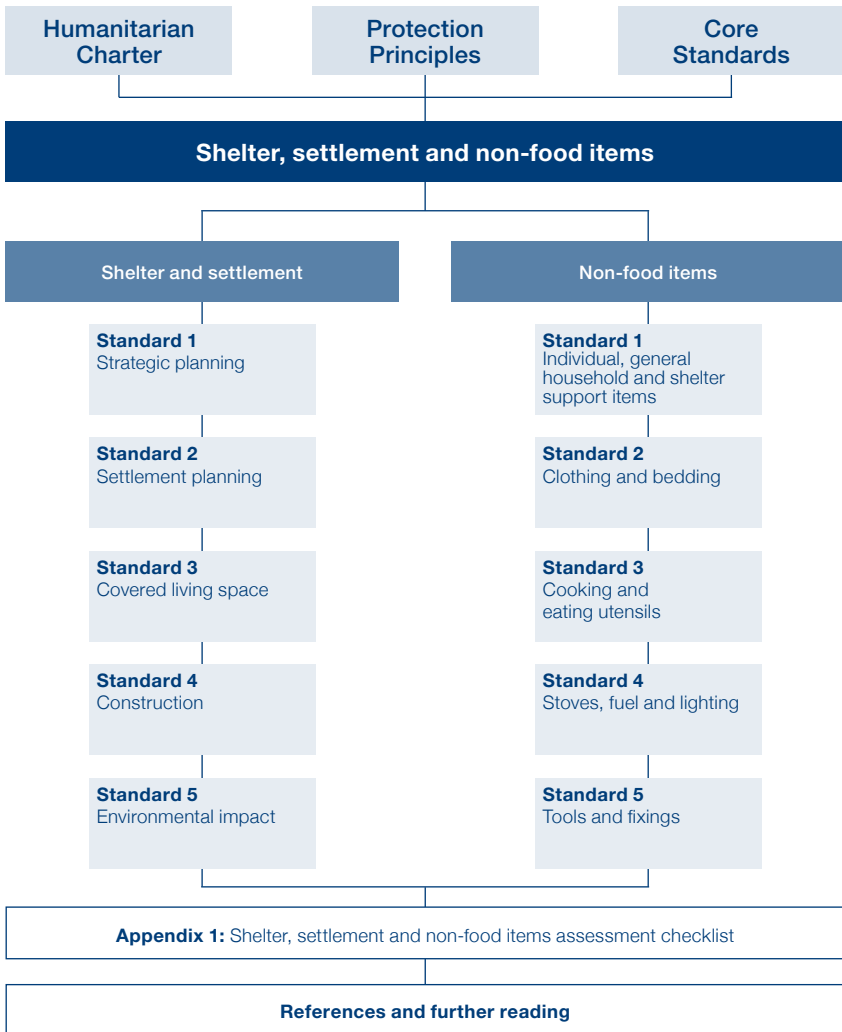
If required key actions and indicators cannot be met, the resulting adverse implications on the affected population should be appraised and appropriate mitigating actions taken.

A needs assessment checklist is provided to inform the application of the minimum standards in both defining and monitoring response activities, and a list of references and further reading, including a selection of practical 'how to' guidance resources, is also included.

# Contents

Introduction .....	243
1. Shelter and settlement .....	249
2. Non-food items: clothing, bedding and household items .....	268
Appendix 1: Shelter, settlement and non-food items assessment checklist ...	278
References and further reading .....	284





# Introduction

## Links to the Humanitarian Charter and international law

The minimum standards for shelter, settlement and non-food items are a practical expression of the shared beliefs and commitments of humanitarian agencies and the common principles, rights and duties governing humanitarian action that are set out in the Humanitarian Charter. Founded on the principle of humanity, and reflected in international law, these principles include the right to life and dignity, the right to protection and security and the right to receive humanitarian assistance on the basis of need. A list of key legal and policy documents that inform the Humanitarian Charter is available for reference in Annex 1 (see page 356), with explanatory comments for humanitarian workers. In humanitarian action, shelter, settlement and associated non-food items are familiar terms that fall within the scope of the right to adequate housing, which is enshrined in human rights law.

Everyone has the right to adequate housing. This right is recognised in key international legal instruments (see References and further reading: International legal instruments). This includes the right to live in security, peace and dignity, with security of tenure, as well as protection from forced eviction and the right to restitution. These instruments define adequate housing as ensuring:

- ▶ sufficient space and protection from cold, damp, heat, rain, wind or other threats to health, including structural hazards and disease vectors
- ▶ the availability of services, facilities, materials and infrastructure
- ▶ affordability, habitability, accessibility, location and cultural appropriateness
- ▶ sustainable access to natural and common resources; safe drinking water; energy for cooking, heating and lighting; sanitation and washing facilities; means of food storage; refuse disposal; site drainage; and emergency services
- ▶ the appropriate siting of settlements and housing to provide safe access to healthcare services, schools, childcare centres and other social facilities and to livelihood opportunities
- ▶ that building materials and policies relating to housing construction appropriately enable the expression of cultural identity and diversity of housing.



The minimum standards in this chapter are not a complete expression of the right to adequate housing as defined by the relevant international legal instruments. Rather, the minimum standards reflect the **core** content of the right to adequate housing and contribute to the progressive realisation of this right.

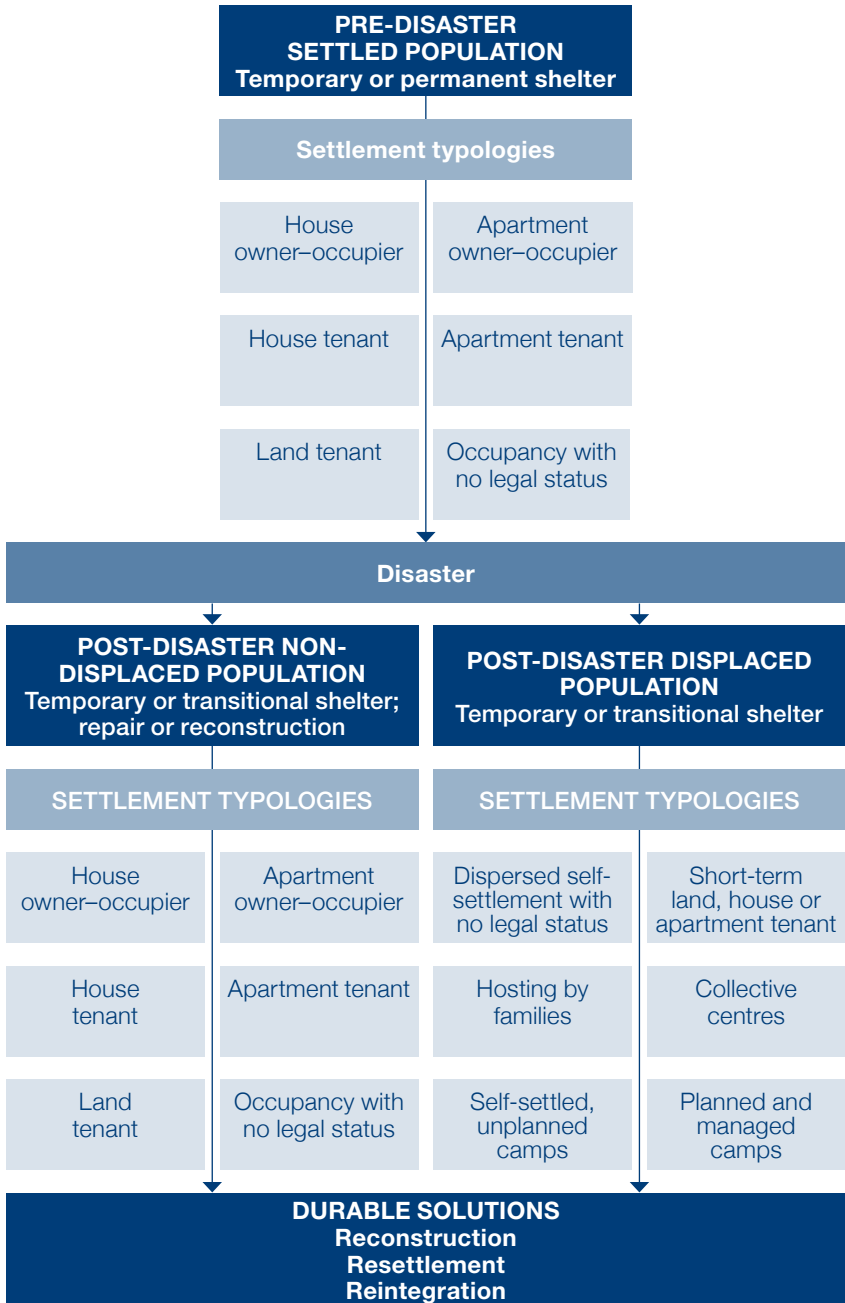
## The importance of shelter, settlement and non-food items in disasters

Shelter is a critical determinant for survival in the initial stages of a disaster. Beyond survival, shelter is necessary to provide security, personal safety and protection from the climate and to promote resistance to ill health and disease. It is also important for human dignity, to sustain family and community life and to enable affected populations to recover from the impact of disaster. Shelter and associated settlement and non-food item responses should support existing coping strategies and promote self-sufficiency and self-management by those affected by the disaster. Local skills and resources should be maximised where this does not result in adverse effects on the affected population or local economy. Any response should take into account known disaster risks and minimise the long-term adverse impact on the natural environment, while maximising opportunities for the affected population to maintain or establish livelihood support activities.

Thermal comfort, protection from the effects of the climate and personal safety and dignity are achieved by meeting a combination of needs at the level of the individuals themselves, the covered space they inhabit and the location in which their covered area is situated. Similarly, meeting these needs requires an appropriate combination of the means to prepare, cook and eat food; clothing and bedding; an adequate covered area or shelter; a means of space heating and ventilation as required; and access to essential services.

The shelter, settlement and non-food item needs of populations affected by a disaster are determined by the type and scale of the disaster and the extent to which the population is displaced. The response will also be informed by the ability and desire of displaced populations to return to the site of their original dwelling and to start the recovery process: where they are unable or unwilling to return, they will require temporary or transitional shelter and settlement solutions (see the diagram opposite). The local context of the disaster will inform the response, including whether the affected area is rural or urban; the local climatic and environmental conditions; the political and security situation; and the ability of the affected population to contribute to meeting their shelter needs.

## Shelter and settlement options and response scenarios



In extreme weather conditions, where shelter may be critical to survival or, as a result of displacement, the affected population may be unable to construct appropriate shelter, rapidly deployable shelter solutions, such as tents or similar, will be required or temporary accommodation provided in existing public buildings. Displaced populations may arrange shelter with host families, settle as individual households or in groups of households within existing settlements or may need to be temporarily accommodated in planned and managed camps or collective centres.

Affected populations should be supported where possible to repair or adapt existing dwellings or build new structures. Assistance can include the provision of appropriate construction materials, tools and fixings, cash or vouchers, technical guidance and training or a combination of these. Support or technical assistance should be provided to affected populations who do not have the capacity or expertise to undertake construction activities. The rights and needs of those who are secondarily affected by the disaster, such as neighbouring populations hosting those displaced by the disaster, must also be considered. Where public buildings, particularly schools, have been used as temporary communal accommodation, the planned and managed safe relocation of the sheltered population should be undertaken as soon as possible to allow for normal activities to resume.

Any response should be informed by the steps taken by the affected population to provide temporary or permanent shelter using their own capacities and resources. Shelter responses should enable affected populations to incrementally upgrade and/or make the transition from emergency to durable housing solutions.

The repair of damaged public buildings or the provision of temporary structures to serve as schools, healthcare centres and other communal facilities may also be required. The sheltering of livelihood assets such as livestock may be an essential complement to the provision of household shelter for some affected populations. The response should be informed by existing shelter and settlement risks and vulnerabilities regarding location, planning, design and construction, including those made worse by the disaster or due to the impact of climate change. Consideration of the environmental impact of settlement solutions and shelter construction is also critical to minimising the long-term impact of a disaster.

Better shelter, settlement and non-food items disaster response is achieved through better preparedness. Such preparedness is the result of the capacities, relationships and knowledge developed by governments, humanitarian agencies, local civil society organisations, communities and individuals to anticipate and respond effectively to the impact of likely, imminent or current hazards. Preparedness is informed by an analysis of risks and the use of early warning systems.



## Links to other chapters

Many of the standards in the other chapters are relevant to this chapter. Progress in achieving standards in one area often influences and sometimes even determines progress in other areas. For an intervention to be effective, close coordination and collaboration is required with other sectors. For example, the complementary provision of an adequate water supply and sanitation facilities in areas where shelter assistance is being provided is necessary to ensure the health and dignity of the affected population. Similarly, the provision of adequate shelter contributes to the health and well-being of displaced populations, while essential cooking and eating utensils and fuel for cooking are required to enable food assistance to be utilised and nutritional needs met. Coordination with local authorities, other responding agencies and community-based and representative organisations is also necessary to ensure that needs are met, that efforts are not duplicated and that the quality of shelter, settlement and non-food item interventions is optimised.

## Links to the Protection Principles and Core Standards

In order to meet the standards of this Handbook, all humanitarian agencies should be guided by the Protection Principles, even if they do not have a distinct protection mandate. The Principles are not ‘absolute’: circumstances may limit the extent to which agencies are able to fulfil them. Nevertheless, the Principles reflect universal humanitarian concerns which should guide action at all times.

The process by which an intervention is developed and implemented is critical to its effectiveness. The six core standards cover people-centred humanitarian response; coordination and collaboration; assessment; design and response; performance, transparency and learning; and aid worker performance. They provide a single reference point for approaches that support all other standards in the Handbook. Each technical chapter, therefore, requires the companion use of the Core Standards to help attain its own standards. In particular, to ensure the appropriateness and quality of any response, the participation of disaster-affected people – including the groups and individuals most frequently at risk in disasters – should be maximised.

## Vulnerabilities and capacities of disaster-affected populations

This section is designed to be read in conjunction with, and to reinforce, the Core Standards.



It is important to understand that to be young or old, a woman or a person with a disability or HIV does not, of itself, make a person vulnerable or at increased risk. Rather, it is the interplay of factors that does so: for example, someone who is over 70 years of age, lives alone and has poor health is likely to be more vulnerable than someone of a similar age and health status living within an extended family and with sufficient income. Similarly, a 3-year-old girl is much more vulnerable if she is unaccompanied than if she were living in the care of responsible parents.

As the shelter, settlement and non-food item standards and Key actions are implemented, a vulnerability and capacity analysis helps to ensure that a disaster response effort supports those who have a right to assistance in a non-discriminatory manner and who need it most. This requires a thorough understanding of the local context and of how a particular crisis impacts on particular groups of people in different ways due to their pre-existing vulnerabilities (e.g. being very poor or discriminated against), their exposure to various protection threats (e.g. gender-based violence including sexual exploitation), disease incidence or prevalence (e.g. HIV or tuberculosis) and possibilities of epidemics (e.g. measles or cholera). Disasters can make pre-existing inequalities worse. However, support for people's coping strategies, resilience and recovery capacities is essential. Their knowledge, skills and strategies need to be supported and their access to social, legal, financial and psychosocial support advocated for. The various physical, cultural, economic and social barriers they may face in accessing these services in an equitable manner also need to be addressed.

The following points highlight some of the key areas that will ensure that the rights and capacities of all vulnerable people are considered:

- ▶ Optimise people's participation, ensuring that all representative groups are included, especially those who are less visible (e.g. individuals who have communication or mobility difficulties, those living in institutions, stigmatised youth and other under- or unrepresented groups).
- ▶ Disaggregate data by sex and age (0–80+ years) during assessment – this is an important element in ensuring that the sector or area adequately considers the diversity of populations.
- ▶ Ensure that the right to information on entitlements is communicated in a way that is inclusive and accessible to all members of the community.

## The minimum standards

# 1. Shelter and settlement

Non-displaced disaster-affected populations should be assisted on the site of their original homes with temporary or transitional household shelter, or with resources for the repair or construction of appropriate shelter. Individual household shelter for such populations can be temporary or permanent, subject to factors including the extent of the assistance provided, land-use rights or ownership, the availability of essential services and the opportunities for upgrading and expanding the shelter. Displaced populations who are unable to return to their original homes often prefer to stay with other family members or people with whom they share historical, religious or other ties, and should be assisted to do so. When such dispersed settlement is not possible, temporary communal settlement can be provided in planned or self-settled camps, along with temporary or transitional household shelter, or in suitable large public buildings used as collective centres.

### Shelter and settlement standard 1: Strategic planning

Shelter and settlement strategies contribute to the security, safety, health and well-being of both displaced and non-displaced affected populations and promote recovery and reconstruction where possible.

**Key actions** (to be read in conjunction with the guidance notes)

- ▶ Assess and analyse the shelter and settlement needs of the affected population in consultation with the relevant authorities and the population themselves (see guidance note 1).
- ▶ Develop a shelter and settlement response plan (including early recovery where possible) in coordination with the relevant authorities, responding agencies and the affected population (see guidance note 1).
- ▶ Prioritise and support the return of affected households to their original dwellings or the site of their dwelling where possible (see guidance note 2).
- ▶ Assist those who are unable or unwilling to return to their original dwellings to be hosted by other households or to be accommodated within temporary communal settlements (see guidance notes 3–4).



- ▶ Ensure access to non-food items, shelter solutions (such as tents or shelter kits), construction materials, cash, technical assistance or information or a combination of these, as required (see guidance notes 5–6).
- ▶ Ensure dwellings or settlements are located at a safe distance from any actual or potential threats and that risks from existing hazards are minimised (see guidance note 7).
- ▶ Ensure that debris resulting from the disaster is removed from key locations including the sites of damaged or destroyed homes, temporary communal settlements, essential public buildings and access routes (see guidance note 8).
- ▶ Plan safe access to water and sanitation services, health facilities, schools and places for recreation and worship, and to land, markets or services used for the continuation or development of livelihood support activities (see guidance notes 9–10).

### Key indicators (to be read in conjunction with the guidance notes)

- ▶ Shelter and settlement solutions to meet the essential needs of all the disaster-affected population are agreed with the population themselves and relevant authorities in coordination with all responding agencies (see guidance note 1).
- ▶ All temporary shelter and settlement solutions are safe and adequate and will remain so until more durable solutions are achieved (see guidance notes 2–10).

### Guidance notes

1. **Assessment, consultation and coordination:** An initial needs assessment is essential to identify the shelter and settlement needs of the affected population, post-disaster risks, vulnerabilities and capacities, opportunities to address recovery from the outset and the need for more detailed assessment including environmental impact. The disaster-affected population (especially vulnerable people with specific needs), along with the relevant authorities, should be involved in any such assessment. Existing contingency plans should be used to inform response activities, in coordination with the relevant authorities, humanitarian and other agencies and the affected population using agreed coordination mechanisms. The availability of resources, the local context (including seasonal weather patterns), security and access to existing or new sites and land will inform response planning (see Core Standards 1–5 on pages 55–68, Non-food items standards 1–5 on pages 269–276 and Appendix 1: Shelter, settlement and non-food items assessment checklist).

2. **Return:** The opportunity to return to their own land and dwellings is a major goal for most disaster-affected populations. The repair of dwellings or the upgrading of shelter solutions determined by the population themselves supports communal coping strategies, retains established settlement patterns and enables the use of existing infrastructure (see Core Standard 1 on page 55). Return may be delayed or prevented and so require a period of temporary settlement elsewhere. Issues affecting return include the continuation of the disaster, such as ongoing flooding, landslides or earthquake aftershocks, and security concerns, such as occupation of property or land and the need for restitution, continuing violent conflict, ethnic or religious tension, fear of persecution or landmines and unexploded ordnance. The reconstruction of schools is also important to enable displaced populations to return. Return by female-headed households, those widowed or orphaned by the disaster or persons with disabilities may be inhibited by inadequate or discriminatory land and property legislation or customary procedures. Displaced populations who may not have the ability to undertake reconstruction activities may also be discouraged or prevented from returning.
3. **Hosting by families and communities:** Displaced populations who are unable to return to their original homes often prefer to stay with other family members or people with whom they share historical, religious or other ties (see Core Standard 1 on page 55). Assistance for such hosting may include support to expand or adapt an existing host family shelter and facilities to accommodate the displaced household, or the provision of an additional separate shelter adjacent to the host family. The resulting increase in population density should be assessed and the demand on social facilities, infrastructure provision and natural resources should be evaluated and mitigated.
4. **Temporary communal settlement:** Although they should not become a default response, temporary planned camps can be used to accommodate affected populations who are unable or unwilling to return to the site of their original dwelling and for whom hosting by other families is not an option. Such settlement solutions may be required in areas where security threats increase the risk to isolated populations or where access to essential services and resources such as water, food and locally sourced building materials is limited. Existing buildings used as collective centres can provide rapid temporary protection from the climate. Buildings used for such purposes may require adaptation or upgrading, for example the provision of internal subdivisions and ramps for those with mobility difficulties. In many countries, the use of pre-identified buildings for collective centres is the established response to known types of disaster, with associated management and service provision responsibilities. Although school buildings are often used to accommodate disaster-affected populations, alternative structures



should be identified to enable schooling to continue. The planning of temporary communal settlements should consider the implications on the personal safety, privacy and dignity of occupants and access to essential facilities. It is necessary to ensure that temporary communal settlements do not themselves become targets for attack, pose a security risk to the surrounding population or result in unsustainable demands on the surrounding natural environment.

5. ***Types of shelter assistance:*** Combinations of different types of assistance may be required to meet the shelter needs of affected populations. Basic assistance can include personal items, such as clothing and bedding, or general household items, such as stoves and fuel. Shelter support items can include tents, plastic sheeting and toolkits, building materials and temporary or transitional shelters using materials that can be reused as part of permanent shelters. Manual or specialist labour, either voluntary or contracted, may also be required, as well as technical guidance on appropriate building techniques. The use of cash or vouchers to promote the use of local supply chains and resources should be considered, subject to the functioning of the local economy. Cash can also be used to pay for rental accommodation. Information or advice distributed through public campaigns or local centres on how to access grants, materials or other forms of shelter support can complement commodity-based assistance.
6. ***Transitional shelter:*** An approach rather than a phase of response, the provision of transitional shelter responds to the fact that post-disaster shelter is often undertaken by the affected population themselves, and this self-management should be supported (see Core Standard 1 on page 55). Post-disaster shelter solutions that can be reused in part or in whole in more permanent structures, or relocated from temporary to permanent locations, can promote the transition by affected populations to more durable shelter. For non-displaced populations on the site of their original homes, transitional shelter can provide a basic starter home, to be upgraded, expanded or replaced over time as resources permit. For displaced populations, transitional shelter can provide appropriate shelter which can be disassembled and reused when the affected populations are able to return to the sites of their original homes or are resettled in new locations. Transitional shelter can also be provided to affected populations hosted by other households who can accommodate the erection of an adjacent or adjoining shelter. Any such structures can be removed and reused when the affected populations are able to return to their original sites or elsewhere.
7. ***Risk, vulnerability and hazard assessments:*** Undertake and regularly review a comprehensive risk and vulnerability assessment (see Core Standard 3 on page 61). Actual or potential security threats and the unique

risks and vulnerabilities due to age, gender, disability, social or economic status, the dependence of affected populations on natural environmental resources, and the relationships between affected populations and any host communities should be included in any such assessments (see Protection Principle 3 on page 38). Risks posed by natural hazards such as earthquakes, volcanic activity, landslides, flooding or high winds should inform the planning of shelter and settlement solutions. Settlement locations should not be prone to diseases or contamination or have significant vector risks. Potentially hazardous materials and goods can be deposited or exposed following natural disasters such as earthquakes, floods and typhoons. Mines and unexploded ordnance can be present due to previous or current conflicts. The stability of building structures in inhabited areas affected by the disaster should be assessed by technical specialists. For collective centres, the ability of existing building structures to accommodate any additional loading and the increased risk of the failure of building components such as floors, internal dividing walls, roofs, etc., should be assessed.

8. **Debris removal:** The removal of debris following a natural disaster or conflict is a priority to enable the provision of shelter and the establishment of appropriate settlement solutions. Debris management planning should be initiated immediately after the disaster to ensure debris can be recycled or identified for separation, collection and/or treatment (see Shelter and settlement standard 5 on page 265). Key issues include the presence of corpses requiring identification and appropriate handling, the retrieval of personal possessions, structurally dangerous locations and hazardous materials and ownership of salvageable materials for reuse or sale. The removal of debris may provide opportunities for cash for work programmes and/or require the use of major equipment and expertise to undertake. The use, management, ownership and environmental impact of disposal sites should be considered.
9. **Schools, health facilities and community infrastructure:** Access to essential services should be ensured, including schools, health facilities, safe play areas and communal meeting areas. Existing or repaired service infrastructure should be used, with additional temporary services or facilities as required. Where the repair or construction of public buildings is subject to the development of new settlement plans or other regulatory processes, temporary structures may be required to provide immediate, short-term facilities. Any such service provision using temporary or permanent structures should meet agreed standards (see WASH standard 1 on page 89, Health systems standard 1 on page 296 and INEE Minimum Standards for Education: Preparedness, Response, Recovery).



10. **Livelihood support:** The settling of disaster-affected populations should be informed by their pre-disaster economic activities and the opportunities within the post-disaster context (see Food security and nutrition assessment standards 1–2 on pages 150–154 and Core Standard 1 on page 55). Land availability and access for cultivation and grazing, and access to market areas and local services for particular economic activities should be considered.

### Shelter and settlement standard 2: Settlement planning

The planning of return, host or temporary communal settlements enables the safe and secure use of accommodation and essential services by the affected population.

#### Key actions (to be read in conjunction with the guidance notes)

- ▶ Identify and use existing planning processes where possible, informed by agreed best practice, minimising settlement risk and vulnerabilities (see guidance note 1).
- ▶ Identify housing, land and property ownership and/or use rights for buildings or locations (see guidance note 2).
- ▶ Ensure safe access to all shelters and settlement locations and to essential services (see guidance notes 3–4).
- ▶ Use existing settlement patterns and topographical features to minimise adverse impact on the natural environment (see guidance note 5).
- ▶ Involve the affected population in the planning of temporary communal settlements by family, neighbourhood or village groups as appropriate (see guidance note 6).
- ▶ Ensure sufficient surface area and adequate fire separation in temporary planned and self-settled camps (see guidance notes 7–8).
- ▶ Minimise vector risks (see guidance note 9).

#### Key indicators (to be read in conjunction with the guidance notes)

- ▶ Through agreed planning processes, all shelter-assisted populations are consulted on and agree to the location of their shelter or covered area and access to essential services (see guidance note 1).
- ▶ All settlement plans demonstrate that risks and vulnerabilities in the use of shelters, covered areas and essential services have been identified and mitigated (see guidance notes 2–9).



## Guidance notes

1. **Planning processes:** Local planning practices should be used and informed by the type of disaster or crisis, identified hazards and the impact on the affected population. Appropriate measures to minimise settlement risks and vulnerabilities should be used. Existing planning regulations should be complied with where required by the relevant authorities and where this does not impede the humanitarian imperative of meeting urgent shelter and settlement needs. The longer-term implications of planning decisions, particularly regarding sites for temporary communal settlement, should be identified.
2. **Housing, land and property ownership, rights and usage:** For both non-displaced and displaced populations, identify ownership of relevant land, housing or other buildings and the holders of formal or customary use rights. Such issues are often controversial, especially where records may not have been kept or where conflict may have affected possession. Multi-occupancy dwellings or buildings with mixed usage will involve common or shared ownership or occupancy rights. The identification of the land or property rights of vulnerable people should be sought and such people supported, in particular women, those widowed or orphaned by the disaster, persons with disabilities, tenants, social occupancy rights-holders and informal settlers. Clarify formal, informal or understood rights of ownership or inheritance, particularly following a disaster in which the holder of the rights or title may have died or been displaced. The provision of group tenure or similar to a number of households where no formal rights existed before the disaster can assist in the incremental establishment of such rights. The provision of shelter assistance may also be perceived or used as legitimising land title claims which could inhibit or prevent humanitarian action. The use of land for temporary communal settlements should consider existing use rights of the land or natural environmental resources by the host or neighbouring communities (see Shelter and settlement standard 5 on page 265).
3. **Essential services and facilities:** Disaster-affected populations returning to the site of their original homes, being hosted or accommodated in temporary communal settlements all require safe, secure and equitable access to essential services. These include, as appropriate, water, sanitary facilities, fuel for cooking or communal cooking facilities, healthcare, solid waste disposal, schools, social facilities, places of worship, meeting points, recreational areas, including child-friendly spaces and space for livestock accommodation (ensuring adequate separation of any such livestock from residential spaces). Sufficient space should be provided for culturally appropriate burials and associated rituals. The use of existing or repaired facilities should be maximised where this does not adversely affect neighbouring or host communities. Additional facilities or access points to



meet the needs of the target population, and in particular vulnerable people, should be provided. The social structure and gender roles of the affected population and the requirements of vulnerable people should be reflected in the service provision, for example ensuring services are within reasonable walking distance for individuals with mobility difficulties and the provision of safe breastfeeding areas in temporary communal settlements. Appropriate access to facilities for older people, those with physical disabilities and those who need frequent access should be ensured. Administrative offices, warehousing and staff accommodation and quarantine areas in temporary communal settlements should be provided as required (see WASH standard 1 on page 89 and Health systems standard 1 on page 296).

4. **Access:** Access to the settlement, the condition of local road infrastructure and proximity to transport hubs for the supply of relief assistance should be assessed, taking into account seasonal constraints, hazards and security risks. For temporary communal settlements, the site itself and any primary storage and food distribution points should be accessible by heavy trucks from an all-weather road. Other facilities should be accessible by light vehicles. Roads and pathways within settlements should provide safe, secure and all-weather access to individual dwellings and communal facilities including schools and healthcare facilities. Artificial lighting should be provided as required. Within temporary communal settlements or collective centres, access and escape routes should avoid creating isolated or screened areas that could pose a threat to the personal safety of users. Steps or changes of level close to exits in collective centres should be avoided and handrails for any stairways and ramps should be provided. For occupants with mobility difficulties, space on the ground floor should be provided, close to exits or along access routes without changes of level. The occupants of buildings used as collective centres should be within an agreed reasonable distance of a minimum of two exits, providing alternative escape routes, and these exits should be clearly visible.
5. **Site selection and drainage:** Surface water drainage and the risks of ponding or flooding should be assessed when selecting sites and planning temporary communal settlements. The site gradient should not exceed 5 per cent, unless extensive drainage and erosion control measures are taken, or be less than 1 per cent to provide for adequate drainage. Drainage channels may still be required to minimise flooding or ponding. The lowest point of the site should be not less than three metres above the estimated maximum level of the water table. The ground conditions should be suitable for excavating toilet pits and should inform the locations of toilets and other facilities (see Excreta disposal standards 1–2 on pages 105–107 and Drainage standard 1 on page 121).

- 6. *Site planning for temporary communal settlements:*** Space allocation within collective centres and household plots within temporary planned camps should be informed by existing social practices and use of shared resources, including water and sanitation facilities, communal cooking, food distribution, etc. Neighbourhood planning should support existing social networks, contribute to security and enable self-management by the affected population. The plot layout in temporary planned camps should maintain the privacy and dignity of separate households by ensuring that each household shelter opens onto common space or a screened area for the use of the household instead of being opposite the entrance to another shelter. Safe, integrated living areas for displaced populations that include a significant number of single adults or unaccompanied children should be provided. For dispersed settlements, the principles of neighbourhood planning should also apply, e.g. groups of households return to a defined geographical area or identify host families in close proximity to one another (see Protection Principle 1 on page 33).
- 7. *Surface area of temporary planned or self-settled camps:*** For camp-type settlements, a minimum usable surface area of 45 square metres for each person including household plots should be provided. The area should have the necessary space for roads and footpaths, external household cooking areas or communal cooking areas, educational facilities and recreational areas, sanitation, firebreaks, administration, water storage, distribution areas, markets, storage and limited kitchen gardens for individual households. Where communal services can be provided by existing or additional facilities outside of the planned area of the settlement, the minimum usable surface area should be 30m<sup>2</sup> for each person. Area planning should also consider changes in the population. If the minimum surface area cannot be provided, the consequences of higher-density occupation should be mitigated, for example through ensuring adequate separation and privacy between individual households, space for the required facilities, etc.
- 8. *Fire safety:*** Assess fire risks to inform the site planning of temporary communal settlements and the grouping of individual household shelters. Mitigating actions should include the provision of a 30-metre firebreak between every 300 metres of built-up area, and a minimum of 2 metres (but preferably twice the overall height of any structure) between individual buildings or shelters to prevent collapsing structures from touching adjacent buildings. Preferred cooking practices and the use of stoves or heaters should also inform the overall site planning and the safe separation of household shelters (see Non-food items standard 4 on page 274).
- 9. *Vector risks:*** Low-lying areas, debris resulting from the disaster, vacant buildings and excavations, such as those resulting from the use of local



earth for construction, can provide breeding grounds for pests which could pose health risks to nearby populations. For temporary communal settlements, appropriate site selection and the mitigation of vector risks are key to reducing the impact of vector-borne diseases on affected populations (see Vector control standards 1–3 on page 111–116).

### Shelter and settlement standard 3: Covered living space

People have sufficient covered living space providing thermal comfort, fresh air and protection from the climate ensuring their privacy, safety and health and enabling essential household and livelihood activities to be undertaken.

#### Key actions (to be read in conjunction with the guidance notes)

- ▶ Ensure that each affected household has adequate covered living space (see guidance notes 1–2).
- ▶ Enable safe separation and privacy as required between the sexes, between different age groups and between separate families within a given household as required (see guidance note 3).
- ▶ Ensure that essential household and livelihood activities can be carried out within the covered living space or adjacent area (see guidance note 4).
- ▶ Promote the use of shelter solutions and materials that are familiar to the disaster-affected population and, where possible, culturally and socially acceptable and environmentally sustainable (see guidance notes 5–6).
- ▶ Assess the specific climatic conditions for all seasons to provide optimal thermal comfort, ventilation and protection (see guidance notes 7–10).

#### Key indicators (to be read in conjunction with the guidance notes)

- ▶ All affected individuals have an initial minimum covered floor area of 3.5m<sup>2</sup> per person (see guidance notes 1–2).
- ▶ All shelter solutions and materials meet agreed technical and performance standards and are culturally acceptable (see guidance notes 3–10).

#### Guidance notes

1. **Climate and context:** In cold climates, household activities typically take place within the covered area and affected populations may spend substantial time inside to ensure adequate thermal comfort. In urban settings,

household activities typically occur within the covered area as there is usually less adjacent external space that can be used. A covered floor area in excess of 3.5m<sup>2</sup> per person will often be required to meet these considerations. The floor-to-ceiling height is also a key factor, with greater height being preferable in hot and humid climates to aid air circulation, while a lower height is preferable in cold climates to minimise the internal volume that requires heating. The internal floor-to-ceiling height should be a minimum of two metres at the highest point. In warmer climates, adjacent shaded external space can be used for food preparation and cooking. Shelter solutions may have to accommodate a range of climatic extremes from cold nights and winters to hot days and summers. Where materials for a complete shelter cannot be provided, roofing materials to provide the minimum covered area should be prioritised. The resulting enclosure may not provide the necessary protection from the climate nor security, privacy and dignity, so steps should be taken to meet these needs as soon as possible (see guidance note 2).

- 2. *Duration:*** In the immediate aftermath of a disaster, particularly in extreme climatic conditions where shelter materials are not readily available, a covered area of less than 3.5m<sup>2</sup> per person may be appropriate to save life and to provide adequate short-term shelter. In such instances, the covered area should reach 3.5m<sup>2</sup> per person as soon as possible to minimise adverse impact on the health and well-being of the people accommodated. If 3.5m<sup>2</sup> per person cannot be achieved, or is in excess of the typical space used by the affected or neighbouring population, the impact on dignity, health and privacy of a reduced covered area should be considered. Any decision to provide less than 3.5m<sup>2</sup> per person should be highlighted, along with actions to mitigate adverse effects on the affected population. Temporary or transitional shelter solutions may be required to provide adequate shelter for an extended duration, through different seasonal climates and potentially for several years. Response plans agreed with local authorities or others should ensure that temporary or transitional shelters are not allowed to become default permanent housing.
- 3. *Cultural practices, safety and privacy:*** Existing local practices in the use of covered living space, for example sleeping arrangements and the accommodation of extended family members, should inform the covered area required. Consultation should include members of vulnerable groups and those caring for such individuals. Opportunities for internal subdivision within individual household shelters should be provided. In collective accommodation, the grouping of related families, well-planned access routes through the covered area and materials to screen personal and household space can aid the provision of adequate personal privacy and



safety. The psychosocial benefits of ensuring adequate space provision and privacy while minimising overcrowding should be maximised in both individual household shelters and temporary collective accommodation (see Protection Principle 1 on page 33).

4. ***Household and livelihood activities:*** The covered area should provide space for the following activities: sleeping, washing and dressing; care of infants, children and the ill or infirm; storage of food, water, household possessions and other key assets; cooking and eating indoors when required; and the common gathering of the household members. The planning of the covered area, in particular the location of openings and subdivisions, should maximise the use of the internal space and any adjacent external area.
5. ***Shelter solutions, materials and construction:*** Defined shelter solutions such as family tents, shelter kits, packages of materials or prefabricated buildings should be provided where local post-disaster shelter options are not readily available, are inadequate or cannot be sustainably supported by the local natural environment. Where reinforced plastic sheeting is provided as a relief item for emergency shelter, it should be complemented with rope, tools, fixings and supporting materials such as timber poles or locally procured framing elements. Any such materials or defined shelter solutions should meet agreed national and international specifications and standards and be acceptable to the affected population. When only part of the materials for a basic shelter are provided (e.g. plastic sheeting), assess and mitigate any potential adverse impact on the local economy or natural environment of the sourcing of other materials needed (e.g. timber poles for framing). The technical and financial ability of the affected population to maintain and repair their shelter should also inform the specification of materials and technologies (see Non-food items standard 5 on page 276). Regular monitoring should be undertaken to ensure that the performance of shelter solutions remains adequate over time.
6. ***Participatory design:*** All members of each affected household should be involved to the maximum extent possible in determining the type of shelter assistance to be provided. The opinions of those groups or individuals who typically have to spend more time within the covered living space and those with specific accessibility needs should be prioritised. This should be informed by assessments of existing typical housing. Make households aware of the disadvantages as well as advantages of unfamiliar 'modern' forms of construction and materials which may be seen as improving the social status of such households (see Core Standard 1 on page 55).
7. ***In warm, humid climates:*** Shelters should be oriented and designed to maximise ventilation and minimise entry of direct sunlight. The roof should have a reasonable slope for rainwater drainage with large overhangs except

in locations vulnerable to high winds. The construction of the shelter should be lightweight, as low thermal capacity is required. Adequate surface water drainage should be ensured around the shelter together with the use of raised floors to minimise the risk of water entering the covered area.

8. ***In hot, dry climates:*** Construction should be heavyweight to ensure high thermal capacity, allowing changes in night and day temperatures to alternately cool and heat the interior, or lightweight with adequate insulation. Care should be taken in the structural design of heavyweight construction in areas with seismic risks. If only plastic sheeting or tents are available, a double-skinned roof should be provided with ventilation between the layers to reduce radiant heat gain. Door and window openings positioned away from the direction of the prevailing wind will minimise heating by hot winds and heat radiation from the surrounding ground. Flooring that meets the external walling without gaps should be provided to minimise dust and vector penetration.
9. ***In cold climates:*** Heavyweight construction with high thermal capacity is required for shelters that are occupied throughout the day. Lightweight construction with low thermal capacity and substantial insulation is more appropriate for shelters that are occupied only at night. Minimise air flow, particularly around door and window openings, to ensure personal comfort while also providing adequate ventilation for space heaters or cooking stoves. Stoves or other forms of space heaters are essential and must be appropriate to the shelter. Assess and mitigate potential fire risks from the use of stoves and heaters (see Non-food items standard 4 on page 274). Surface-water drainage should be provided around the shelter and raised floors should be used to minimise the risk of water due to rain or snow melt from entering the covered area. The loss of body heat through the floor should be minimised by ensuring that the floor is insulated and through the use of insulated sleeping mats, mattresses or raised beds (see Non-food items standard 2 on page 271).
10. ***Ventilation and vector control:*** Adequate ventilation should be provided within individual household shelters and public buildings such as schools and healthcare facilities to maintain a healthy internal environment, minimise the effect of smoke from indoor household stoves and resulting respiratory infections and eye problems and limit the risk of transmission of diseases such as TB spread by droplet infection. Local building practices, the patterns of shelter use by displaced people and material selection should inform vector control measures (see Essential health services – control of communicable diseases standard 1 on page 312 and Vector control standards 1–3 on pages 111–116).



## Shelter and settlement standard 4: Construction

Local safe building practices, materials, expertise and capacities are used where appropriate, maximising the involvement of the affected population and local livelihood opportunities.

### Key actions (to be read in conjunction with the guidance notes)

- ▶ Involve the affected population, local building professionals and the relevant authorities in agreeing appropriate safe building practices, materials and expertise which maximise local livelihood opportunities (see guidance notes 1–3).
- ▶ Ensure access to additional support or resources to disaster-affected people who do not have the capacity, ability or opportunity to undertake construction-related activities (see guidance notes 1–3).
- ▶ Minimise structural risks and vulnerabilities through appropriate construction and material specifications (see guidance notes 4–5).
- ▶ Meet agreed standards for materials and the quality of work (see guidance notes 5–6).
- ▶ Manage the provision of materials, labour, technical assistance and regulatory approval through appropriate bidding, procurement and construction administration practices (see guidance note 7).
- ▶ Enable the maintenance and upgrading of individual household shelters using locally available tools and resources (see guidance note 8).

### Key indicators (to be read in conjunction with the guidance notes)

- ▶ All construction is in accordance with agreed safe building practices and standards (see guidance notes 2–7).
- ▶ Construction activities demonstrate the involvement of the affected population and the maximising of local livelihood opportunities (see guidance notes 1–2, 8).

### Guidance notes

1. **Participation of affected populations:** Participation by the affected population in shelter and settlement activities should be informed by existing practices through which housing and settlements are planned, constructed and maintained. Skills training programmes and apprenticeship schemes



can maximise opportunities for participation during construction, particularly for individuals lacking the required building skills or experience. Women of all ages should be encouraged to participate in shelter and construction-related activities and training. Contributions from those less able to undertake physical tasks or those requiring specialist technical expertise can include site monitoring and inventory control, the provision of childcare, temporary accommodation or the preparation of food for those engaged in construction works and administrative support. The other demands on the time and labour resources of the affected population should be considered. The provision of assistance from volunteer community labour teams or contracted labour can complement the involvement of individual households. Such assistance is essential to support female-headed households, as women may be at particular risk from sexual exploitation in seeking assistance for the construction of their shelter (see Core Standard 1 on page 55, Protection Principle 2 on page 36 and Non-food items standard 5 on page 276). Persons with mobility difficulties, older people and others unable to undertake construction activities may also need assistance.

2. **Technical expertise and experience:** Appropriate technical design, construction and management expertise should complement the skills and understanding of the affected population and provide experience of established technical and regulatory processes (see Core Standard 6 on page 71). In locations vulnerable to seasonal or cyclical disasters, the involvement of technical specialists who have previous experiences of appropriate, local solutions or agreed best practices can inform the design and construction process.
3. **Sourcing of materials and labour:** The rapid provision of shelter solutions or materials and tools, either separately or in the form of a predefined kit, can enable the affected population to erect or construct shelters themselves. Where possible, local livelihoods should be supported through the local procurement of building materials, specialist building skills and manual labour informed by rapid market assessments and analyses. If the local sourcing of materials is likely to have a significant adverse impact on the local economy or the natural environment, the following may be required: the use of multiple sources; alternative materials or production processes; materials sourced regionally or internationally; or proprietary shelter systems (see Shelter and settlement standard 5 on page 265). The reuse of materials salvaged from damaged buildings, having identified the rights to such material, should be promoted.
4. **Disaster prevention and risk reduction:** Construction resilience should be consistent with known climatic conditions and natural hazards and should consider adaptations to address the local impact of climate change.



Changes to building standards or building practices as a result of the disaster should be applied in consultation with the disaster-affected population and the relevant authorities.

5. **Safe public building design and construction:** Temporary and permanent public buildings such as schools and healthcare facilities should be constructed or repaired to be disaster-resilient and to ensure safety and access for all. Such facilities should comply with sector-specific construction standards and approval procedures, including accessibility requirements for those with mobility, visual or communication difficulties. The repair or construction of such buildings should be undertaken in consultation with the appropriate authorities and informed by an agreed service infrastructure and affordable maintenance strategy (see INEE Minimum Standards in Education: Preparedness, Response, Recovery).
6. **Construction standards:** Standards and guidelines on construction should be agreed with the relevant authorities to ensure that key safety and performance requirements are met. Where applicable local or national building codes have not been customarily adhered to or enforced, incremental compliance should be agreed, reflecting local housing culture, climatic conditions, resources, building and maintenance capacities, accessibility and affordability.
7. **Procurement and construction management:** A construction schedule should be developed to plan activities. The schedule should include key milestones such as target completion dates, the relocation of displaced populations to specific shelter and settlement solutions and the onset of seasonal weather patterns. A responsive, efficient and accountable supply chain and construction management system for materials, labour and site supervision should also be established. This should include sourcing, procurement, transportation, handling and administration, from point of origin through to the respective sites as required (see Food security – food transfers standard 4 on page 188).
8. **Upgrading and maintenance:** As initial shelter responses typically provide only a minimum level of enclosed space and material assistance, affected populations will need to seek alternative means of increasing the extent or quality of the enclosed space provided. The form of construction and the materials used should enable individual households to maintain and incrementally adapt or upgrade the shelter to meet their longer-term needs using locally available tools and materials (see Non-food items standard 5 on page 276).

## Shelter and settlement standard 5: Environmental impact

Shelter and settlement solutions and the material sourcing and construction techniques used minimise adverse impact on the local natural environment.

### Key actions (to be read in conjunction with the guidance notes)

- ▶ Assess and analyse the adverse impact of the disaster on the local natural environment and environmental risks and vulnerabilities (see guidance note 1).
- ▶ Consider the extent of available local natural resources when planning the temporary or permanent settling of the affected population (see guidance notes 1–3).
- ▶ Manage local natural environmental resources to meet the ongoing and future needs of disaster-affected populations (see guidance notes 1–3).
- ▶ Minimise the adverse impact on local natural environmental resources which can result from the production and supply of construction materials and the building process (see guidance notes 3–4).
- ▶ Retain trees and other vegetation where possible to increase water retention, minimise soil erosion and provide shade (see guidance note 5).
- ▶ Restore the location of temporary communal settlements to their original condition once they are no longer needed, unless agreed otherwise (see guidance note 6).

### Key indicators (to be read in conjunction with the guidance notes)

- ▶ The planning of all return, host or temporary communal settlements demonstrate that adverse impact on the natural environment has been minimised and/or mitigated (see guidance notes 1–6).
- ▶ The construction processes and sourcing of materials for all shelter solutions demonstrate that adverse impact on the local natural environment has been minimised and/or mitigated (see guidance note 4).

### Guidance notes

1. **Environmental assessment:** The impact of a disaster on the natural environment should be assessed to inform the response and mitigating activities required. Many natural disasters, for example landslides, are often a direct



result of the mismanagement of natural environmental resources. Alternatively, they may be due to existing environmental risks or vulnerabilities, such as seasonal flooding in low-lying areas or the lack of natural environmental resources that can be safely harvested. An understanding of these risks is essential to inform settlement planning and to ensure that known vulnerabilities including the impact of climate change are addressed as part of the response.

2. ***Sustainability and the management of environmental resources:*** Where the environmental resources required to support a substantial increase in human habitation are limited, any such unsustainable demand on the natural environment should be mitigated. Where such natural resources are available, temporary communal settlements should be managed to minimise environmental damage. Sustainable external supplies of fuel and options for livestock grazing, agricultural production and other natural resource-dependent livelihood support activities should be provided and managed. Fewer but larger managed settlements may be more environmentally sustainable than a larger number of smaller, dispersed settlements that are not as easily managed or monitored. The impact on the natural environmental resource needs of populations hosting those affected by the disaster or settled close to the affected area should be considered.
3. ***Mitigating long-term environmental impact:*** The management of natural environmental resources should be considered at all planning levels. Where the need to provide shelter for affected populations has a significant adverse impact on the natural environment through the depletion of local environmental resources, the long-term effects should be minimised through complementary environmental management and rehabilitation activities. Consultation with appropriate environmental agencies is recommended.
4. ***Sourcing of construction materials:*** The environmental impact of sourcing natural environmental resources should be assessed, such as water, construction timber, sand, soil and grasses, as well as fuel for the firing of bricks and roof tiles. Identify customary users, extraction and regeneration rates and the ownership or control of these resources. Alternative or complementary sources of supply may support the local economy and reduce any long-term adverse impact on the local natural environment. The use of multiple sources and the reuse of salvaged materials, alternative materials and production processes (such as the use of stabilised earth blocks) should be promoted. This should be combined with mitigation practices, such as complementary replanting.
5. ***Erosion:*** Shelter and settlement solutions should be planned to retain trees and other vegetation to stabilise the soil and to maximise the opportunities for shade and protection from the climate. Natural contours should be used

for such elements as roads, pathways and drainage networks in order to minimise erosion and flooding. Where this cannot be achieved, any likely erosion should be contained through the provision of excavated drainage channels, piped drainage runs under roadways or planted earth banks to minimise water run-off (see Drainage standard 1 on page 121).

6. **Handover:** The natural regeneration of the environment should be enhanced in and around temporary communal settlements through appropriate environmental rehabilitation measures. The eventual discontinuation of any such settlements should be managed to ensure the satisfactory removal of all material or waste that cannot be reused or that could have an adverse effect on the natural environment.



## 2. Non-food items: clothing, bedding and household items

Clothing, blankets and bedding materials meet the most personal human needs for shelter from the climate and for the maintenance of health, privacy and dignity. Access to basic goods and supplies is required to enable affected populations to prepare and consume food, provide thermal comfort, meet personal hygiene needs and build, maintain or repair shelters (see Hygiene promotion standard 2 on page 94 and Water supply standard 1 on page 97).

All affected populations – whether they are able to return to the site of their original homes, are hosted by other families or are accommodated in temporary communal settlements – will have individual and household non-food item needs that must be assessed and met as appropriate. Populations secondarily affected by disasters, in particular host families, may also require non-food item assistance to meet the additional burden of hosting or the impact of the disaster on the local economy and access to such items.

Although the distribution of non-food items is a common response activity, the provision of cash or vouchers to access such non-food items where local markets are still functioning should be considered (see Food security – cash and voucher transfers standard 1 on page 200).

Items for individual or household use typically do not require additional information or instruction on how they are to be used. However, items to support shelter repair or construction, for example building materials, fixings and tools, will usually require additional technical guidance in the safe and effective use of such items. Similarly, items to meet personal hygiene needs should be supported by appropriate hygiene promotion activities (see Hygiene promotion standards 1–2 on pages 91–94).

## Non-food items standard 1: Individual, general household and shelter support items

The affected population has sufficient individual, general household and shelter support items to ensure their health, dignity, safety and well-being.

### Key actions (to be read in conjunction with the guidance notes)

- ▶ Assess the separate needs of the affected population for non-food items (see guidance notes 1–2 and Water supply standard 3 on page 103).
- ▶ Identify which non-food items can be sourced locally or obtained by the affected population themselves through the provision of cash or voucher assistance (see guidance note 3).
- ▶ Consider the appropriateness of all non-food items within a given package (see guidance note 4).
- ▶ Plan for orderly, transparent and equitable distributions of all non-food items (see guidance note 5).
- ▶ Provide instruction, technical guidance or promotion in the use of shelter support items as required (see guidance note 6).
- ▶ Plan to replenish non-food items for populations displaced for an extended period of time (see guidance note 7).

### Key indicator (to be read in conjunction with the guidance notes)

- ▶ The assessed non-food item needs of the entire disaster-affected population have been met (see guidance notes 1–7).

### Guidance notes

1. **Needs assessment:** The separate needs for personal items, such as clothing and personal hygiene, general household items, such as food storage and preparation, and items to support the meeting of shelter needs, such as plastic sheeting, rope, tools or basic building materials, should be assessed. A distinction should be made between individual and communal needs, in particular for cooking and fuel. Non-food item needs that can be met using familiar, locally sourced products should be identified. The need for boxes, bags or similar containers for the storage and transportation of personal and household goods for displaced populations and those in transit should be considered for inclusion as part of any non-food item assistance. The provision of non-food items should be part of an overall disaster response plan (see



Core Standards 1–3 on pages 55–61 and Shelter and settlement standard 1 on page 249).

2. **Communal facilities:** Non-food items should be provided to support personal hygiene, health, food preparation and cooking, etc., as appropriate for schools and other communal facilities. Access should be made available to recreation and learning materials. Links should be established between the health and education sectors to ensure public health and hygiene messages support the appropriate use of non-food items (see Hygiene promotion standards 1–2 on pages 91–94 and INEE Minimum Standards in Education: Preparedness, Response, Recovery).
3. **Sourcing non-food items:** Disasters affect the local economy and supply chains, often necessitating the external sourcing of non-food items and the direct distribution to individuals, households or communities. A rapid market analysis as part of the initial needs assessment can determine whether familiar non-food items can be sourced locally or in neighbouring, non-affected areas. Where the local economy is still functioning, or can be supported through specific assistance in sourcing or supply chain management, the provision of cash and/or vouchers can enable affected populations to manage their own relief item needs (see Food security – cash and vouchers standard 1 on page 200). Any such assistance should be planned to ensure that vulnerable people are not disadvantaged and that relief needs are met.
4. **Relief packages:** Non-food items are often packaged and pre-positioned in warehouses based on standard specifications and contents. The quantity and specification of non-food items in a household package should be considered with reference to the number of people in a typical household, their age, sex and the presence of people with specific needs, as well as the items' cultural acceptability.
5. **Distribution:** Efficient and equitable distribution methods should be planned in consultation with the affected population. The population should be informed of any such distributions and any registration or assessment process required to participate. Formal registration or the allocation of tokens should be undertaken. Ensure that vulnerable individuals or households are not omitted from distribution lists and can access both the information and the distribution itself. A grievance process should be established to address any concerns arising during registration or distribution. Relevant local authorities should be consulted on which distribution locations are most suitable for safe access and receipt of the non-food items, as well as for safe return of recipients. The walking distances involved, the terrain and the practicalities and cost implications of transporting larger goods such as shelter support items should be considered. The monitoring of distributions and the use of the provided non-food items should be undertaken to assess the adequacy



and appropriateness of both the distribution process and the non-food items themselves (see Food security – food transfers standard 5 on page 192).

6. **Promotion, instruction and technical guidance:** Individual and general household items should be familiar to the disaster-affected population for use without additional guidance. However, technical guidance and instruction should be provided as appropriate to complement the provision of shelter support items such as construction materials, tools and fixings (see Non-food items standard 5 on page 276). Packaging can carry simple diagrams illustrating how the items can be used safely to repair or construct safe and adequate shelter. The disaster-affected population and local construction specialists should be involved in on-site awareness-raising activities (for example, the repair or erection of demonstration shelters) in order to better understand the construction techniques required. Any weaknesses in pre-disaster shelter and settlement design and construction that may have contributed to the damage or destruction of homes, and local examples of good practice that withstood the disaster, should be highlighted to those involved in construction activities.
7. **Replenishment:** The planning of relief distributions should consider the rate of consumption, the resulting duration of use and the ability of the affected population to replenish such items.

## Non-food items standard 2: Clothing and bedding

The disaster-affected population has sufficient clothing, blankets and bedding to ensure their personal comfort, dignity, health and well-being.

### Key actions (to be read in conjunction with the guidance notes)

- ▶ Identify the separate clothing needs of women, girls, men and boys of all ages including infants and vulnerable or marginalised individuals and ensure access to required items in the correct sizes and appropriate to the culture, season and climate (see guidance notes 1–5).
- ▶ Identify the blanket and bedding needs of the affected population and ensure access to blankets and bedding as required to provide sufficient thermal comfort and to enable appropriate sleeping arrangements (see guidance notes 2–5).
- ▶ Assess the need for insecticide-treated bed nets and provide as required (see Vector control standards 1–3 on pages 111–116).



## Key indicators (to be read in conjunction with the guidance notes)

- ▶ All women, girls, men and boys have at least two full sets of clothing in the correct size that are appropriate to the culture, season and climate (see guidance notes 1–5).
- ▶ All affected people have a combination of blankets, bedding, sleeping mats or mattresses and insecticide-treated bed nets where required to ensure sufficient thermal comfort and enable appropriate sleeping arrangements (see guidance notes 2–5 and Vector control standards 1–3 on pages 111–116).

## Guidance notes

1. **Changes of clothing:** All affected people should have access to sufficient changes of clothing to ensure their thermal comfort, dignity, health and well-being. This will require at least two sets of essential items, particularly underclothes, to enable laundering.
2. **Appropriateness:** Clothing (including footwear as required) should be appropriate to climatic conditions and cultural practices and sized according to need. Infants and children up to 2 years of age should also have a blanket in addition to appropriate clothing. Bedding materials should reflect cultural practices and be sufficient in quantity to enable separate sleeping arrangements as required.
3. **Thermal performance:** The insulating properties of clothing and bedding should be considered, as well as the effect of wet or damp climatic conditions on the thermal performance of such items. A combination of clothing and bedding items should be considered to ensure the required level of thermal comfort is met. Using insulated sleeping mats or mattresses to combat heat loss through the ground may be more effective than providing additional blankets.
4. **Durability:** Clothing and bedding should be sufficiently durable to accommodate typical wear and prolonged usage.
5. **Specific needs:** Those individuals most at risk should have additional clothing and bedding to meet their needs. This includes people with incontinence problems, people with chronic illness, pregnant and lactating women, older people and individuals with impaired mobility. Infants, children, those with restricted mobility and older people are more prone to heat loss and hence may require additional clothing, blankets, etc., to maintain appropriate levels of thermal comfort. Given their lack of mobility, older people and the ill or infirm will require particular attention, such as the provision of mattresses or raised beds.

### Non-food items standard 3: Cooking and eating utensils

The disaster-affected population has access to culturally appropriate items for preparing and storing food, and for cooking, eating and drinking.

**Key action** (to be read in conjunction with the guidance notes)

- ▶ Identify the needs of the affected population for preparing and storing food, and for cooking, eating and drinking, and enable access to culturally appropriate items as required (see guidance notes 1–2).

**Key indicators** (to be read in conjunction with the guidance notes)

- ▶ Each household or group of four to five individuals has access to two family-sized cooking pots with handles and lids, a basin for food preparation or serving, a kitchen knife and two serving spoons (see guidance notes 1–2).
- ▶ All disaster-affected people have access to a dished plate, a spoon or other eating utensils and a mug or drinking vessel (see guidance notes 1–2).

### Guidance notes

1. **Appropriateness:** The choice of cooking items and eating utensils should be culturally appropriate and should enable safe practices to be followed. Women or those typically overseeing the preparation of food should be consulted when specifying items. The quantities of cooking items should be informed by cultural practices such as those requiring separate cooking arrangements for different family groups within a household or the separation of particular foods during preparation. The type and size of cooking and eating utensils should be suitable for older people, persons with disabilities and children.
2. **Materials:** All plastic items (buckets, bowls, jerrycans, water storage containers, etc.) should be made of food-grade plastic. All metallic goods (cutlery, bowls, plates and mugs, etc.), should be stainless steel or enamelled.



## Non-food items standard 4: Stoves, fuel and lighting

The disaster-affected population has access to a safe, fuel-efficient stove and an accessible supply of fuel or domestic energy, or to communal cooking facilities. Each household also has access to appropriate means of providing sustainable artificial lighting to ensure personal safety.

### Key actions (to be read in conjunction with the guidance notes)

- ▶ Identify and meet household cooking and space heating needs by ensuring access to safe, fuel-efficient stoves, an accessible supply of fuel or domestic energy or communal cooking facilities (see guidance note 1).
- ▶ Ensure that stoves can be safely used and fire risks are minimised (see guidance notes 2–3).
- ▶ Identify and prioritise environmentally and economically sustainable sources of fuel or domestic energy (see guidance note 4).
- ▶ Ensure that fuel is sourced and stored in a safe and secure manner (see guidance note 5).
- ▶ Identify and meet household needs for sustainable means of providing artificial lighting and access to matches or a suitable alternative means of igniting fuel or candles, etc. (see guidance note 6).

### Key indicators (to be read in conjunction with the guidance notes)

- ▶ Fuel-efficient stoves with the required supply of fuel or domestic energy are used by the affected population (see guidance notes 1–3).
- ▶ No incidents are reported of harm to people in the routine use of stoves and the sourcing and storage of fuel (see guidance notes 4–5).
- ▶ The disaster-affected population has access to a safe and sustainable means of providing artificial lighting and access to matches or a suitable alternative means of igniting fuel or candles, etc. (see guidance note 6).

### Guidance notes

1. **Stoves:** The specification of stoves is informed by existing local practices. Energy-efficient cooking practices should be promoted, including the use of fuel-efficient stoves, firewood preparation, fire management, food preparation, shared cooking, etc. In communal accommodation, common

or centralised cooking facilities are preferable to the provision of individual household stoves, to minimise fire risks and indoor smoke pollution (see Food security – food transfers standard 2 on page 184).

2. **Ventilation:** Flues should be fitted to stoves in enclosed areas to vent exhaust gases or smoke to the exterior in a safe manner. Weather-protected openings should be used to ensure adequate ventilation and to minimise the risk of respiratory problems.
3. **Fire safety:** Safe separation should be ensured between the stove and the elements of the shelter. Internal stoves should be placed on a non-flammable base with a non-flammable sleeve around the flue where it passes through the structure of the shelter to the exterior. Stoves should be located away from entrances and placed to enable safe access during use.
4. **Sustainable sources of fuel:** Sources of fuel should be managed, particularly where host or neighbouring communities also rely upon them. Resources should be replenished to ensure sustainability of supply, e.g. establishing firewood tree plantations to reduce or eliminate firewood extraction from existing forests. The use of non-traditional fuel sources should be supported, for example briquettes produced from sawdust and other organic matter, where this is acceptable to the affected populations.
5. **Collecting and storing fuel:** The disaster-affected population, in particular women and girls, should be consulted about the location and means of collecting fuel for cooking and heating to address issues of personal safety. The demands of collecting fuel on particularly vulnerable people, such as female-headed households, those caring for chronically ill individuals or persons with mobility or access difficulties, should be addressed. The use of less labour-intensive fuels should be promoted, including fuel-efficient stoves and accessible fuel sources. Fuel should be stored at a safe distance from the stove itself, and any liquid fuel such as kerosene should be kept out of the reach of children and infants.
6. **Artificial lighting:** Lanterns or candles can provide familiar and readily sourced lighting, although the fire risk of using such items should be assessed. Provide other types of artificial lighting to contribute to personal safety in and around settlements where general illumination is not available. The use of energy-efficient artificial lighting should be considered, such as light-emitting diodes (LEDs), and the provision of solar panels to generate localised electrical energy.



## Non-food items standard 5: Tools and fixings

The affected population, when responsible for the construction or maintenance of their shelter or for debris removal, has access to the necessary tools, fixings and complementary training.

### Key actions (to be read in conjunction with the guidance notes)

- ▶ Identify and meet the tools and fixings needs of populations responsible for the safe construction of part or all of their shelters or communal facilities, for the carrying-out of essential maintenance or for debris removal (see guidance notes 1–2).
- ▶ Ensure that adequate mechanisms for the use, maintenance and safekeeping of tools and fixings, where they are provided for communal or shared use, are agreed and commonly understood (see guidance notes 1–2).
- ▶ Provide training or guidance where necessary in the use of the tools and in construction, maintenance or debris removal (see guidance note 3).

### Key indicators (to be read in conjunction with the guidance notes)

- ▶ All households or community groups have access to tools and equipment to safely undertake construction, maintenance or debris removal tasks where required (see guidance notes 1–2).
- ▶ All households or community groups have access to training and awareness-raising in the safe use of tools and fixings provided (see guidance note 3).

### Guidance notes

1. **Typical tool sets:** Tools and fixings provided should be familiar and appropriate to the context. Fixings, such as nails of different sizes, galvanised wire and rope, and items to help setting-out and measuring, should be considered. Communal tools should be provided where such tools are for use on public buildings and are only required for a limited period of time, or where such resources are limited. Any such shared use, maintenance and safekeeping should be agreed before distribution.
2. **Livelihood activities:** Where possible, the tools provided should also be appropriate for livelihood support activities. Tool use should be monitored to avoid negative impacts on the environment (such as unauthorised

or unsustainable harvesting of natural resources, etc.) and any shared or communal use of such tools.

- 3. *Training and technical assistance:*** Training or awareness-raising should be available in the safe use and simple maintenance of tools and in planned activities. Assistance from extended family members, neighbours or contracted labour to undertake the designated construction or maintenance tasks should be provided to female-headed households and other identified vulnerable people (see Shelter and settlements standard 4, guidance note 1 on page 262).



# Appendix 1

## Shelter, settlement and non-food items assessment checklist

This list of questions serves as a guide and checklist to ensure that appropriate information is obtained to inform post-disaster shelter and settlement response. The list of questions is not mandatory, and should be used and adapted as appropriate. It is assumed that information on the underlying causes of the disaster, the security situation, the basic demographics of the displaced and any host population and the key people to consult and contact, is separately obtained (see Core Standard 3 on page 61).

### 1 Shelter and settlement

#### Assessment and coordination

- ▶ Has an agreed coordination mechanism been established by the relevant authorities and agencies?
- ▶ What baseline data are available on the affected population and what are the known hazards and shelter and settlement risks and vulnerabilities?
- ▶ Is there a contingency plan to inform the response?
- ▶ What initial assessment information is already available?
- ▶ Is an inter-agency and/or multisectoral assessment planned and does this include shelter, settlement and non-food items?

#### Demographics

- ▶ How many people comprise a typical household?
- ▶ How many people, disaggregated by sex and age, within the disaster-affected population comprise individuals who do not form typical households (such as unaccompanied children) or particular minority groups with household sizes that are not typical?



- ▶ How many affected households lack adequate shelter and where are these households?
- ▶ How many people, disaggregated by sex and age, who are not members of individual households are without any or with inadequate shelter and where are these households?
- ▶ How many affected households who lack adequate shelter have not been displaced and can be assisted at the site of their original homes?
- ▶ How many affected households who lack adequate shelter have been displaced and will require shelter assistance with host families or within temporary communal settlements?
- ▶ How many people, disaggregated by sex and age, lack access to communal facilities such as schools, health clinics and community centres?

## Risks

- ▶ What is the immediate risk to life of the lack of adequate shelter, and how many people are at risk?
- ▶ What are the potential further risks to lives, health and security of the affected population as a result of the ongoing effects of the disaster or other known hazards on the provision of shelter?
- ▶ What are the particular risks for vulnerable people, including women, children, unaccompanied minors, persons with disabilities or chronic illnesses, due to the lack of adequate shelter and why?
- ▶ What is the impact on any host populations of the presence of displaced populations?
- ▶ What are the potential risks for conflict or discrimination among or between groups within the affected population?

## Resources and constraints

- ▶ What are the material, financial and human resources of the affected populations to meet some or all of their urgent shelter needs?
- ▶ What are the issues regarding land availability, ownership and usage to meet urgent shelter needs, including temporary communal settlements where required?
- ▶ What are the issues facing potential host populations in accommodating displaced populations within their own dwellings or on adjacent land?



- ▶ What are the opportunities and constraints of utilising existing, available and unaffected buildings or structures to accommodate displaced populations temporarily?
- ▶ What is the topographical and local environmental suitability of using accessible vacant land to accommodate temporary settlements?
- ▶ What are the requirements and constraints of local authority regulations in developing shelter solutions?

### Materials, design and construction

- ▶ What initial shelter solutions or materials have been provided to date by the affected populations or other actors?
- ▶ What existing materials can be salvaged from the damaged site for use in the reconstruction of shelters?
- ▶ What are the typical building practices of the affected population and what are the different materials that are used to provide the structural frame and roof, and external wall enclosures?
- ▶ What alternative design or materials solutions are potentially available and familiar or acceptable to the affected population?
- ▶ What design features are required to ensure safe and ready access to and use of shelter solutions by all members of the affected population, in particular those with mobility difficulties?
- ▶ How can the potential shelter solutions identified minimise future risks and vulnerabilities?
- ▶ How are shelters typically built and by whom?
- ▶ How are construction materials typically obtained and by whom?
- ▶ How can women, youths, persons with disabilities and older people be trained or assisted to participate in the building of their own shelters and what are the constraints?
- ▶ Will additional assistance, through the provision of voluntary or contracted labour or technical assistance, be required to support individuals or households lacking the capacity or opportunity to build?

### Household and livelihood activities

- ▶ What household and livelihood support activities typically take place in or adjacent to the shelters of the affected population and how does the resulting space provision and design reflect these activities?

- ▶ What legal and environmentally sustainable livelihood support opportunities can be provided through the sourcing of materials and the construction of shelter and settlement solutions?

### Essential services and communal facilities

- ▶ What is the current availability of water for drinking and personal hygiene and what are the possibilities and constraints in meeting the anticipated sanitation needs?
- ▶ What is the current provision of social facilities (health clinics, schools, places of worship, etc.) and what are the constraints and opportunities of accessing these facilities?
- ▶ If communal buildings, particularly schools, are being used for shelter by displaced populations, what are the process and timeline for returning them to the intended use?

### Host community and environmental impact

- ▶ What are the issues of concern for the host community?
- ▶ What are the organisational and physical planning issues of accommodating the displaced populations within the host community or within temporary settlements?
- ▶ What are the local environmental concerns regarding the local sourcing of construction materials?
- ▶ What are the local environmental concerns regarding the needs of the displaced population for fuel, sanitation, waste disposal, grazing for animals, if appropriate, etc.?

## 2 Non-food items

### Non-food item needs

- ▶ What are the critical non-food items required by the affected population?
- ▶ Can any of the required non-food items be obtained locally?
- ▶ Is the use of cash or vouchers possible?
- ▶ Will technical assistance be required to complement the provision of shelter support items?



## Clothing and bedding

- ▶ What type of clothing, blankets and bedding are typically used by women, men, children and infants, pregnant and lactating women and older people, and what are the particular social and cultural considerations?
- ▶ How many women and men of all ages, children and infants have inadequate or insufficient clothing, blankets or bedding to provide protection from the adverse effects of the climate and to maintain their health, dignity and well-being?
- ▶ What are the potential risks to the lives, health and personal safety of the affected population through the need for adequate clothing, blankets or bedding?
- ▶ What vector-control measures, particularly the provision of mosquito nets, are required to ensure the health and well-being of households?

## Cooking and eating, stoves and fuel

- ▶ What cooking and eating utensils did a typical household have access to before the disaster?
- ▶ How many households do not have access to sufficient cooking and eating utensils?
- ▶ How did affected populations typically cook and heat their dwellings before the disaster and where did the cooking take place?
- ▶ What fuel was typically used for cooking and heating before the disaster and where was this obtained?
- ▶ How many households do not have access to a stove for cooking and heating, and why?
- ▶ How many households do not have access to adequate supplies of fuel for cooking and heating?
- ▶ What are the opportunities and constraints, in particular the natural environmental concerns, of sourcing adequate supplies of fuel for the disaster-affected and neighbouring populations?
- ▶ What is the impact on the disaster-affected population, and in particular women of all ages, of sourcing adequate supplies of fuel?
- ▶ What cultural issues regarding cooking and eating should be taken into account?

## Tools and equipment

- ▶ What basic tools to repair, construct or maintain a shelter do the households have access to?
- ▶ What livelihood support activities can also utilise the basic tools for construction, maintenance and debris removal?
- ▶ What training or awareness-raising activities are required to enable the safe use of tools?



# References and further reading

## International legal instruments

The Right to Adequate Housing (Article 11 (1) Covenant on Economic, Social and Cultural Rights), CECSR General Comment 4, 12 December 1991. Committee on Economic, Social and Cultural Rights.

Convention on the Elimination of All Forms of Discrimination Against Women (1981); Article 14(2)(h).

Convention on the Rights of the Child (1990); Article 27(3).

International Convention on the Elimination of All Forms of Racial Discrimination (1969); Article 5(e)(iii).

International Convention Relating to the Status of Refugees (1954); Article 21.

Universal Declaration of Human Rights (1948); Article 25.

## General

Corsealis, T and Vitale, A (2005), *Transitional Settlement: Displaced Populations*. Oxfam. Oxford.

Davis, J and Lambert, R (2002), *Engineering in Emergencies: A Practical Guide for Relief Workers*. RedR/IT Publications. London.

Inter-Agency Network for Education in Emergencies (INEE) (2010), *Minimum Standards for Education: Preparedness, Response, Recovery*. New York. [www.ineesite.org](http://www.ineesite.org)

Inter-Agency Standing Committee (IASC) (2008), *Shelter Projects 2008*. IASC Emergency Shelter Cluster. Geneva.

International Federation of Red Cross and Red Crescent Societies (IFRC) (2010), *Owner-Driven Housing Reconstruction Guidelines*. Geneva.

IFRC and United Nations Human Settlements Programme (UN-Habitat) (2010), *Shelter Projects 2009*. IFRC. Geneva.

OCHA (2010), *Shelter after disaster: strategies for transitional settlement and reconstruction*. Geneva.

ProVention Consortium (2007), Tools for Mainstreaming Disaster Risk Reduction: Construction Design, Building Standards and Site Selection, Guidance Note 12. Geneva.

United Nations Disaster Relief Organization (UNDRO) (1982), Shelter After Disaster: Guidelines for Assistance. Geneva.

UNHCR (2007), Handbook for Emergencies. Third Edition. Geneva.

United Nations Office for the Coordination of Humanitarian Affairs (OCHA), UN Refugee Agency (UNHCR), Office of the UN High Commissioner for Human Rights (OHCHR), Food and Agriculture Organization of the UN (FAO), Norwegian Refugee Council (NRC) (2006), Handbook on the Implementation of the UN Principles on Housing and Property Restitution Rights for Refugees and Displaced Persons (The 'Pinheiro Principles').

World Bank (2010), Handbook for Post-Disaster Housing and Community Reconstruction. Washington DC.

### Temporary communal settlement

CCCM Cluster (2010), Collective Centre Guidelines. UNHCR and International Organization for Migration. Geneva.

NRC (2008), Camp Management Toolkit. Oslo.

### Environment

Kelly, C (2005), Guidelines for Rapid Environmental Impact Assessment in Disasters. Benfield Hazard Research Center, University College London and CARE International. London.

Kelly, C (2005), Checklist-Based Guide to Identifying Critical Environmental Considerations in Emergency Shelter Site Selection, Construction, Management and Decommissioning. ProAct Network and CARE International.

UNHCR (2002), Environmental Considerations in the Life Cycle of Refugee Camps. Geneva.

WWF and American Red Cross (2010), Green Recovery and Reconstruction Toolkit for Humanitarian Aid. Washington DC. [www.worldwildlife.org/what/partners/humanitarian/green-recovery-and-reconstruction-toolkit.html](http://www.worldwildlife.org/what/partners/humanitarian/green-recovery-and-reconstruction-toolkit.html)

### Cash, vouchers and market assessments

Albu, M (2010), The Emergency Market Mapping and Analysis Toolkit. Practical Action Publishing. Rugby, UK.



Creti, P and Jaspars, S (2006), Cash Transfer Programming in Emergencies. Oxfam. Oxford

International Committee of the Red Cross (ICRC) and IFRC (2007), Guidelines for cash transfer programming. Geneva.

## Disabilities

Handicap International, Disability Checklist for Emergency Response. [www.handicap-international.de/fileadmin/redaktion/pdf/disability\\_checklist\\_booklet\\_01.pdf](http://www.handicap-international.de/fileadmin/redaktion/pdf/disability_checklist_booklet_01.pdf)

## Gender

IASC (2006), Women, Girls, Boys and Men: Different Needs – Equal Opportunities: The Gender Handbook in Humanitarian Action. Geneva.

## Psychosocial support

IASC (2007), Guidelines on Mental Health and Psychosocial Support in Emergency Settings. Geneva.

## Schools and public buildings

UN International Strategy for Disaster Reduction, INEE, World Bank (2009), Guidance Notes on Safer School Construction.

## Non-food items and emergency items

IASC Emergency Shelter Cluster (2007), Selecting NFIs for Shelter. Geneva.

IASC Task Force on Safe Access to Firewood and Alternative Energy in humanitarian settings (2009), Decision Tree Diagrams on Factors Affecting Choice of Fuel Strategy in Humanitarian Settings. Geneva.

ICRC and IFRC (2009), Emergency Items Catalogue. Third Edition. Geneva.

IFRC and Oxfam International (2007), Plastic Sheeting: a guide to the specification and use of plastic sheeting in humanitarian relief. Oxford.

Inter-Agency Procurement Services Offices (2000), Emergency Relief Items: Compendium of Generic Specifications. Vols 1 and 2. United Nations Development Programme. New York.

OCHA (2004), Tents: A Guide to the Use and Logistics of Family Tents in Humanitarian Relief. Geneva.