

MINUTES OF MEETING

TOPIC: Emergency Shelter Coordination Meeting (ESCM)

DATE: 29 October 2007, 3:00 pm

LOCATION: UNHCR Meeting Room, Colombo

ATTENDEES:

Chris Nixon	SCC/UNHCR (chair)	Shelter Coordinator / SCC Coordinator
Axel Bisschop	UNHCR	Senior Programme Officer
Abby Kumar	UNHCR	Shelter Programme Assistant
Stella Ogunlade	UNHCR	Associate Protection Officer
Mathias Anderson	SCC/Solidar	Shelter Coordinator / SCC Coordinator
Giovanni Cassani	IOM	Shelter Coordinator
David Evans	UN Habitat	Chief Technical Adviser
Ulrika Haapaniemi	UNICEF	Emergency WASH Coordinator
Annelise De Bruin	Zoa Refugee Care	M&E Coordinator
Thushanti Scharajah	UNOPS	Project Support Officer
Danesh Jayatilaka	UN OCHA	Associate Field Coordinator
Suranga Mallawa Arachchige	UNOPS	Assistant to Director
P Rubenthiram	FORUT	National Coordinator for Hum. Assistance
Claudia Fichtner	IRD	Programme Development Officer

APOLOGIES:

Chris Bleers	Norwegian Refugee Council	Project Manager / Shelter Co-ordinator
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REF	ITEM / DETAIL	ACTION
1.	Acceptance Of Previous Minutes – ESCM 28 September 2007	
1.1	The previous minutes of meeting were accepted.	
2.	Action Items From Previous Minutes	
2.1	(3.3) Date of the TWG is to be 5 November, subject to confirmation of venue [post meeting it was amended to Wed 7 Nov at UN Habitat]	
2.2	(4.3) Solidar reported that most inputs for contingency planning in Kilinochchi had been received but also most assessments had small amounts of data missing. Agencies had been asked to complete the missing data and it was estimated the initial assessments would be completed approx 2 weeks after receipt of NGO assessment inputs.	
2.3	(4.4) UNHCR reported that the GA in Vavuniya had been briefed on the shortage of IDP capacity assessed in Vavuniya and more sites requested. The GA wants site assessment to be low profile at this time and has yet to respond. UNHCR will continue following up as possible.	

In partnership with



- 2.4 (4.5) UNHCR and Solidar briefed that most contingency sites in Mannar that were accessible had been assessed and small amounts of data or presentation was outstanding. The five sites not assessed by Zoa will be allocated to another NGO – Solidar indicated they will progress as soon as resources (vehicles, etc) are available and as soon as possible. Of these sites 2 were discounted (for security reasons, Katkadanthakulam; Thampanaikulam as it is already occupied and unavailable). Madhukarai is considered unlikely as it currently is reported as the source of some IDPs, though its suitability will be further assessed. The remaining 2 sites were church property potentially available for only very short periods, though these will nonetheless be assessed.
- 2.5 (6.9) UNHCR indicated that in the event NRC could not upgrade roads in camps this will be done where essential by UNHCR / UNOPS
- 2.6 (6.11) UNHCR indicated that they had no knowledge whether OFDA would be willing to reimburse GoSL for electricity connections to camps. It was expressed that the issue was not only securing an electrical connection to the camp, but also paying for the electricity used – a cost that should be met by the GoSL.
- 2.7 (7.3) On the drafting of recommendations for GoSL early recovery housing would be in hand and sent to the TWG subgroup during evening following the meeting – 29 October 2007. UN Habitat
- 2.8 (7.5) The draft on recommendations for GoSL early recover policy has yet to be circulated hence comment from NGOs is yet to be sought.
- 2.9 (7.7) UN Habitat confirmed that there was no new information from the meeting at the Ministry of Nation Building on 28 September 2007.
- 2.10 (9.2) UNHCR confirmed the electronic version of the SCC Site Assessment Pocketbook had been received and was being placed on the SCC website.

3. CHAP 2008

- 3.1 UNHCR Senior Programme Officer and OCHA presented the mechanisms of CHAP and the requirements for responding to CHAP 2008.

It was explained that CHAP is used by Donors as a verification of appeals and that it demonstrates coordination within the sectors

The CHAP appeals apply for standalone projects, not just as UNHCR (shelter) partners.

It was stated that preliminary submissions must be completed prior to 12 November. In the meantime UNHCR will contact agencies with required details for registering interest in the Shelter Sector of CHAP. In the abbreviated submission agencies should indicate the areas (geographic) of operation proposed, and the number of shelters / NFRIS proposed and indicative values.

It was noted by UN OCHA that in the workshop with the GoSL, the proposed needs by agencies may be reduced to meet realistic needs by the GoSL.

UN OCHA presented the Strategic Priorities as detailed on appendix 01 to the minutes. This identifies:

- Emergency relief response to reduce vulnerabilities among affected population, in particular IDPs
- Early recovery for return and resettlement of IDPs and host communities
- Support to national stabilization and reconciliation initiatives benefiting displaced and affected population and where/when possible ensure sustainable reintegration of returnees building on restored civil structures.

- 3.2 The UNHCR presented the proposed CHAP/CAP 2008 Planning Parameters indicating in summary (details attached as Annex 02):

- the conflict epicenter moving from the eastern parts of the country towards the Vavuniya/Mannar Forward Defence Line (FDL)
- the international community is continually required to monitor the imminent return both in Batticaloa and Trincomale. Up to date some 110,000 IDPs have returned to areas where little or no social-infrastructure is in place.
- New fronts are likely to open up, with fighting both in Jaffna the Wann.
- It is expected that people will be forced to move within the district and congregate around the larger settlements. It is therefore foreseen that:

- Scenario I will include intra-district displacement of some 150,000 people, many of these IDPs are already displaced.
 - Scenario II, includes the closure of the Omathai check point and further heavy fighting prompting up to 150,000 people to leave the Wannai. In addition to the above return will continue in the east and it is expected that by mid September some 130,000 people will have returned.
 - It is expected that the government will cover 50% of the caseload while the international commur will attempt to cover the remaining 50%
- 3.3 It was proposed by UNHCR that the proposals would be shared by agencies before submitting to CHAP to ensure there were no overlaps and also to identify gaps needing to be addressed.
- 3.4 UNHCR will contact the agencies for simplified details within the following days to obtain a matrix of simplified details and applicable details UNHCR
- 3.5 Zoa requested clarification on multisectoral projects and projects already funded. It was clarified by UNOCHA that the agencies should display the shelter sector of multisectoral programmes within the Shelter CHAP, and that even partially or wholly funded projects should be displayed along with a brief explanation of the part they were partially or wholly funded. This provided a better picture of the Shelter Sector, and also provided a route by which agencies could more readily seek incremental funding at a later date.

4. Shortened Agenda

- 4.1 The CHAP discussions having consumed 1 hr 45 mins of the Emergency Shelter Coordination Meeting, and reached 16:45 hrs, it was agreed to simply summarise other agenda items to finish as close to 17:00 hrs as possible

5. Contingency & Preparedness For The North

- UNHCR and Solidar summarised the status of the assessments for northern contingency plan as follows:
- 5.1 Jaffna: Assessments are ongoing with the focus of shelter contingency planning on the assessment of the available common buildings, due to constraints on available land. All Agencies
- 5.2 Vavuniya : The GA has requested that a low profile be adopted especially during the current Mannar displacement, to avoid raising alarm. Progress is pending reply from the GA on request for more sites. UNHCR will follow-up from routinely.
- 5.3 Mannar: Agencies have been asked to resume assessments as soon as possible at the recent shelter meeting. SCC has been following up contingency plans for Mannar, but priorities have shifted with the approaching rainy season and many IDPs in unsuitable locations, so all agencies are over-stretched. Solidar has offered to take over the five assessments not yet commenced from Zoa but have been constrained with lack of vehicles. When resources permit these will be assessed by Solidar though it should be noted as earlier stated in this meeting, some sites may be unsuitable. Solidar
- 5.4 Kilinochchi: Agencies have been asked to complete minor aspects in assessments so they can be compiled and analysed. SCC and Solidar are still waiting for input from Agencies in Kilinochchi regarding missing information on site maps. The best estimate for time of completion is the 15th of November or 2 weeks after last NGO inputs. Solidar
- 5.5 UNHCR on behalf of SCC appealed to agencies to encourage their local offices in the north to support the contingency planning and assessments against what is shown from the CHAP strategic planning summary to be a realistic possibility of mass displacements. Following assessments and analysis these will need periodic updating / checking, but also SCC will be asking agencies to participate in creating an inventory of available materials and resources.

6. Camp Consolidation, Batticaloa

- UNHCR updated on the camp consolidation as follows:
- 6.1 Total number of camps now is 32 camps by UNHCR / Agency figures and 31 camps by GoSL figures. This is due to GoSL merging some camps and agencies tend to identify camps by construction agency. SCC is currently trying to secure consensus in numbers and naming of camps.

- 6.2 Despite consolidations in Kiran and Chenkalady, it is not yet possible to consolidate the current number of IDPs into the 22 camps identified as longer-term sites. Currently they do not have the capacity to absorb the current number of IDPs.
- 6.3 The consolidation process will continue as the return of IDPs proceeds.
- 6.4 Sites will continue to operate as long as they host IDPs.
- 6.5 UNHCR has requested each shelter agency to visit their sites and find out the number of families scheduled to return from the camp management teams. This will help the group to properly plan camp consolidation and / or decommissioning.

7. Camp Upgrades and / or Decommissioning

UNHCR updated on the upgrades and / or decommissioning as follows:

- 7.1 Small scale looting continues in the camps, by the TMVP. Most recently Tin sheet enclosures from bathing spaces were stolen from Palochalai, Chenkalady and 4 shelters taken from Kaluwankerney (NRCC), Chenkalady.

Looting continues to represent a loss to agencies / donors / beneficiaries of valuable assets which either comprise shelters for camp consolidation or assets that can be recycled as emergency shelter kits to returnees.

- 7.2 An armed group reportedly approached returning IDP families in Kaluwankerney NRC camp and ordered them to dismantle their shelters prior to their resettlement. The armed group planned to collect his dismantled material for their own use. This has lead to increased security concerns. Although the looting of vacant shelter stock is not new these developments seem to confirm a definite and disturbing increase in the level of organization by the looting parties rather, than what could previously be described as the opportunistic acts of individuals.

- 7.3 NRC on behalf of the SCC has agreed to undertake a rapid assessment of vacated sites to determine what works remain outstanding. The team will assess the degree and effectiveness of decommissioning undertaken to date and the extent to which this conforms with SCC decommissioning guidelines. This proposal has been raised at Shelter and WASH coordination meetings. It is anticipated that representatives from the WASH sector will accompany this process and provide necessary technical input on outstanding WASH works.

NRC

Following the decommissioning rapid survey relevant agencies involved in camp construction will be asked to confirm capacity and timeline for decommissioning, with any gaps identified considered for possible action by other agencies.

- 7.4 In Batticaloa, all shelter agencies have so far confirmed that they have funds for decommissioning of shelter structures in the sites which they established, and their commitment to fully decommission. However, there are more agencies involved for decommissioning of the WASH facilities and other structures such as Child Friendly Spaces and as yet it is not known if confirmation by all agencies in these sectors has been agreed.

8. Early Recovery

UN Habitat updated on the early recovery initiatives and work on draft recommendations for GoSL on early recovery housing policy as follows:

- 8.1 UN Habitat apologised that for various commitments work on the draft recommendations to GOSL for early recovery housing policy commenced by the UNHCR and the TWG had again become delayed, and also that additional assistance was not required however. UN Habitat indicated that they had just returned from a COHRE meeting and as a result had additional considerations to add to the policy recommendations.

- 8.2 UN Habitat indicated that the draft recommendations to GOSL would be completed and e-mailed to the TWG (subgroup) for comments in writing by end of the evening / start of business 30 October 2007.

UN
Habitat

- 8.3 Based on the recommendations being circulated by start business 30 October it was agreed the TWG (subgroup) should meet on or about 5 November to finalise. Provisionally the date was agreed as 3 pm 5 November. [post meeting note: subsequently amended to 3 pm 7

UN
Habitat

November at UN Habitat]

- 8.4 It was discussed deferring the TWG (subgroup) as Zoa could not attend and had been a central member at earlier meetings, though Zoa pointed out and group agreed that the policy guidance recommendations could not be delayed further so it is important to get final comments as soon as possible and circulate through shelter agencies for timely delivery to GoSL on behalf of Shelter Sector.
- 8.5 UN Habitat updated on their CORRE housing strategy and plans to start in Vellaveli by the end of November. UN Habitat intend to construct 4,000 to 5,000 units.

9. Return Shelter Assistance

UNHCR updated on the return shelter assistance as follows:

- 9.1 In Chenkalady, at this stage only emergency shelter assistance is being provided to returnees. Tarpaulins will be distributed to households with minor damage (mainly roofs). Emergency shelter kits and shelter materials salvaged from decommissioned sites will be provided to returnees with uninhabitable houses.

Currently NRC, IOM, ICRC and UNHCR / UNOPS have indicated stocks of shelter materials available (around 450 kits, 1000 tarpaulins available and 2100 kits in pipeline)

- 9.2 In Vaharai rigid emergency shelter and repair material continues to be provided to resettled families.

Firm commitments have been made by shelter agencies with an agreement to continually access capacity in order to identify any developing gaps.

To date reportedly 2739 temporary shelters have been requested and 2277 temporary shelters provided by all agencies

- 9.3 In Batticaloa West provision of emergency shelter assistance is ongoing in accessible areas.

To date ICRC and UNHCR report the distribution of 1,262 shelter kits in West Batticaloa and total numbers are being sought. [post meeting note the total to end of October for ICRC, UNHCR and IOM is 1,886 shelter kits to Vavunathivu, Vellaveli, Vavuvatheevu, Paddipalai and Manmunai South West & West]

The SCC local focal point is seeking information to assess to what extent resettled families have obtained minimum standard of approx 200 sq ft covered area.

- 9.4 It has been reported that in addition to UN Habitat's planned core shelter programme in resettlement areas that Help, Germany are in the early stages of developing a similar programme of assistance. To date SCC / UNHCR is not aware of any other agency commitments to provide permanent shelter for the resettled in Batticaloa.

10. Mannar & Manthai West Developments

UNHCR updated on Mannar / Manthai West developments as follows:

- 10.1 In respect of the Musali IDPs in Mannar, their needs are reportedly going to be met by the pledges of the various agencies (CARE, UNHCR, IOM, OXFAM, ZOA, Valvothayam / CARITAS).

- 10.2 Regarding IDPS in camps:

- ICRC will upgrade "Rice Mill" and has reportedly agreed to undertake minimum drainage improvement and gravelling
- "Playground" next to the "Rice Mill": will not be used as IDPs refuse to move there and drainage is a significant concern
- IDPs in Nanaddan Church (Coconut Garden) refuse to move except to the adjacent church playground which at the time of meeting was unavailable. If no solution is found ICRC will assist to the extent possible in the current location
- IDPs from Murunkan Church will be assisted to private sites in Murunkan. ICRC has reportedly assessed the sites and will assist them there

- 10.3 On Mannar Island Zoa has reportedly assisted 35 out of 65 families with decommissioned shelters. It is understood Zoa agreed only to assist with cadjan and refurbished GI pipe structures provided by DS Mannar. Although there are reportedly more unused shelters on the island, the DS has reportedly not provided more to Zoa for refurbishment.
- 10.4 According to GoSL statistics there are (in Mannar Town, Nanaddan and GoSL controlled Madhu) approx 1106, 213 and 188 families respectively from Musali, other parts of Mannar, other districts. So far assistance has only been requested by GoSL for the Musali recent IDPs.
- 10.5 Apart from the camps being developed by ICRC (rice mill and possibly coconut garden) the majority of IDPs are on hosted sites. Some sites are with the host family but the majority are agricultural land / coconut groves etc. In nearly all cases there appears to be insufficient land to meet the required international standards (Sphere especially but also UNHCR as appropriate)

Apart from the difficulty of providing adequate clear areas on congested sites, the issue of fire breaks on which will in most cases be cadjan covered shelters is a large concern and in a large number of cases the requirements of international guidelines may not be met. Agencies are being asked to consider this very carefully, especially considering the increased fire risks from cadjan.

- 10.6 The SCC is asking all agencies to provide data for each site and shelter whether it has the required firebreak clearances required under the international standards and guidelines for shelter either as "1" fully compliant, "2", slightly deficient of standard and "3" deficient of standard requirement. When data is assembled this will be documented by SCC to UNHCR as shelter lead agency to make a case to the GA for more land and to highlight the risks to IDPs and the unacceptable position for agencies on shelter and protection or other grounds as appropriate.

It was stressed as important that the GA understands the risks and that GoSL accepts some responsibility as agencies have limited choices where insufficient land is available, and it is not possible to separate families etc.

As Zoa and IOM are somewhat ahead of other agencies they are asked if they will please lead (though all agencies are asked) in asking their local offices to assist and support this initiative as much as possible and providing data as soon as possible to local SCC / UNHCR shelter focal points.

Zoa,
IOM,
All
agencies

- 10.7 UNHCR Senior Programme officer reiterated concerns about IDPs staying in Mannar and that shelter options and solutions should not serve to encourage IDPs to remain. They must be encouraged to return and larger communal shelters are favoured. It was pointed out it would be preferable to spend money at point of origin rather than additional temporary shelter costs at displacement if avoidable.

It was clarified out that while camps might accommodate larger shelters these of necessity are taken by ICRC due to constraints on implementing partners and that they have a standard individual shelter design. Hosted sites typically cannot spatially in many cases safely (coconut trees cannot be cleared, etc) accommodate mass shelters. Concerns are also exercised on equity when nearly all agencies are rapidly providing individual cadjan covered shelters either due to standard designs and available materials, or due to confined hosted sites, to then have a small number of mass shelters, also requiring larger firebreaks, etc.

- 10.8 According to the information provided by the AGA Manthai West, the latest update on population movement in the area shows that approx 2,600 families / 10,500 members are displaced within the AGA since August 2007.

According to unofficial figures agencies have committed to providing shelter assistance to 975 families in Manthai West, but there is reported to be a shortfall in assistance committed, currently of between 200 and 340 families / shelters. Some families in Vallankulam, PaliyaruKoorai, Kovilkulam, and Thevanpity are reportedly living under plastic sheeting while awaiting shelter.

11. Any Other Business

- 11.1 Nil

12. Date Of Forthcoming Meetings (Emergency Shelter and Early Recovery)

- 12.1 The date of the next TWG (subgroup - GoSL policy recommendations) will be at 3 pm at UNHCR on 5 November 2007 subject to confirmation. **[post meeting note: subsequently amended to 3 pm on 7 November at UN Habitat]**
- 12.2 The date of the next Emergency Shelter Coordination Meeting was agreed to be altered due to constraints on participants and venue as 3 pm at UNHCR on 27 November 2007 **[post meeting note: subsequently reverted to the normal time of 3 pm on Monday 26 November at UNHCR]**

DRAFT OUTLINE ONLY – not for further distribution yet as pending feedback - but to be used as guidance note to ensure some common framework themes for sectors/clusters

ANNEX 01:

Strategic priorities

Emergency relief response to reduce vulnerabilities among affected population, in particular IDPs

Provision of adequate shelter, non food items and other essential services such as health, wash and education to those affected, while at the same time putting in place activities to enhance the protection environment mitigating further displacements, human and civil rights violations, including child rights, and promoting the rule of law.

Early recovery for return and resettlement of IDPs and host communities

Support the implementation of a multi-sector approach to promote sustainable return and resettlement by provision of housing, agricultural and livelihoods measures. Commence short and medium term income generating activities for IDPs and host communities to promote self sufficiency and their participation in market and trade, reversing the relief dependency cycle.

Support to national stabilization and reconciliation initiatives benefiting displaced and affected population and where/when possible ensure sustainable reintegration of returnees building on re-stored civil structures.

Promotion of access to ensure regular and unimpeded delivery of needy assistance to the IDPs and others affected while strengthening logistics, information and data capacities for effective delivery of assistance. Continued capacity building support to local administration in areas relating to registration, entitlements, policy and socio-economic development to strengthen safety and security measures leading up to a holistic recovery. Support needs to be provided towards community based confidence building, reconciliation mechanisms and peace building.

ANNEX 02:

CHAP/CAP 2008 PLANING PARAMETERS

Background

The situation in Sri Lanka is continuing to deteriorate with the conflict epicenter moving from the eastern parts of the country towards the Vavuniya/Mannar Forward Defense Line (FDL). The Sri Lankan Army's (SLA) campaign to regain territory in Batticaloa in early 2007 prompted an exodus of some 150,000 IDPs of some 100 IDP sites. After this apparent success the SLA has directed its attention to the North. While the Omantai check point remains open the Uyilankulam check point in Mannar has been closed since August.

In August, fighting flared up in the Mannar district, with displacement from the South West in to Mannar, furthermore the parts of Manthai West mainly in LTTE controlled areas experienced further displacement. The nature of the displacement in the Vanni has so far indicated that people will move away from the FDL towards larger settlement to seek refugee in numbers. It is therefore believed that towns like Killinochchi and Mullaittivo will see additional displacements sites around them.

The rhetoric on both sides and reports of military and LTTE buildups substantiate fears that new fronts will open in the north, causing further displacement in the country. Reports of renewed fighting along the Forward Defense Line (FDL) and of new displacement including the recent attack on the Annuradapura Airbase are regular.

This emergency scenario comes on top of a protracted humanitarian situation with multiple large-scale displacements and drains the resources of all agencies. Due to the inherent protection concerns, the international community is additionally forced to monitor the imminent return both in Batticaloa and Trincomalee, further stretching its staff in the Batticaloa and Trincomalee offices. Up to date some 110,000 IDPs have returned to areas where little or no social-infrastructure is in place.

In this war scenario, both parties maintain that the 2002 Ceasefire Agreement is valid and renewed efforts to resuscitate the peace process through the co-chairs remains elusive.

Beneficiary Figures

International actors in Colombo are in agreement with the fact that new fronts are likely to open up, with fighting both in Jaffna the Wannai. It is expected that people will be forced to move within the district and congregate around the larger settlements. It is therefore foreseen that Scenario I will include intra-district displacement of some 150,000 people, many of these IDPs are already displaced. Scenario II, includes the closure of the Omathai check point and further heavy fighting prompting up to 150,000 people to leave the Wannai. In addition to the above return will continue in the east and it is expected that by mid September some 130,000 people will have returned.

Summary

District	No. IDPs	No. Returnees	Comments
Jaffna	50,000		Mainly intra district displacement
Vanni	100,000		Mainly intra district displacement
Vavuniya	100,000		From the Vanni
Mannar	50,000		From the Vanni
Batticaloa		100,000	Return movements to Vaharai and Batticaloa West
Trincomalee		30,000	Return movements to Muttur and Echalampaty
Total	300,000	130,000	

It is expected that the government will cover 50% of the caseload while the international community will attempt to cover the remaining 50%