

MINUTES OF MEETING

TOPIC: Emergency Shelter Coordination Meeting (ESCM)
DATE: 20 December 2007, 4:00 pm
LOCATION: UNHCR, Senior Programme Officer's Office, Colombo

ATTENDEES:

Chris Nixon	SCC/UNHCR (chair)	Shelter Coordinator / SCC Coordinator
Chris Bleers	Norwegian Refugee Council	Project Manager / Shelter Co-ordinator
Shaun Scales	Norwegian Refugee Council	SCC Shelter Co-ordinator - Batticaloa
Mathias Anderson	Solidar	SCC Shelter Co-ordinator – North
Maja Zotovic	Solidar	SCC Shelter Co-ordinator – Vavuniya, Mannar
P Balakrishnam	UNHCR	UNHCR / SCC Shelter Co-ordinator –Jaffna
Giovanni Cassani	IOM	Shelter Coordinator
Julie Pharand	ICRC	Wat-Hab Coordinator
Hilal Ahmed	UNICEF	OIC WASH Programme
P Rubenthiram	FORUT	National Coordinator for Hum. Assistance
Stella Ogunlade	UNHCR	Protection Officer
Sinnathamby Mathiapparanam	CARE	Engineer
Prem Chand	RedR	Programme & Partnership Manager
Nilkanthi Naranpanawe	UNHCR	Shelter Assistant

APOLOGIES:

David Evans	UN Habitat	Chief Technical Adviser
Suranga Mallawa Arachchige	UNOPS	Assistant to Director

REF	ITEM / DETAIL	ACTION
1.	Acceptance Of Previous Minutes – ESCM 26 November 2007	
1.1	The previous minutes of meeting were accepted.	
2.	Action Items From Previous Minutes	
2.1	(2.5) Follow-up on camp decommissioning and compliance to SCC guidelines in Batticaloa - NRC advised that the survey of decommissioned sites is approx 50 percent completed. In general: <ul style="list-style-type: none"> • most shelter has been decommissioned so far though some garbage and detritus remains for clean-up • WASH aspects show more residual materials seem to remain - ie unusable remains of latrines and, wells and pumps, while useable material has been salvaged. • NRC is logging the constructing agencies to see if they are still present to undertake clean-up. Apparently in a number of cases this seems unlikely and third party cleanup will likely be required - possibly by QIPs or response teams. It is proposed then to ascertain whether it is possible to achieve the stated objectives and	NRC

- standards of the camp decommissioning guidelines - these may have to be revisited by SCC.
- 2.2 (2.6) UNHCR reported in the absence of UN Habitat. Currently commitments at UN Habitat continue to defer the development of the next stage of developing the recommendations for Early Recovery Housing policy to GoSL. UN Habitat has advised that anecdotal information is the World Bank may become involved in permanent housing in return areas of the East. Consequently UN Habitat is following this up, and the only available time to meet with the World Bank, coincided with this ESCM, hence UN Habitat apology for non attendance. UNHCR will request UN Habitat to update on World Bank inputs subsequently. UN Habitat
- 2.2 UNHCR / SCC indicated that they had recommended to UN Habitat not to defer the recommendations pending input of all available stakeholders as this could be protracted, while on the other hand tabling recommendations to GoSL may shape policy. It is also expressed as a concern that continuing to defer tabling the recommendations might impact negatively on the Sector's perceived effectiveness which is being actively and positively pursued in other areas such as TWG and workshops with GoSL attendance. Some ESCM participants endorsed. UNHCR reported that UN Habitat had undertaken to prepare the next stage¹ of the recommendations to GoSL for TWG review and then wider Sector review over the Christmas break and will be ready / circulated to TWG early January. UN Habitat
- 2.3 (4.5) NRC hosted the Lessons Learned (East and Mannar) Workshop on behalf of SCC, in Dambulla on 18 and 19 December with a full attendance representing a spectrum of Shelter agencies, plus the GA of Vavuniya and GA of Mannar. The workshop produced a number of very positive outcomes and future opportunities.
- 2.4 (9.3) UNHCR has as requested by ESCM, circulated the "Shelter Terminology" Matrix at end of November to all agencies and asked them to input with terminology and definitions of shelter used in their organisations and Areas of Responsibility. This and the responses on the "Harmonisation", "Reporting" and "Shelter Recosting" initiatives are recorded subsequently in these minutes.
- 2.5 (12.1) The date of the next TWG (subgroup - GoSL policy recommendations) remains pending by UN Habitat for completion of the draft recommendations to GoSL – Item 2.2 above refers.

3.0 Contingency & Preparedness For The North

- 3.1 SCC / Solidar reported on progress of the Phase I of site assessments in the north for the Northern Contingency Plan, as follows:
- 3.2 Kilinochchi: Solidar and SCC
- The draft assessment of sites was tabled and passed around the meeting. It requires some minor inputs for Phase I completion.
 - School sites have been assessed as far as practical given the earlier documented constraints and policy decisions on school sites, and the data is being held but not added to the formal contingency planning
 - Excluding school sites, there are 8 sites available, mega sites, with an assessed capacity of approx 280,000 persons. These sites have been scored and ranked, though it is difficult to make definitive decisions on security aspects with shifting conditions.
 - It is identified that the capacity of 280,000 persons is deceptive as with large sites, the unavailability of one or more sites will drastically affect capacity.
 - Most of the sites require site clearance / preparation and in some cases significant jungle clearance is required.
 - UNICEF have indicated that they have funding available to respond if required, but at present have limited capacity to implement in the area. New wells are required on the sites and there is a large need for sanitation facilities.
- 3.3 Vavuniya:
- The initial Phase I of sites assessment in Vavuniya was completed some months ago with presentation of the initial assessments in early Sept. UNHCR Vavuniya undertook to share the details with GA Vavuniya and follow-up for additional sites as while the worst case scenario envisages a flow of 150,000 to 200,000 IDPs, the proposed sites have an indicated capacity of sites of 55,000 persons if high security risk sites and schools are deleted. To date no further sites

¹ Initial TWG with MRDRS and NHDA 14 Sept 07; UNHCR / SCC discussion draft and first TWG subgroup 21 Sept 07; NRC / SCC inputs with UN Habitat appr. 24 Sept; TWG subgroup meeting and discussion at UN Habitat 7 Nov 2007.

- have been obtained for assessment. It has been agreed that all Phase I work will be completed and appraised and then additional sites sought in all districts as appropriate.
- 3.3 Mannar: Solidar and SCC
- It is reported that sites on Mannar Island only are available and assessed.
 - More sites are required for Manthai west (LTTE controlled Mannar) and Mannar mainland (GoSL controlled Mannar). Approximately 60 percent completion of the Mannar assessment is achieved, and remaining sites have been excluded for reasons documented earlier (inaccessibility, IDP sources, etc).
 - Mannar assessment will be closed out to Phase I and presented soonest practical with other commitments and handover of personnel currently in progress.
- 3.4 Jaffna:
- Jaffna, as reported previously presents particular difficulties with absence of land and community buildings are in the process of being assessed.
 - Approx 60 percent of Phase I assessments are complete in Jaffna.
 - Completion to be achieved soonest practical (UNHCR / SCC) and handed to Solidar / SCC for final compilation consistent with Other Phase I reporting and presentation
- 3.5 The Northern Coordinator (Matt Anderson) will shortly be completing mission and the contingency work will be handed over to the incoming coordinator Ghassem Fardanesh. Meantime Maja Zotovic (SCC Mannar / Vavuniya) will provide the interim support as Northern Coordinator with SCC overall support and will progress the Phase I completion with Solidar support and resources. SCC Solidar
- 4.0 Camp Consolidation, Upgrades, Decommissioning**
- 4.1 SCC / NRC Batticaloa provided an update on the situation with Camp Consolidation, Decommissioning and associated looting, etc:
- 4.2 There are currently 24 IDP camps in existence in Batticaloa and efforts are in progress to reduce this to 23 camps with minor consolidation and voluntary personnel movements.
- 4.3 Looting in the camps by TMVP, in particular, is becoming more systematic and more camp materials are being routinely lost beyond the control of the camp agencies.
- 4.4 The delay in consolidating and decommissioning more camps is due to the caseload of IDPs from Trincomalee whose places of origin are now a HSZ / SEZ and have no immediate possibility of return to origin and apparently no suitable compensation arrangements.
- 4.5 Currently agencies have been trying to maintain some vacant shelters after residents return to origin. This is also to accommodate IDPs who may return to origin and then for reasons of security or otherwise again depart their place of origin and return to camps. However, it has been found that shelters in the camps cannot be vacant for more than 24 hours without being systematically looted with loss of predominantly all, if not all, useable shelter materials.
- 4.6 TMVP is becoming more systematic, coming with tractors and trailers and menaces. More recently they have extended their looting to include not only vacant shelters, but also removing the roofs of common stores and looting the contents of the common stores.
- 4.7 Appeals have been made by agencies to the GA for security by the police and while some security is provided, it has been demonstrated to not be a significant deterrent to the looting.
- 5.0 Early Recovery Update**
- 5.1 UN Habitat was unavailable for the ESCM meeting to make an update on Early Recovery, due to prior commitments.
- 5.2 UNHCR provided a brief summary, to be updated by UN Habitat in subsequent meetings:
- 5.3 In West Batticaloa, currently NRC, Help of Germany and UN Habitat are planning (subject to funds) to construct housing / semi permanent shelter of various sizes and configurations based on the "core" housing concept which is extendable in stages by beneficiaries after an initial stage of construction. No other agencies are currently known to be supporting permanent structures in the return areas.
- 5.4 UNHCR proposes to support UN Habitat to facilitate their early prototype and commencement, pending additional funds to the UN Habitat programme.

5.5 UNHCR summarised to date:

Historically the GoSL in late August and early September 2007 requested INGOs and IOs to support the early recovery in the East. A number of meetings were undertaken with GoSL with various agencies present though later meetings were predominantly attended by UNHCR, IOM and UN Habitat who had recommended GoSL needed a coherent policy on early recovery. SCC as an interim measure agreed to facilitate Early Recovery meetings until a more development oriented agency (UN Habitat or UNDP) would formally adopt the Lead. As noted in earlier footnotes the TWG has commenced a process to provide initial recommendations to the GoSL on what may be suitable inclusions in the policy. Recommendations are currently being drafted and in the current stage are with UN Habitat for inputs. Thereafter UN Habitat will provide the inputs for TWG consideration, then wider Shelter Sector inputs before forwarding as recommendations to GoSL.

5.7 UN Habitat has undertaken to compile the draft recommendations in close of December and forward to TWG comment in early January 2008 (as minuted above).

6.0 Mannar & Manthai West – Brief Update

6.1 SCC / Solidar provided a brief update on Mannar and Manthai West as follows

6.2 A meeting had been organised by the SLA Commander with the GA's and the representatives of the agencies to arrange cooperation between the agencies and SLA. In Mannar

6.3 It was reported that a number of agencies have indicated their intention of scale down some of their operations, and it is anticipated there may be some lead time before other agencies step in. Reportedly this seems likely to most affect WASH.

6.4 Construction of emergency shelters in Nanaddan is 60-70 % complete. However, DS Nanaddan has requested assistance for a new beneficiary programme. It was proposed and accepted that in the interests of coordination the local authorities should approach the UNHCR local office as lead agency, and their lead followed.

6.5 Due to check points and the present situation transporting of building materials / cement by the local agencies is extremely difficult. Cement in particular is difficult to obtain. Cement for private use is almost unavailable. Capacity to supply materials is limited in Mannar island, so frequently materials have to be procured in Vavuniya or Puttalam.

6.6 It was noted that while most agencies had participated in the recent TWG and agreed the guiding parameters for provision of emergency shelters, at least one agency was proposing shelters which with of an added kitchen / veranda in addition to a basic floor plan of 216 sq ft was larger than the consensus of the TWG (total approx 264 sq ft), in addition to aspects of added kitchens in mini "camp" sites, in terms of overall spatial planning.

It was agreed that the SCC local coordinator should discuss with the agency in Mannar the concerns and suggestions of the TWG and the SCC national coordinator should discuss this with the agency in Colombo.

SCC
Mannar,
Colombo

6.7 It is reported that there is still a shortage of 300 to 400 shelters in the Northern Manthai West area which agencies could seek to address if funding and access permit. There was also reported to be constraints on water in these areas which are causing concerns and may impact on shelter activities.

6.8 A reduced willingness of hosting families, to continue providing host sites to IDPs has been noted in the Mannar area. It seems that this is due to the increased duration of the displacement beyond what was at first envisaged as a short duration displacement, and the wish that hosts can resume use of the sites, particularly for agriculture.

7.0 Update From Emergency Shelter Technical Working Group (14 December 2007)

7.1 UNHCR / SCC provided an update on the TWG (Emergency Shelter) hosted by Solidar on 14 December, as follows:

7.3 The draft minutes of the TWG have been circulated to those attending the TWG. When finalised the minutes will be circulated in the Shelter Sector and posted to the SCC website.

- 7.3 The content of the TWG was summarised as:
- Identifying the issues and challenges of “mini sites” on hose land which are constrained in area and facilities and place additional limitations on shelters
 - The appropriate standards and guidelines for shelters were revisited and agreed by the participants
 - Key aspects but not the comprehensive list agreed included (refer to TWG minutes for full details) based on the agreed typical family size and Sphere:
 - Covered area in the range of (range of 188 sq ft minimum to 208 sq ft maximum).
 - Beneficiaries should contribute unskilled labour, except for EVIs.
 - Beneficiaries are expected to contribute materials where possible, and any extensions in area must be beneficiary contributions.
 - Beneficiary contributions which increase the size of the shelter, or in other manner impact on the safety / management of the site shall be subject to appropriate constraints and an agreed framework for developing shelters on a given site.
 - The requirements of Sphere (and clarifying documents) shall also prevail for overall spatial planning of sites.
 - Especially on confined sites awareness raising shall accompany site planning and spatial and safety / welfare constraints should where possible include adequate “camp” rather than “individual” facilities - such as communal cooking areas.
 - Heights of shelters is determined by eaves height and necessary roof slope (Basic eaves height approx 6 feet, Roof slopes as per the “Handbook of Options”)
 - Use of concrete, cement and other permanent (or perceived as permanent) materials should be avoided in Emergency Shelters
 - The \$300 emergency shelter remains the target, though local conditions and materials shall be addressed. Where the \$300 target cannot be achieved, wide divergences in prices between differing shelters should be avoided in the interests of equity, and prices should avoid approaching that of a permanent, semi permanent or transitional shelter.

- A number of items remain on the TWG agenda to be addressed in the subsequent sessions.
- 7.3 Participants at the ESCM raised the question of payment for skilled labour and thence followed some discussion of what constituted “skilled” or “unskilled” labour and what are optimum solutions to address this. It was proposed that as total cost of the shelter (as agreed in the sector previously) covers all cost components, this also becomes an incentive for beneficiaries to contribute as expenditure on skilled labour would decrease available funds to the remaining shelter. It was agreed to refer this to the next TWG session for attention. SCC / TWG
- 7.4 It was agreed that the next TWG should be held in the first week of January given priority for timely resolution and agreement. SCC is to select and notify an appropriate date. SCC
- 7.5 UNHCR thanked SCC (Northern Coordinators) for the significant amount of preparation for the TWG and thanked Solidar for facilitating and co-chairing the TWG

8.0 SCC “Lessons Learned Workshop” in Dambulla (18 / 19 December 2007)

- 8.1 NRC / SCC provided an update on the “Lessons Learned - East and Mannar” Workshop held at Dambulla and hosted by NRC on 18 and 19 December, as follows:
- 8.2 The workshop was considered very successful with high levels of participation, including the GAs of Vavuniya and Mannar. It included:
- Presentation of valuable lessons from the East and Mannar
 - Strong indications of the acceptance and progress of CBSM (Confidence Building & Stabilisation Measures) by GoSL, which are perceived to address some of the challenges encountered in the shelter sector
 - A S.W.O.T. analysis of shelter response capability in the North, by all participants
- 8.2 NRC has agreed to document the workshop as time and resources permit with a priority on the S.W.O.T. analysis. This will be posted to the SCC website. NRC
- 8.3 It has also been agreed that the keynote presentation by NRC on lessons in camp development in the East will be made available on the SCC website. NRC
- 8.4 Participants have indicated that such workshops, with GoSL participation, are welcomed and

should be repeated regularly. It has been suggested, quarterly may be useful.

- 8.5 UNHCR thanked NRC and SCC (Eastern Coordinators) for the excellent effort in preparing, organising, funding and hosting, the workshop – especially at short notice

9.0 SCC Initiatives: Harmonisation & Terminology; Emergency Shelter Costs; Statistics

- 9.1 UNHCR / SCC provided an update on the current SCC initiatives on “Harmonisation & Terminology”, “Emergency Shelter Costs” and “National Reporting & Statistics” which are ongoing, as follows:

- 9.2 A matrix has been circulated as requested by ESCM for agencies to contribute their suggestions and definitions in the effort to harmonise and standardise the terminology for shelter types.

To some agencies had responded, but overall the response was disappointing to date. Agencies are asked to contribute to the matrix to improve clarity and equity.

- 9.3 A matrix has been circulated to the agencies for their contributions on data for the current cost of Emergency Shelters in various areas. Three agencies had contributed their data of local costings and NRC had costed all shelters in the SCC Handbook based on Vavuniya costs.

More data is required and agencies are asked to contribute data, bills of quantity and local costing data for their current designs in various districts.

- 9.4 In respect of suggestions for improved and simplified coordination data collection on agency commitments, progress and completion of differing types, one international agency and SCC inputs, only, have been received to date and are being addressed.

It is reported that SCC is developing and already has circulated to UNHCR and SCC reporting focal points a new simplified matrix which comments are being collected on for 2008 reporting. It is hoped to improve the quality of reporting statistics to aid coordination and planning especially in more spread sites.

It is intended statistical reporting will be responsive to agencies’ statistical reporting concerns also in recognition that this may facilitate a proposed wider participation of agencies in SCC.

10.0 Any Other Business / Items by Participants

- 10.1 End of Mission - Mathias Anderson:

The meeting was told of the scheduled End of Mission of Mathias Anders, SCC Northern Coordinator (Solidar) on 27 December 2007. SCC thanked Matt for his sterling efforts, contribution and commitment, having stepped into the gap after Ghada Ajami completed in August. The SCC Coordinator particularly thanked Matt for his support and that of Solidar during a very demanding period handling Mannar issues and the escalating tensions in the North. Matt was wished the very best for his future endeavours.

- 10.2 Draft Camp Planning Guidelines:

The shelter Centre has produced draft guidelines for camp planning. The Draft will shortly be available through the Shelter Project website which is accessible as a link from the SCC webpage (right hand side of SCC webpage) or at

<http://www.sheltercentre.org/sheltercentre/attached/SM07b-Camp.pdf>

Agencies and shelter practitioners are encouraged to participate in the review and commenting of the draft. Comments can be sent to guidelines@sheltercentre.org. If there is suitable consensus and participants in Sri Lanka the SCC would be prepared to convene a TWG specifically to collect inputs and forward to Shelter Project. Interested participants should contact SCC.

11. Date Of Forthcoming Meetings (Emergency Shelter and TWG)

- 11.1 The date of the next TWG (subgroup – emergency shelter) was agreed to be held within the first week of January 2008 given urgency to resolve shelter issues in the event of imminent

incremental displacements in the North.

Subsequent to the meeting, the TWG second session has been scheduled for:

Friday , 4 January 2008, 2 pm

at UNHCR Meeting Room, 97 Rosmead Place, Colombo 7

- 11.2 The date of the next Emergency Shelter Coordination Meeting will resume at standard times and venue, 3 pm, last Monday of the month.

Monday , 28 January 2008, 3 pm

at UNHCR Meeting Room, 97 Rosmead Place, Colombo 7