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## Transitional Shelter/Rumah Cikal Strategic Framework

### 1 Background

1.1 This document represents the position of the International Community and other local actors regarding the shelter security of the disaster-affected populations in Central Java and Yogyakarta Provinces, Indonesia. It draws upon the expert and institutional experience of the membership of the 'Transitional Shelter Sub-Cluster' and the 'Emergency Shelter Cluster'. Together the two Clusters consist of over 60 members, and further represent the majority view of national and international operational organisations and agencies currently engaged in the provision of shelter assistance across both Provinces.

1.2 It remains the intention of both Clusters that the activity of its respective membership should remain in support and in harmony with the emerging long-term planning policies of the Government of Indonesia at the national level as well as at the Provinces of Central Java and Yogyakarta, which are to provide safe, secure and durable housing assistance to its own people.

### 2 The Challenge

2.1 It is recognised, however, that whilst there is an imperative to make best use of limited resources from national, international and private sources and move as quickly as possible to permanent reconstruction phases, there is currently a greater imperative to plan and provide for a transitional shelter solution that will ensure that no disaster-affected family is without the most basic shelter before the monsoon season begins in October 2006.

2.2 The current policies of both Provinces envisage the allocation and disbursement of grants to enable the construction of permanent houses using steel reinforced concrete. The Cluster is of the opinion that the timeframe to allow for both grant disbursement and for adequately supervised construction using such material and techniques simply does not allow for the basic shelter needs of the vast majority of the affected population to be met before the monsoon season begins.

2.3 Failure to provide timely and equitable shelter according to internationally-recognised minimum standards for humanitarian shelter assistance across an affected population in its entirety is likely to have a number of negative impacts described below:

2.3.1 Whilst many affected families are capable of surviving the monsoon season in sub-standard shelter, many vulnerable groups are not; notably the young, the elderly, and those already in poor health. Moreover, given the scale of the disaster, there is no assurance that employing targeting policies with a limited housing resource will meet the shelter needs of all vulnerable groups in all districts.

2.3.2 Recent shelter responses to natural disasters elsewhere in South-East Asia have reinforced the link between poor shelter and poor public health, notably the increased incidence of Acute Respiratory Infection (ARI) which results from overcrowded and damp living conditions lasting over a period of months.

2.3.3 Further, evidence from recent disaster responses also indicates a link between poor shelter and a reduced capacity to return to livelihood activities. This reduced capacity is likely to occur at critical stage in the economic recovery cycle of the disaster-affected Provinces and will subsequently reduce the ability of the affected population to contribute to reconstruction activities independent of external assistance mechanisms. This in turn is likely to increase the financial burden upon the Government of Indonesia and the Provinces over the next fiscal year.

### 3 Government Reconstruction Policy

3.1 The housing impact assessment for both Yogyakarta and Central Java Provinces conducted by the Provincial Governments identified families with totally destroyed, heavily damaged and lightly damaged houses. The published results are described below:

Figure C Damage Assessment Results

	Province		
	Yogyakarta	Central Java	Total
'Destroyed' & 'Heavily damaged' houses	206,000	97,330	303,330
'Lightly damaged' houses	170,643	98,552	269,195

3.2 Following the announcement of the end of the emergency phase of assistance by the Government of Indonesia, both Provinces now plan to move straight to permanent reconstruction. Each Province is proposing to rebuild houses using different housing models, with differing overall value and, furthermore, using different delivery mechanisms.

3.3 Yogyakarta Province plans to implement a supported self-build programme with a target of 47,000 houses by year-end 2006 for the most vulnerable families in the Province and who have destroyed or heavily damaged houses<sup>1</sup>. This will be achieved through the disbursement of cash grants and/or in kind supply of construction material to build a 'core house'<sup>2</sup>. It is currently planned that resources for house construction will be dispersed in three tranches of 5M Rp each, totalling 15M Rp. Technical support to facilitate house construction is also planned to be provided at village level. There is currently no plan to assist those with lightly damaged housing.

3.4 Central Java also plans to implement a supported self-build programme using cash grants. These funds are to be used to build a concrete frame and roof structure only and are of a more limited form of assistance than that proposed by Yogyakarta Province. Central Java Province plans to make cash disbursements to all 97,300 affected households in two tranches of 4.4M Rp immediately and a second tranche of 4M Rp later in 2007, totalling 8.4M Rp. A 0.5M Rp cash grant is also allocated to those with housing classified as 'lightly damaged'. It is unclear at this stage whether technical support to facilitate construction will also be provided.

<sup>1</sup> Defined by UPP principles.

<sup>2</sup> Refer to Govt paper ???

- 3.5 The Clusters foresee four constraints with the strategies of both Provinces described in sections 3.1 – 3.4. These constraints have been raised at both national and provincial levels and are outlined below:
- 3.5.1 The lead-in time required for cash disbursement, material procurement, technical facilitation, and the construction process to build both core and frame houses will mean that the majority of this housing cannot be completed before the monsoon arrives and will not provide, therefore, adequate shelter security to the majority of the intended recipients.
- 3.5.2 There is currently no plan to assist the remainder of the affected population in Yogyakarta Province who are not included in the 'most vulnerable' category identified for housing assistance in the first tranche of planned grant disbursements before the monsoon season begins.
- 3.5.3 Central Java has rightly identified that there are vulnerable groups within the affected population whose housing is classified as lightly damaged. This position is further supported by the findings of the 'Shelter and Vulnerability Assessment Survey' conducted by the Emergency Shelter Cluster during July 2006, which found many families living in emergency shelter having deemed their lightly damaged property to be unsafe for habitation in case of further earthquakes. This pushes the total figure of 'at risk' households well beyond 303,330 households with no consensus policy about how to assist this additional caseload.
- 3.5.4 The difference in housing design and the overall difference in value of planned household assistance between the two Provinces is likely to cause social jealousy among beneficiaries and related reactions in the implementation of the strategies.
- 3.6 The combined finding outlined in sections 2 and 3 point to the unavoidable need for a transitional shelter solution.

## 4 Transitional Shelter

4.1 Transitional shelter or '*Rumah Cikal*' is an interim family shelter solution that provides more than a tent but less than a complete house<sup>3</sup>. Transitional shelter uses local available materials, it can be built quickly (measured in multiples of days rather than weeks or months) and safely by the communities themselves with minimal external resources both in terms of materials and technical assistance.

4.2 Transitional shelter has been successfully implemented in partnership between Government and the International Community in several recent disaster-affected regions, notably in Sri Lanka and in Pakistan during 2005.

4.3 Transitional shelter is the only solution that can be implemented based on the projected timeframes for grant allocation and distribution to meet the full extent of shelter needs across both Provinces before the start of the monsoon.

4.4 Transitional shelter does not reduce the resources available for later reconstruction as the vast majority of the material used for the construction of transitional shelter is reusable within permanent housing programmes. For example, vertical bamboo structure in transitional shelter can be reused in roof construction in permanent housing to allow for the additional load of tiles. Plastic sheet from a transitional roof can be used as damp proof coursing over the floor plate or as roofing for external porch and cooking areas in a permanent house. Woven matting used as external walling in a transitional shelter can be reused as internal partitioning. Distributed tools can be used for both transitional shelter construction and permanent housing.

4.5 Transitional shelter is already being unilaterally implemented by communities themselves. This is evident from survey data obtained from the Emergency Shelter Cluster Survey<sup>4</sup>. Thus, this strategy builds upon proven implementation mechanisms manifest in both Provinces.

4.6 Critically, transitional shelter both contributes and facilitates the reconstruction process by allowing families to return to family life and maintain their livelihoods by providing a home in the quickest plausible timeframe.

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<sup>3</sup> Transitional shelter in this case does NOT refer to the communal shelter or barrack-style shelter implemented in Aceh Province in 2005.

<sup>4</sup> The Shelter Vulnerability Survey was conducted in the first week of July 2006. The results have been published and are available from IFRC, Emergency Shelter Cluster Lead.

## 5 Framework

5.1 Different communities with various available resources will implement a variety of transitional shelter solutions to meet their needs. Any external resources committed to support transitional shelter must allow for this variation. The Cluster, therefore, proposes not a single design but a framework for transitional shelter. A final framework will require further discussion with the Government of Indonesia at the national and provincial levels. Meanwhile, the Transitional Shelter Sub-Cluster has already reached consensus upon a number of baseline performance specifications which underpin the existing framework<sup>5</sup>. These are described in Figure A below.

Figure A Transitional Shelter Design Performance Criteria<sup>6</sup>

<b>Indicator</b>	<b>Standard</b>
Internal area	a minimum of 18m <sup>2</sup> in floor plan area
Head height	a minimum of 2 metres from the ground to the eaves
Lifespan	materials and shelter construction allow for a 6-24 months use
Privacy	at least one partition to create a minimum of two rooms
Shelter Cost <sup>7</sup>	IDR 700,000 – 1,800,000 (80-200 USD)
Safety	Shelter construction ensures resistance to earthquakes.
Flexibility/resource efficiency	Materials, as far as possible, must be reusable
Security	Door and access security must be considered
Culturally and climatically appropriate	Materials and Construction techniques are familiar to the beneficiary
Site Planning	Shelter should be constructed at, or near to the existing homestead
Public health - Drainage	Adequate site drainage and floor construction is provided to minimise the risk of flooding
Environmental Sustainability	Construction materials should be from sustainable sources
Adherence to recognised minimum humanitarian standards	Adhere or provide better facility that the SPHERE standards for shelter provision <sup>8</sup>

<sup>5</sup> This framework will be expanded substantially in due course to include assessment, implementation, training, material procurement, information management vulnerability assessment, monitoring, cross-sectoral indicators and other qualitative benchmarks in collaboration with all stakeholders in the Cluster.

<sup>6</sup> The Framework was developed by the Transitional Shelter Strategic Advisory Group and reviewed by the Cluster membership.

<sup>7</sup> This is 'delivered' cost, inclusive of supporting items such as training and tools but excluding agency overhead costs.

<sup>8</sup> The SPHERE Standards is a consensus document that describe the benchmarks and indicators for humanitarian response and are published by IFRC.

5.2 An indicative transitional shelter that adheres to the framework described in Figure A is illustrated below.

*Figure B Example of a Transitional Shelter<sup>9</sup>*



<sup>9</sup> Ref: CHF Transitional Shelter. Please contact CHF for detailed description of their T-Shelter model.

## 6 Advocacy position of the Cluster towards Government Reconstruction Policy

**6.1 Equity and caseload coverage.** The Cluster advocates that the Province consider earmarking a minimum of 1M Rp from the first tranches of their allocated resources for reconstruction to be equally distributed to all affected households with 'Destroyed' and 'Heavily damaged' housing categories to support the implementation of self-build transitional shelter. This would mean distributing 1M Rp to all 303,330 affected households across both Provinces as soon as possible to allow time for procurement and construction to be completed before the monsoon season begins. The remainder of the first tranche grants in both Provinces could then be disbursed either later, or simultaneously, for permanent reconstruction as originally intended.

**6.2 No loss in capital investment.** This strategy would not affect the level of overall housing assistance, as all materials distributed for transitional shelter will be reused in the construction of permanent accommodation. In this manner, there is no loss of resource for permanent housing.

**6.2 Supported technical facilitation and mobilisation.** As already identified, resources will be required to provide both technical supervision for shelter construction and for community mobilization at the village level. The Cluster suggests from the experience of its own transitional shelter programmes that sending teams of two facilitators for every 30-50 families building transitional shelter will be required to work for one to two weeks at a time in each location. A rough estimate suggests between 2-3,000 facilitators would be required across both Provinces to support the implementation of transitional shelter for all affected households before the monsoon period begins. A combined human resource to meet this need should draw upon the Provincial departments, universities, Cluster members and grass roots local NGOs.

**6.3 Data Management, strategic planning, resource tracking & monitoring.** The burden of data management to track resource distribution and monitor implementation could be shared between the Transitional Shelter Cluster and the Provincial Departments. This would allow for prioritisation of resource distribution, an augmented monitoring mechanism to ensure the shelter security of vulnerable groups and better overall coordination between the Provincial programmes and members of the Cluster who are also providing transitional shelter and housing to affected households.

**6.4 Support of unilateral and privately-funded permanent reconstruction efforts.** Those with their own resources are implementing permanent housing using concrete and other heavy materials. It is imperative that both Government and Cluster ensure that technical assistance and public awareness concerning safe building design and techniques are both promoted and supported. This needs to occur in parallel with the effort to provide transitional shelter.

**6.5 Support to affected populations in urban areas.** The ESCG Shelter and Vulnerability survey has identified significant unmet shelter needs in urban areas. It is currently not clear how best to support this affected population. The cluster would like to discuss with the Central Government and the Provinces how best to meet their needs.

**6.6 Shelter Assistance to those with 'Lightly damaged' housing.** Further thought is required to assist those vulnerable groups with lightly damaged housing. Some lightly damaged housing can clearly be repaired at minimal capital expenditure and can significantly increase shelter security for affected families. Other families without the resources to undertake repairs themselves remain at a similar, or even greater risk than those without any form of housing should another earthquake occur before repairs can be made.

## 7 Cluster Support to the Provinces and National Government

- 7.1 It is recognised that the bulk of the resources available for shelter and housing will come from the National and Provincial Governments and that the Cluster can only provide a proportion of the material support required to meet the transitional shelter requirements of the affected population.
- 7.2 The members of the Cluster, however, have already begun transitional shelter construction in both Provinces. Figure C describes the minimum delivered and committed resources available from the Cluster for transitional shelter in 2006. This commitment will meet approximately 18.7% of projected need within the 'destroyed' and 'heavily damaged' housing categories. Each agency is currently working towards meeting the total transitional shelter requirements for each dusun or hamlet. This should facilitate integration with planning using Provincial resources.

Figure C Current Cluster Contributions to Transitional Shelter

Cluster Member	Delivered/Committed Transitional Shelter (Units)
ADRA	1000
AusAid	5000
CCF	1300
CHF	5000
Cordaid	4000
CWS	2452
Emergency Architects	300
FHI	40
GenAssist	1543
GRC	8000
IFRC	17000
IOM	5000
JRS	500
OXFAM	2800
SRC	2000
World Relief	711
<b>Total</b>	<b>56,646</b>

- 7.3 The Cluster will also explore the ways in which it can support both the National Government and the Provinces to meet both transitional shelter needs and permanent reconstruction. These topics include:
- data management, information sharing
  - tracking and strategic analysis for prioritisation of resource distribution
  - monitoring of vulnerable groups
  - technical facilitation for the construction of transitional shelter
  - the promotion of safe building design, including earthquake resistance for permanent housing.