**Status**

|  |  |  |  |  |
| --- | --- | --- | --- | --- |
| **Strategy Status** | **Version** | **Status** | **Effective date** | **Next revision** |
| 1.0 | FINAL | 23.10.2014 | 01.12.2014 |

**Shelter Cluster Structure**

|  |  |
| --- | --- |
| **Response name** | L3 Emergency Response in Iraq – Winterization Strategy |
| **Cluster Lead Agency** | UNHCR |
| **Cluster Coordinator Contact** | **Name:** Mohamad Mukalled**Email:** coord.iraq@sheltercluster.org**Mobile:** +964 077067001196 |
| **Endorsing Cluster partner Members** | UNHCR, IOM, UNICEF, UN-HABITAT, NRC |

**Shelter Cluster Winterization Strategy**

|  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |
| --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- |
| **Overview** | **Overview**As outlined in the National Shelter Cluster Strategy and endorsed by the cluster partners on 17September 2014, the Shelter/NFI cluster established an interagency working group to produce the winterization strategy for Iraq, with specific focus on the Kurdistan Region of Iraq (KR-I) and Anbar Governorate. The aim of this Winterization Strategy is to integrate rather than replace cluster members’ existing strategies to stabilize the most vulnerable IDPs in various types of shelters for the oncoming winter.1.26 million IDPs throughout Iraq are at risk from the impending winter and 800,000 IDPs across Iraq are in need of immediate shelter assistance. An estimated 600,000 people are in need of immediate winterization assistance:

|  |  |  |  |
| --- | --- | --- | --- |
| Shelter needs | Kurdistan Region | South & Central | All Iraq |
| Individuals to be hosted in camps | 390,000 | 60,000 | 450,000 |
| Individuals to be provided with shelter outside camps  | 60,000 | 60,000 | 120,000 |
| Individuals in need of temporary shelter repairs | 90,000 | 140,000 | 230,000 |
| Total individuals in need of shelter assistance | 540,000 | 260,000 | 800,000 |
| Winterization needs | Kurdistan Region | South & Central | All Iraq |
| Total individuals in need of winterization support | 480,000 | 120,000 | 600,000 |

The IDP population is highly mobile and many will be relocated to IDP camps in KR-I in the coming weeks. While the KR-I government prefers camps to shelter IDPs; it is clear that camps cannot address all shelter needs.With regards to identifying suitable shelter options, shelter projects on private property is a sensitive issue and many property owners will not allow construction works on unfinished buildings hosting IDPs. The cluster is advocating with government for a requisition or temporary moratorium to allow winterization of unfinished and abandoned buildings.The cluster provides weekly updates to cluster members about the needs, response and gaps and is rolling out ActivityInfo to improve information sharing and access. The cluster has prioritized the winterization intervention into the following four categories, reflecting the most urgent winterization activities:1. **Personal insulation**: to keep the immediate space around bodies warm to maintain core body temperature;
2. **Basic shelter:** to provide protection from the elements;
3. **Heating:** to raise and maintain core body temperature; and,
4. **Shelter upgrading and insulation**.

The response will depend on the type of shelter and local context. The cluster has defined five standardized winterization packages and response kits to correspond with the above winterization activities. 1. **Winter clothing, mattresses and blankets;**
2. **Shelter and weatherproofing repair kits;**
3. **Heating, stoves and fuel; and,**
4. **Shelter upgrading including floor, roof and wall insulation.**
 |
| **Climate** | **Climate**Harsh winter temperatures and wet weather are approaching. In the coldest areas, and in high altitude areas in KR-I and in Anbar temperatures can drop to -15c. As a result, the demand for warm clothes, heating fuel and weatherproofed shelters is rising and urging an immediate address of the needs and a full boost of winterization activities.  |
| **Coordination, Technical Working Groups and Mapping** | **Coordination** All cluster members are urged to coordinate with the Governorate Emergency Cells or the local authorities. Weekly Shelter/NFI coordination meetings are held in all three governorates in KR-I, and the cluster is exploring a structure for Shelter/NFI meetings in the South and Central governorates.**Technical Working Groups**Working group outputs from the KR-I will be shared with all cluster members to ensure a coordinated national response, and to support winterization efforts and shelter activities in central and south IraqCluster members in Dahuk have established a Technical Working Group on winterization and cluster members in Erbil and Sulaymaniyah are asked to replicate this structure. Likewise, in Dahuk a Technical Working Group has been established for Housing, Land and Property (HLP) issues linked to the rehabilitation of unfinished and abandoned small shelter units and collective centers.**Mapping**To acquire a comprehensive picture of the population size, shelter typologies, winterization needs, support received, intentions etc. at local and national levels, the CCCM cluster and REACH are undertaking a rapid site and multi-cluster needs assessment.Information, including on Who does What Where and When (4W) spreadsheets, is shared among clustermembers; however more dynamic mapping of the mobile IDP population is needed. To enhance dynamic coordination and information sharing, and to avoid potential implementation overlaps, ActivityInfo, an online platform, is being implemented to report, share, map and analyze information. ActivityInfo, is based on the Strategic Response Plan indicators and targets and existing data from working groups and partners will be imported. Partners will be trained to use the platform and regular reporting will make it a useful monitoring and coordination tool. |
| **Advocacy** | **Advocacy**The cluster is actively advocating with government authorities on behalf of IDPs, on issues including :* Use of existing public distribution systems;
* Permission for IDPs to remain in current non-camp locations and approvals for humanitarian actors to provide shelter and winterization support in situ;
* The shared responsibility between government and the humanitarian community to identify adequate shelter and winterization solutions for IDPs living in public and private buildings; and,
* Fuel subsidies for IDP shelter heating needs.
 |
| **Targeting, Vulnerability and Cross-cutting Issues** | **Targeting, Vulnerability and Cross-cutting Issues**Criteria for targeting winterization activities are aligned with the Protection and CCCM clusters’ vulnerability criteria and are based on assessed needs. Criteria include the following groups:1. IDPs vulnerable to critical climatic conditions due to altitude, temperature and weather, such as:
* People living in the open
* People living in unfinished or abandoned buildings and informal settlements
* People living in camps
1. IDPs with specific individual vulnerabilities living in areas with severe winter conditions. This may include people living in host communities, such as:
* People with disabilities;
* People with chronic diseases;
* Female-headed households;
* Unaccompanied or separated children;
* Elderly-headed households;
* Very large families and other groups with specific needs;
* People with low income; or,
* Other specific criteria developed by Protection and/or CCCM clusters
 |
| **Modalities** | **Modalities**The cluster will use different implementation modalities from in-kind assistance (i.e. shelter sealing-off kits) to cash (i.e. fuel vouchers). Such modalities permit flexibility to address urgent and specific needs that are difficult to cover through larger scale collective interventions.All non-camp modalities will be agreed with the local authorities and will have a holistic approach, supporting the coping mechanisms of the hosting communities. Market assessments at governorate level should mitigate negative effects on the local economy.To the degree possible, modalities will seek to provide the basis for transition to longer-term sustainable shelter solutions. |
| **Stocks, Pipeline and Timeframe** | **Stocks, Pipeline and Timeframe**Cluster members provide regular updates on their stocks and pipeline to meet winterization targets according to the following framework: 1. Immediate winterization supplies required before the onset of winter (30 November)1. Winter clothing, mattresses and blankets
2. Shelter and weatherproofing repair kits

2. Longer term supplies required between 1 December until end March1. Heating, stoves and fuel
2. Shelter repair supplies and floor, roof and wall insulation materials
 |
| **Prioritization of Winterization Interventions**  | **Prioritization of Winterization Interventions**1. **Personal insulation**: to keep bodies warm to maintain core body temperature;
2. **Basic shelter:** to provide protection from the;
3. **Heating:** to raise and maintain core body temperature; and,
4. **Shelter upgrading and insulation.**
5. **Personal insulation**

The key shelter priority is to keep the immediate space around bodies warm. This is provided primarily by warm clothes and bedding. The key priority is blankets.The standard CRI/NFI kit distributed to the families includes blankets and mattresses. Additional winter clothing, mattresses and blankets are needed to compensate for the low insulation capacity of the all-weather shelter where IDPs currently live.Most of the families were displaced during summer with few winter belongings and there has been little formal distribution of clothes. Thus winter clothes are an urgent need.1. **Basic shelter**

This will contribute to protection from the elements, the recommended winterization shelter kits primarily address the following:1. Weatherproofing layer of tarpaulin to prevent leaking roofs and adequate draining of and around the shelter; and,
2. Plastic sheets and thermal floor mats to provide ground insulation and prevent excessive heat loss to the ground*.*

The main priority is to provide protection from the elements, by providing a weatherproofing layer, adequate drainage, and floor plastic sheeting is a key basic component that prevents the shelter from becoming damp.To ensure a warm living environment, wind proofing is essential. Plastic sheeting or canvas can block drafts. Thick quilts or high quality blankets will provide personal insulation, and ground insulation for bedding is crucial in preventing body heat loss to the ground.1. **Heating**

The use of stoves to heat internal spaces is dependent on the availability of fuel and the type of stove. Cooking and heating functions of stoves should be considered separately and care needs to be taken to reduce fire risk.The risk of people resorting to open fire as a source of heating is very high. Controlling this risk by prevention is not realistic and any heating source inside the shelter comes with the risk of fire and suffocation due to fumes. This risk can be dramatically reduced by:* Provision of an appropriate well-ventilated space for the heater near an exit;
* Supplying a heat source (stove) with fire safety features;
* Appropriate ventilation to avoid the buildup of smoke and gasses contributing to respiratory infections and eye diseases.

Any heating option must be accompanied with fire awareness campaigns targeting the individual families, households, women’s and men’s groups and school children.**Shelter repair and insulation** Shelter repairs, upgrading and insulation in abandoned and unfinished buildings should always be done according to minimum international standards to ensure a dignified, safe, secure, and healthy living space. This activity can include the extension of existing structures, adding partitions, insulating floors, roofs and walls, installing windows and doors, installing toilets, or baths and kitchens etc. |
| **Assumptions** | **Assumptions**The success of the winterization interventions depend on the following assumptions:* Adequate water and sanitation facilities will be provided to IDPs;
* IDPs view camps as viable alternatives to their current shelter options;
* The government will subsidize fuel as it did last year;
* The necessary non-food items are available on the market and will arrive in time in the right quantity; and,
* The government and building owners will allow IDPs to stay in their current shelter where possible and allow weatherproofing and insulation interventions.
 |

**Annex 1: Standardization of winterization packages and response kits**

|  |  |
| --- | --- |
| **Standardization of winterization packages and response kits**  | 1. **Winter clothing, mattresses and blankets**

Clothes must be winter clothes, clean, compressed, sorted by age/size and gender and culturally appropriate. For a recommended family package, please see Annex 5. UNICEF is focusing on distributing winter clothes for children and pregnant women and requests all partners to coordinate the distribution of clothes. There is a ban on importing second hand clothing into Iraq; this does not apply to new clothes.***Sphere NFI standard 1 guidance note 3:*** *“Changes of clothing: individuals should have access to sufficient changes of clothing to ensure their thermal comfort, dignity and safety. This could entail the provision of more than one set of essential items, particularly underclothes, to enable laundering”*High quality synthetic blankets (generally brightly, patterned fleece-type material) or thick quilts are used. Mattresses are the preferred form of ground insulation.***Sphere NFI standard 1 guidance note 3:*** *“Provision of insulated sleeping mats to combat heat loss through the ground may be more effective than providing additional blankets”*1. **Shelter and weatherproofing**
2. Sealing-off tents

Tent winterization kits, including inner lining, are intended to support beneficiaries to upgrade their own shelters. In extremely cold areas where heating is not available, reducing headroom and living space will reduce the volume of air to heat. In other areas, increasing headroom may make a space more livable.The basic materials required to seal-off a tent are two or three 6x4m plastic sheets, reinforced with ropes, to wrap the shelter and to cover the floor. . General ground insulation reduces ground heat loss. Partially flooring a room with blankets and plastic sheeting will allow people to sit, reducing direct conductive heat loss.1. Sealing-off buildings

There are many forms of how families and communities have already improvised shelter for themselves. This has occurred both unilaterally by affected families and communities, as well as through cluster members’ interventions. There are three typical structural typologies: skeleton shelter, unfinished houses and abandoned shelter, and these models may form the basis for more detailed agency or NGO proposals. Première Urgence – Aide Medicale Internationale (PU-AMI) has developed guidance on sealing-off shelters; it is suggested to use this for skeleton buildings, unfinished buildings and abandoned buildings. The guidelines can be downloaded from [www.sheltercluster.org](http://www.sheltercluster.org/).Safety and security considerations need be taken into account with regard to assistance to IDPs living in unfinished buildings in order to make sure all needs are met, ranging from personal safety to water and sanitation.The benefit of a shelter sealing-off kit is its relatively low-cost (90 to 200 USD per shelter), and the materials can be removed and reused without any damage to the property. Additionally, property owners may be more welcome to sealing-off activities as they are less invasive in nature than shelter rehabilitation works. When sealing-off kits are distributed as NFIs they require clear guidance. A description of the materials and clear visual “how to” instructions must be part of the kit.***Sphere Shelter and settlement standard 3: covered living space guidance note 5:*** *Roof coverings: where materials for a complete shelter cannot be provided, the provision of roofing materials and the required structural support to provide the minimum covered area should be prioritized. The resulting enclosure, however, may not provide the necessary protection from the climate, or security, privacy and dignity, and steps should be take5n to meet these needs as soon as possible.*1. **Heating, stoves and fuel**

Heating, although important, is a lower shelter priority than warm clothes, good quality blankets, quilts and mattresses, and a waterproof and draft-proof shelter.Fuel is burned in shelters for cooking, for heating, or for lighting. Although cooking may provide warmth, it is different in function and needs from heating. With both cooking and heating, the key is to identify the fuels to be used.The recommended heating package will include:* A heater with safety features. All distributed heaters should have the same specifications to avoid inequity between IDPs;
* Hot water bottles, to allow heat transfer to the inside of the tent; and,
* Sufficient fuel for the winter.

Kerosene is commonly used for heating. For heating, 2-liters per day at minimum will be required per shelter, although more is preferable. Kerosene heaters are either driven by pumping a pressurized reservoir, or drip-feeding kerosene onto a hot metal plate. The safest kerosene stoves consist of a reservoir of kerosene with cotton wicks. Pressurized primus stoves may heat water more quickly, but are more dangerous and need regular cleaning. Fire risk: tents are highly flammable, and stoves and chimneys should not touch canvas. Stoves with chimneys must have at least 2.5m of metal piping and a cap at the end of the chimney to prevent sparks falling back on the tent and rain entering.1. **Shelter upgrading including floor, roof and wall insulation**

The local government or private owners may offer a number of structures or facilities for conversion into single or collective shelters for IDPs. The main strategic issues should be captured in a common understanding, or three-way agreement, with regards to the rights and duties of the local authorities, owners and the IDPs to:* Find ways in which the structure would need to be modified;
* Secure administrative authorization for modifications;
* Comply with any local or national building, safety, environmental or planning codes;
* Agree a proposed maximum occupancy;
* Agree on deadlines, if any, for the beginning and end of occupancy including termination procedures;
* Agree on how and in what state the structure should be returned after use; and,
* Agree on who is liable (and who is not) if the building is not returned to the agreed-upon state.

The UNHCR guidelines available for collective shelters and small shelter units are recommended by the cluster. The CRS strategy is seen as an example of a good approach to completing unfinished buildings. The guidelines and strategy can be downloaded from [www.sheltercluster.org](http://www.sheltercluster.org/).Upgrading buildings cannot be implemented done on a large scale due to higher cost, availability, and time constraints; sealing-off can therefore be a start, with upgrading done later. HLP issues are important, but they should not hinder the use of sealing-off kits.The response should prioritize IDPs that are staying outside of camps, for whom a phased approach might be needed due to the need for government approval. |

**Annex 2: Beneficiaries per Target Activity**

|  |  |  |  |  |
| --- | --- | --- | --- | --- |
| **Target Activities** | **Estimated Total Beneficiaries** | **Activities before winter**(up to 30 November) | **Activities throughout the winter**(from 1 December to end March) | **Targets/****Assumptions/Notes** |
| Target #HH | Approved Interventions and Standards | Target #HH | Approved Interventionsand Standards |  |
| A | Children's clothing | <#> | <#> |  | <#> |  |  |
| <#> |  | <#> |  |  |
| Women's clothing | <#> | <#> |  | <#> |  |  |
| <#> |  | <#> |  |  |
| Men’s clothing | <#> | <#> |  | <#> |  |  |
| <#> |  | <#> |  |  |
| **B** | Blankets | <#> | <#> |  | <#> |  |  |
| <#> |  | <#> |  |  |
| Mattresses | <#> | <#> |  | <#> |  |  |
| <#> |  | <#> |  |  |
| **C** | Winterization kits | <#> | <#> |  | <#> |  |  |
| <#> |  | <#> |  |  |
| Sealing-off kits | <#> | <#> |  | <#> |  |  |
| <#> |  | <#> |  |  |
| **D** | Stoves and fuel | <#> | <#> |  | <#> |  |  |
| <#> |  | <#> |  |  |
| **E** | Shelter repair | <#> | <#> |  | <#> |  |  |
| <#> |  | <#> |  |  |
|  | **SUBTOTAL** | <#> |  |  |  |  |  |
|  | **TOTAL CASELOAD** | <#> |  |  |  |  |  |

**Annex 3: Technical Winterization Standards and Intervention Types**

|  |  |  |  |
| --- | --- | --- | --- |
| **INT#** | **Intervention Name** | **Description/Specification** | **Notes** |
| INT1 | Sealing-off building kit | IOM standard kit |  |
|  |  |  |  |
|  |  |  |  |
|  |  |  |  |
|  |  |  |  |
|  |  |  |  |
|  |  |  |  |

**Annex 4: Inter-Cluster issues**

|  |  |  |
| --- | --- | --- |
| **Cluster** | **Lead-Agency** | **Comments** |
| **Coordination** | OCHA | Situation Reports, SRP process, inter-cluster coordination, advocacy with authorities |
| **CCCM** | IOM/UNHCR | NFI and shelter needs in collective centers, relocations from and to collective centers, beneficiary lists and data on vulnerable groups |
| **Early Recovery** | UNDP | Housing, building codes, rubble removal, hazardous and non-build zones |
| **Education** | UNICEF/SCI | Use of schools as collective centers, relocations from schools |
| **Telecom** | WFP | Facilitate beneficiary communications e.g. use of mobile networks, improved operational communication (good bandwidth, security communications) |
| **Food Security** | WFP/FAO | Distribution points of food relevant to align distribution of stoves for cooking and fuel, information on beneficiary groups and vulnerabilities |
| **Health** | WHO | Incidence of diseases that can be avoided by provision of appropriate shelter and NFI, HIV/AIDs and shelter guidance |
| **Logistics** | WFP | Transportation, storage, supply chain, customs clearance, security of movement and humanitarian access |
| **Nutrition** | UNICEF | Information on vulnerable groups through therapeutic feeding data |
| **Protection** | UNHCR | Loss of documentation, HLP, GBV, landmines, female and child headed households, elderly and disabled, vulnerability data, relocations and evictions, security |
| **WASH** | UNICEF | Ensure shelter sites have WASH facilities including drainage |

**Annex 5: Recommended Clothes Winterization Family Packages**

|  |
| --- |
| **Clothes package for a family of 6 persons** |
| # | Item | Size | Qty | Unit |
| 1 | Women’s Shawl | N/A | 1 | Pcs |
| 2 | Women’s Legging | L&M | 2 | Pcs |
| 3 | Socks | Adults | 2 | Pairs |
| 4 | Socks | Children | 8 | Pairs |
| 5 | Women Fleece Jacket | L&M | 1 | Pcs |
| 6 | Men Fleece Jacket | XL | 1 | Pcs |
| 7 | Children Fleece Jacket | 2,5,8,12 | 4 | Pcs  |
| 8 | Woollen Hat Men | N/A | 1 | Pcs  |
| 9 | Woollen Hat Kids | N/A | 4 | Pcs  |
| 10 | Winter shoes/boots  | N/A | 6 | Pairs |
| 11 | Thermal Blankets or Quilts | N/A | 6 | Pcs |