The Emergency Transitional Shelter Project in South Kyrgyzstan:
"Effective partnerships racing against time"

- October 2012 -

Contents

FOREWORD

"Principle 2: All refugees and displaced persons have the right to have restored to them any housing, land or property of which they were arbitrarily or unlawfully deprived…."

-The Pinheiro Principles"

Around 2,000 homes were severely damaged or completely destroyed as a result of the violence which sparked on 10 June 2010 and continued for four days affecting targeted neighbourhoods in Osh and Jalalabad. An estimated 300,000 people fled for safety, mostly to other locations in South Kyrgyzstan while about 75,000 persons sought refuge in neighbouring Uzbekistan. When most refugees repatriated to Kyrgyzstan in time for the referendum of 27 June 2010, over 15,000 found their homes uninhabitable. It was evident that shelter needs - particularly to provide all displaced persons with suitable housing before the onset of winter - together with protection concerns, were fundamental to recovery.

Nominated by the Shelter Cluster as the coordinating agency for shelter and non-food relief (as well as for protection) of the international humanitarian response to the crisis, UNHCR had to react promptly and effectively. Within a short time-frame, countless important challenges and questions had to be addressed, including inter-alia:

- How to address immediate shelter needs without prolonging displacement?
- How to constructively and transparently involve victims, their communities, as well as local and national authorities in the design and implementation of shelter interventions?
- How to safeguard displaced persons' exercise of a right to return and to repossess their properties against ethnic chauvinism or urban development aspirations that wish to replace traditional urban neighbourhoods with modernist high-rises?
- How to provide persons affected by the conflict with an informed choice to return followed by sustainable reintegration and community restoration?
- How to effectively strike a balance between emergency transit shelters and cost?
- How to divide responsibilities and interventions between international and local partners in order to effectively address most urgent needs before the onset of winter?

- How to locally source and procure (without causing shortages or sharp price increases), store, transport, deliver and use large amounts of various construction materials before the onset of winter? How to minimise health risks, for example when having to remove toxic asbestos rubble?
- How to minimise health risks e.g. when having to remove toxic asbestos rubble? UNHCR, in close consultation with shelter cluster members, affected communities, governmental and other partners rapidly developed a comprehensive Shelter Strategy that was tailor made to address most of these and other challenges, many of which were specific to the situation in South Kyrgyzstan. This included the invention of an "emergency transitional shelter" approach that fully incorporated protection, safety and local cultural concerns into a shelter intervention that was economical and swift enough to address most basic urgent needs fairly and also provided a first stage of durable, sustainable reconstruction.

Numerous factors led to an overall success of the shelter strategy in general and this emergency transitional shelter project in particular. UNHCR, as well as other agencies, have undertaken internal assessments to collect, document and disseminate lessons-learnt for future use. This paper aims at sharing such lessons with a wider audience.

Part one attempts to summarize the whole emergency transitional shelter project, including its integrated, comprehensive and long-term approach. Though focusing on one element of the Shelter Strategy - that of provision of emergency transitional shelter by UNHCR and its' partners - this section will shed light on the other overarching elements of the entire Shelter Strategy - devised by the Shelter Cluster, in close consultations with the Government of Kyrgyzstan - and its wider local context.

Part two discusses the Rapid Shelter Assessment, compiled by UNHCR's partner ACTED in July 2010 to conduct an initial count of the affected houses and damage assessment. This was a very important element of the shelter strategy and project for it revealed the extent of the damage, highlighting that complete reconstruction was required. The results of the Assessment were fed into a database which was useful in the distribution of identifying shelter beneficiaries and provision of humanitarian aid.

Part three contributed by UNHCR's partner, the Danish Refugee Council (DRC), details the important protection links and considerations made during shelter

reconstruction. Planning and implementation of transitional shelter interventions for IDPs and returnees need to take into consideration the needs of vulnerable persons, particularly following interethnic violence. The protection aspects of the shelter project were done with reference to international standards and best practices, and through the restoration and provision of housing, land, and property (HLP) legal documents to increase the shelter beneficiaries' enjoyment of housing rights.

Part four illustrates the experiences of UNHCR's partner, Save the Children Fund (SCF), in carrying out the community mobilization as part of the Emergency Transitional Shelter project. Usefully, their contribution highlights the reasons for success despite the difficult conditions and remaining tensions that existed within neighborhoods in the months following the events.

Part five summarizes the experience of UNHCR and its implementing partners in providing HLP documentation to shelter beneficiaries.

Lastly, a detailed annex of materials and technical information used by UNHCR and our partners in implementing this project can be found at the back of this publication. These resources are provided for additional detail and technicalities.

The Representation of UNHCR in Kyrgyzstan would like to convey it greatest appreciation to ACTED, DRC and SCF, for having most effectively implemented significant activities of the emergency transitional shelter project and for having contributed to this publication. Other Shelter Cluster members, such as the International Committee of Red Cross and Crescent Societies (ICRC), the Catholic Relief Service (CRS), Scientific Technology and Language Institute (STI) and others provided additional invaluable support, dialogue, coordination and expertise during the course of the Cluster's lifespan.

Early after the tragic events of June 2010, former President Otunbaeva and the Interim Government of the Kyrgyz Republic reassured victims that their most urgent shelter needs would be addressed before the onset of winter, requested and then strongly supported UNHCR and the Shelter Cluster to assist in realizing this claim. Local authorities, some overcoming initial hesitation, provided invaluable support through logistical assistance especially in rubble removal as well as building permits. The whole strategy and project would have never succeeded without the expertise and strong support of one vital member of the Shelter Cluster: the State Directorate

for Reconstruction and Development (SDRD), established by the government to support the crisis after the June events, led by the then Deputy Prime Minister Satybaldiev.

Credit must also be given to dedicated individuals, too many to all be named here, who worked relentlessly and effectively for UNHCR in Kyrgyzstan during the duration of the Emergency Transitional Shelter Project. Colleagues from Headquarters, the Regional Office, Emergency Response Team members and country office staff members invested great motivation, expertise, and skills, but also creativity, persuasion and patience to ensure significant relief and reintegration for all persons affected by the violence of June 2010.

Many donors deserve great appreciation for their generous and timely financial and political support to the work of the Shelter Cluster in general and UNHCR's components of it in particular.[1]

Last but certainly not least, it must be noted that the affected families in Osh and Jalalabad and their neighboring communities unfailingly undertook the bulk of the effort - through self-help activities such as debris removal and labour provision - to make the project a success. Not a single brick could have been laid without their determination to restore their homes and livelihoods, without their faith in a multi-ethnic and peaceful Kyrgyzstan.

We hope that this paper manages to relay our collective efforts, experience as well as our lessons-learnt and thereby may provide useful inspiration and perspectives for emergency shelter relief in other humanitarian crisis.

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Representative of UNHCR in Kyrgyzstan

[1] A list of all donors to UNHCR's Emergency response in 2010-2011, including for shelter activities can be seen in Annex 9

Overview of the Main Elements of the Emergency Transitional Shelter Project

During the night of 10 June 2010, communal violence began in the city of Osh and spread to Jalalabad over the course of several days. Widespread arson, looting and destruction of private, commercial and state property, predominantly characterized the violence and caused large-scale displacement of communities. The Government confirmed that over 400 persons were killed during the events but emphasised that a higher figure of deaths is likely as many victims were buried without being registered.

Almost 2,000 private houses were seriously damaged or destroyed. With an estimated average of approximately 7.4 persons living in each destroyed household, this meant that around 15,000 persons did not have a home to return to.

Some 300,000 people fled for safety to other affected provinces in South Kyrgyzstan while 75,000 - mainly women and children - sought refuge in neighbouring Uzbekistan, but within a couple of weeks the vast majority returned to Kyrgyzstan in time for the referendum of 27 June 2010.

With the help of partners UNHCR immediately distributed existing local stockpiles and airlifted another 120 tons of non-food relief items for distribution to conflict effected persons in need. In order not to prolong displacement, the establishment of IDP camps was avoided but populations in movement were provided with lifesaving relief items, but. Most internally displaced persons instead settled with host families, much smaller numbers in collective centres. UNHCR provided lightweight tents to all those who had lost their homes. Exercising their right to return, re-possess and reconstruct their houses, many families pitched these tents right next to the ruins of their homes.

During 29 June - 1 July, the United Nations High Commissioner for Refugees, Antonio Guterres, visited the capital Bishkek and the violence-hit provinces in South Kyrgyzstan. He met with the President and the Minister of Foreign Affairs to discuss the situation, the humanitarian response of UNHCR and best ways to prevent a recurrence of violence and foster reconciliation. The High Commissioner expressed his solidarity with the people of Kyrgyzstan and reaffirmed UNHCR’s full commitment to the humanitarian operation in line with the agency’s mandate and expertise.

Coordination

On 23 June - upon the request of the Inter-Agency Steering Committee (IASC) and the International Federation of Red Cross and Crescent Societies - UNHCR was appointed to lead and coordinate the Emergency Shelter Cluster of the international response to the humanitarian crisis in South Kyrgyzstan, as well as to lead Protection Cluster.

The Shelter Cluster acted as a coordination mechanism to engage all actors involved or interested in the implementation of transitional shelter to ensure a coherent and effective response through mobilizing all actors strategically across key areas of activity. Through the Cluster, all relevant information (for example, progress updates, changes in circumstances) was shared throughout the response. The Shelter Cluster also assisted to identify potential gaps in planning and implementation, to minimise overlaps and to share opinions and expertise throughout the course of the project, including the shelter design.

Immediate emergency response, mentioned above, was coordinated by a NFI Working Group of the Cluster. Cluster members distributed emergency tents and other non-food relief items to avert further suffering and loss of life. Thereafter, provision of targeted assistance continued to needy and vulnerable families.

The Shelter Cluster, in partnership with the Government, undertook a rapid shelter needs assessment and developed a Shelter Strategy which are discussed below.

A Shelter Cluster Information Management system was developed by ACTED in coordination with and financial support of UNHCR; this formed the basis for Cluster coordination and planning. UNHCR prepared one-page progress reports which were shared with all Shelter Cluster members on a weekly basis to facilitate monitoring of the operation as a whole. Samples from the progress report series are included in Annex 4.

As soon as security clearance could be obtained (thirteen days after the violence started) UNHCR relocated its Emergency Response Team as well as the Shelter Cluster from Bishkek to Osh, closer to the point of delivery and implementation. Weekly meetings of the Cluster, chaired by the UNHCR cluster coordinator, as well as more frequent meetings of its sub- or working groups, thus gathered in the

UNHCR office in Osh and Jalalabad whenever required. The international community, including donors to cluster projects, were encouraged to attend and observe Cluster meetings.

At the same time, in follow-up to the donor conference of 27 July, UNHCR created a Sub-Group on Shelter and Reconstruction of the local Development Partner Coordination Council (DPCC), which - co-chaired by the Country Director of the Asia Development Bank and the Representative of UNHCR – regularly gathered donor representatives in Bishkek to discuss and coordinate on NFI, shelter, reconstruction and HLP issues and briefed the monthly DPCC plenary.[2].

Additionally, senior management and responsible colleagues in Osh, discussed policy, supply, logistics and other internal resource issues in regular weekly teleconferences with the Bishkek Representation, UNHCR Regional Office in Almaty, the Asia Pacific Bureau and other UNHCR support services located in Geneva and Budapest.

Rapid Needs Assessment

One of the first decisions by the Shelter Cluster was to hold a comprehensive assessment of the situation to understand the full extent of the damage to plan the most appropriate transitional shelter response. In section two below, ACTED provides detail regarding assessment methodology, and the full report is found in Annex 2. However, the summary of findings are highlighted below.

The assessment revealed that 1,892 houses were damaged or destroyed during the violence: 1,446 houses were in Osh and the remaining 446 in Jalal-Abad.

Damaged Houses, By Location

Location	Number of Houses
Osh City	751
Osh Oblast	695
Jalal-Abad City	171

[2] The Shelter Sub Group continued meeting and discussing until the end of 2011. It was replaced by the Sub Group on Urban Development in Jan 2012

Jalal-Abad Oblast	225
Total	1,892

The damaged houses previously had around six rooms, excluding toilets and kitchens, and most were individual one-storey houses. The average built-up area of a house was 175 m2 with an uncovered space within the compound of 329 m2. Around 91% of houses had mud brick walls, 85% of roofs were made of slate, with 96% of roof structures made of timber.

The extent of damage was divided into four categories: minor damage, moderate damage, major damage and complete destruction. The last two categories accounted for about 90% of damaged houses

Damaged Houses, By Category of Damage

Category	**Number of Houses**	**Percent of damage (%)**
1 - Minor Damage	99	5.2
2 - Moderate Damage	94	5.0
3 – Major Damage	274	14.5
4 – Complete Destruction	1,425	75.3

Shelter Strategy

It was decided that a comprehensive strategy was necessary to provide direction for all shelter cluster members, provide guidelines on assistance related to the sustainable return of displaced persons and to ensure that a common approach is taken in doing so, thus avoiding duplication.

The overall Shelter Strategy[3] sought durable housing solutions for the reintegration of returnees, IDPs and refugees. This was done through four parts:

[3] The full Shelter Strategy can be found at Annex 1.

i) **Emergency assistance** to returnees under the self-help programme, including the provision of a core ration of NFI including a tent;

ii) **Transitional shelter support and winterization** pending solutions through a material distribution programme directly by UNHCR through implementing partners to beneficaries,

iii) **Durable housing by the Government of Kyrgyzstan**, wherein the material distribution for transitional shelter will be "topped up" by the Government of Kyrgyzstan to support permanent shelters.

iv) **Support to IDPs and their host families** for those who are unable to return to their homes, even if the immediate shelter needs are met due to fear and uncertainty;

The strategy - developed by the Shelter Cluster, in close consultations with the Government - was finalised in time for the high-level donor conference that gathered international financial institutions as well as donor and development agencies on 27 July 2010 in Bishkek. The next day, the Strategy was shared with and endorsed by the international community and the Government of Kyrgyzstan, under the leadership of President Roza Otunbaeva.

Protection Considerations

The implementation of the transitional shelter project was done in close collaboration with the Protection Cluster to ensure that the rights of returnees were protected and that beneficiaries could make informed decisions regarding return and to be consulted in decisions affecting them. The Shelter Strategy sought durable housing solutions which addressed protection concerns regarding sustainable reintegration. Protection cluster colleagues participated in all Shelter Cluster meetings to usefully provide a protection lens to all shelter activities. This is reflected in the inclusion of applicable international standards in the Shelter Strategy, as well as references to human rights law and the Pinheiro Principles on Housing and Property Restitution for Refugees and Displaced Persons.

Participatory planning focus group discussions were held in Osh and in Jalalabad to learn of the returnees' plans for the winter and the type of assistance needed. The key findings illustrated that people were keen to rebuild their homes and they had three main concerns: security, the upcoming winter, and to regain a sense of community.

Protection monitoring conducted by UNHCR and partners provided feedback from the beneficiaries to ensure that shelter activities were conducted in a way acceptable to their short term and longer term needs – in line with Pinheiro Principle 14. Section three of this publication, contributed by the Danish Refugee Council, sheds light on the explicit links drawn between shelter design and protection. Given the violence of June 2010, beneficiaries were very concerned with security and thus requested solid brick shelters to be built on the foundations of their former homes.

Housing, Land and Property (HLP) Rights

Several HLP issues provided critical links between the provision of shelter and protection. The deliberate destruction of private property especially housing had been a defining feature of the violence and displacement of June 2010. Disputes over housing and urban development may even have contributed to the tensions that preceded and fueled the conflict.

Plans for urban development, especially of Osh City (Master Plan), promoted replacing the dense traditional residential neighbourhoods that had borne the brunt of the destruction of June 2010 with modern clusters (micro rayons) of high-rise buildings. Accommodating the victims of the conflict in such new settlements, however, would have been culturally unacceptable and threatened their right to return and repossess their private properties. During the international high-level conference of 27-28 July, the President and interim Government reassured donors and the international community that such radical urban development plans would be postponed and reviewed in order allow victims to repossess and rebuild their private homes. Some local authorities, however, still delayed the granting of construction permits, in Osh City until 28 August.

Smaller urban development plans by local city authorities to widen main streets[4] had to be accounted for when planning the construction of emergency transitional shelters. At the time of construction, SDRD, as the responsible national authority, stated that particular construction permits would not be necessary, however when it came to construction registration many months later the lack of documents actually proved to be a challenge.

[4] Lenin Street in Jalalabad City, one main street in Bazar Korgon, several streets in Osh City

In addition to these particular problems, many people had lost their property ownership documents when their houses were destroyed or did not even hold any before the events. Therefore, in line with Pinheiro Principle 15, UNHCR assisted to develop governmental capacity on HLP documentation issues and sought funding to (similar to its project of replacing personal ID documents) implement a project to support replacing or creating land and housing property documentation for persons that had been affected by the events of June 2010. The Danish Refugee Council (DRC) was chosen as a partner to implement this project which provided some 4,000 HLP documents by the end of their project with UNHCR in 2012..

UNHCR created and chaired a special Working Group of the Protection Cluster in Osh to pool HLP expertise and coordinate interventions but also to brief and advise the Shelter Cluster in Osh as well as the HC/HCT and the DPCC in Bishkek. Notwithstanding these efforts almost two years after construction concluded some emergency transitional shelters, especially in Osh City, still remains unregistered.

Shelter Design

In early July 2010, Shelter Cluster Members - in consultation with beneficiaries through participatory focal group discussions, with the Protection Cluster and local government architects and engineers - began to discuss appropriate model designs for part II of the shelter strategy, i.e. emergency temporary shelter construction[5]. Initially, two designs were proposed:

(a) a relatively lightweight one-room design with panel walls, promoted and funded by USAID/OFDA and to be implemented through cash distribution by the Catholic Relief Service (CRS), and

(b) a traditional two-room brick design, where a standard basket of construction items (or vouchers therefore) would be distributed.

Design (a) promised to be cheaper and faster in construction, but was “temporary” in nature, less fire-safe and less culturally acceptable. Design (b) would be more challenging in terms of procurement, logistics, and construction but was clearly favoured by the affected communities, authorities and a majority of shelter agencies for reflecting local traditions and met protection concerns. Also, design (b) would provide a first step of reconstruction that would not need to be demolished before the beginning of more comprehensive housing reconstruction (part III of the aforementioned shelter strategy, page 5). Participatory planning assessments with

[5] Please refer to page 10 for a recollection of all parts of the shelter strategy.

the beneficiaries showed that they preferred distribution of construction materials in kind over cash as they feared the latter would be more vulnerable to inflation, corruption or extortion.

On the margins of the conference of 27-28 July, donors, the government and the Shelter Cluster harmonized both designs by increasing the panel design to two-room 28 sqm standard and to distribution of in-kind materials or vouchers instead of cash. The conference participants advised UNHCR and the Cluster to promote “One Strategy – Two Designs”, in order to retain flexibility in implementation and give beneficiaries a choice between the panel and brick designs, aware of the various pros and cons.

Over the next few weeks, however, only very few beneficiaries choose panel shelters while a big majority preferred brick designs. UNHCR making use of a generous loan from the High Commissioner’s Operational Reserve thus took decision to enter into agreement with ACTED, the DRC and SCF to provide brick shelters to all aforementioned close to 1,700 households whose houses had been completely destroyed or suffered major structural damage during the plunder and arson of mid-June.

Based on SPHERE standards and household sizes, UNHCR and its partners initially foresaw to construct two sizes of emergency transitional shelters: 28m2 two-room or 42m2 three room shelters. After the project had started in Jalalabad and while construction permits for Osh region and City were still eagerly awaited, the Cluster realised that due to increasing emigration, amongst other things, very few households would require a three room shelter for the winter of 2010-2011. In order to streamline procurement and construction, UNHCR and its partners thus decided to provide only standardized 28m2 shelters but refer households who may need bigger shelters to CRS, who agreed to increase respective shelter sizes through panel wall add-ons. CRS also provided aforementioned close to 200 households who houses had suffered only minor or moderate damage with new windows, doors and other materials to repair them before the outbreak of winter.

The final shelter design thus used in the UNHCR emergency transitional shelter project is a structure made from brick with reinforced concrete of two rooms (28m2). Illustrations showing the design, as well as the bill of quantities, can be seen in Annex 5. The provided transitional shelter is a permanent structure that can be

extended for permanent housing. Following the participatory focal groups and feedback from the Protection Cluster, the final design and construction materials were selected for their familiarity to beneficiaries, i.e. sand, cement, bricks, GI sheets, timber. The basket of materials was an average cost of $5,100 US per shelter.

The support of local government, including local architects, seismologists and engineers, assisted with ensuring that the shelter design was in line with national and regional best practice. Their knowledge of local construction techniques and uses of materials was valuable in assisting the Shelter Cluster to understanding local cultures, environment, and available resources in order to make an appropriate design. Developing transitional shelter designs around local building techniques and expertise also improved its acceptance by beneficiaries.

Bricks were selected for several reasons, including cost, accessibility, seismic protection and for offering good insulation from winter temperatures. Consideration was given to using mud bricks as they were comparatively cheaper and also used frequently as a building material in the region. However, despite their accessibility, they were ruled out for not offering sufficient seismic protection given the regularity of earthquakes in Ferghana Valley.

Other elements of design taken to increase seismic resistance included laying reinforcement steel wool per each row of five bricks and ensuring the height of all doorframes to be between the distance of the lower and upper reinforcement beams to give further protection. Ring beams were placed at specific levels to increase structural integrity.

The bill of quantities contained approximately forty items, all of which were familiar to both shelter beneficiaries and labourers in South Kyrgyzstan. Again, materials were chosen with the views of national experts in mind because their preferences would also likely to reflect local best practice gained from relevant experience in natural resource management

Community Mobilization

Community mobilization is a process where humanitarian organizations work together with affected persons to address needs through consultation. The section drafted by Save the Children provides more detail below in section four regarding these aspects, however it should be noted that community mobilization was

encouraged as part of the transitional shelter project to support and strengthen locally-available resources, to encourage a sense of ownership and to begin first steps in rebuilding relations amongst communities. It was hoped that an increased sense of community involvement and ownership in the shelter project would help sustain the protection benefits of transitional shelter.

While the effects of reconciliation are difficult to measure in the short to medium term, it is clear that mobilization of large segments of the community to assist with reconstruction, including those not directly affected by the June violence, is key for confidence building among communities .

Procurement

In any transitional shelter initiative, appropriate and timely procurement plays an important role in success of the project, and this element was all the more critical in South Kyrgyzstan given the upcoming winter and the unsuitable cover provided by the lightweight tents. The Danish Refugee Council (DRC) was contracted, as a pre-qualified implementing partner with logistical infrastructure already in place to conduct procurement on behalf of UNHCR since they could source materials with greater speed. This was particularly valuable because, on average, DRC had to amend 70 per cent of the agreed procurement contracts due to the regularly increasing cost of materials and limited ability to supply such large quantities. UNHCR also contributed and assisted DRC through collaborations with a UNHCR supply officer who liaised and contributed to procurement processes.

Tenders for the purchase of construction materials by UNHCR partners were floated on 29 July and 3 August. Materials were purchased locally when possible which provided many advantages: added value to stimulate the local economy, possible creation of livelihood opportunities in supply, and a reduction of delivery times and transport hassles. That said, in constructing almost 2,000 shelters, the required 295,000 bricks and 760 m3 of sand per day exhausted local markets leading to delays in supply and price hikes due to high demand.

Therefore, some materials needed to be obtained internationally, including timber from Russia and other materials from Kazakhstan. International delivery also resulted in some delays due to distance and clearance procedures. However, good relations and coordination amongst implementing partners and other cluster members led to some materials being shared and borrowed to ensure construction continued as

much as possible.

Bearing in mind the fast approaching winter, UNHCR/DRC tenders had to already been launched and procurement contracts signed, even before building permissions for a all areas could be obtained. As the last clearances, for certain areas of Osh City, were only granted in late August, it became apparent that the UNHCR-funded project would need to be further augmented to cover an additional 250-300 shelters. As UNHCR's partners were reluctant to commit to complete these before the first snow would conclude the construction season, a Shelter Cluster observer, the ICRC agreed to provide these households, based on the aforementioned database with construction materials exactly in line with the standard design and bill of quantity of the standard UNHCR Emergency Transitional Shelters.

Construction

On 20 August, UNHCR partners started construction of all emergency transitional shelters through the laying of foundations. The construction itself consisted of **four main phases**, starting with the removal of rubble/debris in each of the compounds so that rebuilding could begin. Construction then took place on the foundations of the previous property, the walls and the roofs and lastly, the finishing elements needed for completion. Government and NGO engineers checked proper completion of each stage of construction in each and every shelter before providing the go ahead for the delivery of materials for the next stage. Building a two-room brick-wall shelter took around 5-6 weeks.

The fact that transitional shelters were built not only in the same compound as the original buildings, but in most cases on the very same foundations, is an aspect of the project particularly deserving note. In many transitional shelter projects, construction takes place on new land and away from beneficiaries which translates as additional hassle for beneficiaries and also the design, planning and construction of new utilities. Additionally, families were able to monitor construction work easily. This right to return, as upheld in the Pinheiro Principles and several human rights treaties, not only entails to the area of origin, but more specifically to return to one's home or place of residence if possible.

The construction process primarily involved self-help from families. This form of labour was selected given the high number of skilled labourers found in South Kyrgyzstan plus the opportunity to rebuild trust through community mobilization and

provide a sense of ownership to the procedures. UNHCR and partners supervised the whole construction phase, providing quality control and capacity building when necessary through on-site training.

Families who lacked the ability and knowledge to carry out the construction (for example female head of households, elderly family members with young children, etc.) were provided with voluntary labour assistance from the neighbourhood.
The participation of beneficiaries played an important role. Many people built their own house or received an amount equivalent to US$800 for labour support. While a good number of construction workers amongst the beneficiaries has been noted, not all were professionals and this caused some delays or lower quality of work.

A further benefit of the construction was that beneficiaries were given the flexibility to make larger shelters if they wished as long as they took care of the additional cost. Also, they were allowed to change the locations of doors or windows, add veranda or other modifications. This flexibility contributed greatly to the ease of implementation and beneficiary satisfaction since their views and desires could be taken into consideration.

Completion

During regular monitoring visits to building sites by Shelter Cluster engineers, it became evident there was a need for agreed criteria regarding what exactly constituted completion of each construction phase. Amongst the Shelter Cluster, it was clear that one set of criterion would also be valuable to gauge completion across all implementing partners. Therefore, definitions were agreed by construction technicians and circulated amongst shelter cluster members in order to have the same understanding of what constitutes completed walls, roofs and the shelter entirely.

The full breakdown of what would constitute a full completed shelter is when the shelter can be closed in, having functioning doors and windows, so that it could be heated with reasonable flooring plus all finishing material is provided to the household. All agreed definitions can be found in the Annex 7.

For the actual handover of a single shelter to an individual beneficiary household, certificates of “shelter completion” were provided. These certificates were signed by the beneficiary, implementing partner, UNHCR and SDRR representative and

included the date of handover. This certificate recorded exactly what work was completed on each shelter, highlighting the distribution of 37 items of construction material to the objective of the humanitarian assistance, i.e. a two room transitional shelter.

The certificate meant that beneficiaries should not have any claim to dispute the quantity of construction material received. Furthermore, the certificate intended to de-link UNHCR and implementing partners from being responsible for any major or minor repairs in the future. Annex 7 provides a copy of this certificate.

Monitoring and Evaluation

In line with the Shelter Strategy, and in order to ensure that the shelter project was done in the best interest of the beneficiary, UNHCR set up special complaint mechanism procedures and instructed shelter partners to see that all complaints were brought to the attention of management. Beneficiaries were informed that when registering a complaint, organizations would ask for the complainant's identity and contact details so that they can be informed of the follow-up.

Despite all challenges and constraints, the construction of all emergency transitional shelters were completed before the first snow fell in South Kyrgyzstan in early December 2010. 1,301 had been provided by partners of UNHCR[6], and 319 by ICRC[7], while CRS had repaired another 112 less damaged houses. Within a hundred days, a total of 10 million bricks and 7 million tons of cement were used, as well the following amounts of construction materials required each day: 800 cubic metres of sand, 600 cubic metres of gravel, and 750 cubic metres of construction aggregate. All of these materials were moved stage by stage to close to 2,000 distinct locations and combined to complete housing in what sometimes appeared like a surgical operation. The project succeeded due to excellent cooperation and teamwork, management and coordination, involving all shelter cluster members, authorities and UNHCR.

UNHCR's emergency transitional shelter project was of considerable importance not only for putting a roof over the head of former refugees and displaced persons but

[6] 568 by ACTED, 402 by DRC, 331 by Save the Children Fund

[7] Mainly in Ak-Tilek and Furkat Districts of Osh City. The discrepancy between the 1,699 houses identified in need of reconstruction as per the rapid needs assessment and the total 1,620 constructed by UNHCR and ICRC derives from ongoing corrections in the shelter database and the fact that a small number of owners/inhabitants of destroyed houses were not present in / reachable from Kyrgyzstan to enable or necessitate their reconstruction.

also for restoring a sense of community to neighbourhoods that had been destroyed giving people hope for the future and for helping to rebuild trust in authorities. Beneficiaries, local communities, authorities and civil society, international agencies, and donors alike appraised the project's efficiency and effectiveness, motivating the President of Kyrgyzstan to award UNHCR through its Representative with the highest national honour, the "Dank" medal, for the emergency UNHCR operations in Kyrgyzstan for significant contributions in strengthening interethnic harmony, social-economic, cultural and spiritual development of the country.

Winterisation

In addition to constructing emergency housing, in line with its humanitarian mandate UNHCR launched a winter aid project that targeted not only all the households that had lost most or all their clothing, furniture, and other household goods during the looting and arson of June 2010 but also other vulnerable individuals and institutions in the country. Over 2,000 families in Osh and Jalal-Abad province were provided with 1 tonne of coal, 25,000 people and an additional 64 social institutions received warm clothing provided from Japanese retail company UNIQLO. The support of Swedish furniture company IKEA allowed UNHCR to distribute 13,700 folding beds, 19,600 mattresses, 35,200 bedding sets and 30,000 pillows to provide for families. Thus, UNHCR's winter aid programme covered over 50,000 people in Osh, Jalal-Abad and Chui provinces, not only to the affected population, but also to other categories of socially vulnerable people.

Conclusion

Finally, the emergency transitional shelter project indeed constituted an integral first stage of reconstruction. In the spring of 2012 the Asia Development Bank entered into an agreement with the SDRD to again commission ACTED and DRC to continue reconstruction. This "second phase of reconstruction" (equivalent to the third part of the original shelter strategy[8]) would use the shelter database and many other designs and experiences established under the UNHCR project to finalize reconstruction by increasing the housing space on each household's plot from the minimum of 28m2 provided by the emergency project to its pre-conflict dimensions up to a maximum of 100m2.

[8] Please refer to page six for a recollection of the Shelter Strategy parts.

UNHCR’s emergency transitional shelter project proved most suitable and successful in the particular situation and political, economic, social, cultural and climatic environment of South Kyrgyzstan. It is hoped that it may provide some good models to address urgent humanitarian shelter needs even in other humanitarian crisis.

PART 1 - The Survey and the Database – contributed by ACTED

Main outcomes:

- Count of the affected houses and damage assessment to permit planning for shelter reconstruction efforts.
- Precise location and mapping of the damaged compounds to facilitate programme implementation.
- Generation of beneficiary lists to inform the wider humanitarian program planning for assistance to directly affected populations.

I. The Rapid Joint Shelter Assessment

In early July 2010, assessments of the extent of damage to houses in Osh and Jalal-Abad Provinces as a result of the June events remained the subject of estimation. In order to develop a strategy to address the shelter needs of those whose houses had been severely damaged or destroyed, it was necessary to establish a precise count. Furthermore, it was also necessary to identify the precise location of these houses and assess the degree of damage that each had suffered. Members of the Shelter Cluster launched a joint survey which was undertaken in Osh between 3 - 23 July. The assessment was led and supervised by UNHCR, with teams seconded from Save the Children, International Committee of the Red Cross (ICRC), Catholic Relief Service (CRS), Scientific Technology and Language Institute (STLI), and the Agency for Technical Cooperation and Development (ACTED).

In practice, the assessment provided a census of all houses damaged or destroyed during the June events, paving the way for precise planning for transitional shelter reconstruction. Assessment teams visited each house, recorded the address and GIS coordinates, categorised it according to the extent of the damage and took photos and sketches as evidence. The assessment also recorded the profiles of the homeowners and their families in order to provide basic demographic information about the affected households. The initial report of these findings, prepared by ACTED, was shared with Shelter Cluster members to guide the planning process.

I.1. Assessment methodology

Identification of affected areas: Information as to the whereabouts of areas with large concentrations of damaged or destroyed houses was obtained using satellite imagery provided by UNOSAT. This was used by ACTED to map the areas where damaged properties were located. These were then divided into 13 regions in Osh Province, and five regions in Jalal-Abad Province.

Based both on UNOSAT imagery and the material developed under past disaster risk mapping programmes, ACTED was able to produce detailed maps for each of these regions roughly indicating the locations of damaged houses. These maps were then divided into sub-areas, each of which was allocated to an assessment team. In addition to maps, assessment teams held discussions with Quarter Leaders and community members to locate any damaged houses that may not have been identified on the maps. Houses in rural areas or in neighbourhoods in the cities that had not suffered extensive or concentrated damage, were located on an ad-hoc basis, based on indications from local communities and their representatives.

In Osh and Jalal-Abad Provinces, thirteen teams were deployed to carry out the assessments. Each team was composed of one team leader, one engineer and one Community Mobiliser. In addition, one supervisor was responsible for organising mobilisation sessions with district leaders and key community members, in order to explain the purpose of the assessment, and ensure that household members were informed of the time and date of the survey.

In Sulaiman Too district of Osh City and Kyzyl-Kyshtak Administrative Oblast, an alternative, community-based approach was used. In these areas, community members conducted the assessment directly, with support from three supervisors.

Development of assessment questionnaires: Two comprehensive assessment questionnaires[9] were developed by ACTED, with subsequent revision and finalisation by members of the Shelter Cluster prior to the assessment being carried out. These were:

- A technical survey form to assess: the type of building; the building materials used for walls, roof, flooring and foundations; access to and type of utilities prior to and after damage; and the extent of the damage (see below for information on damage categories).

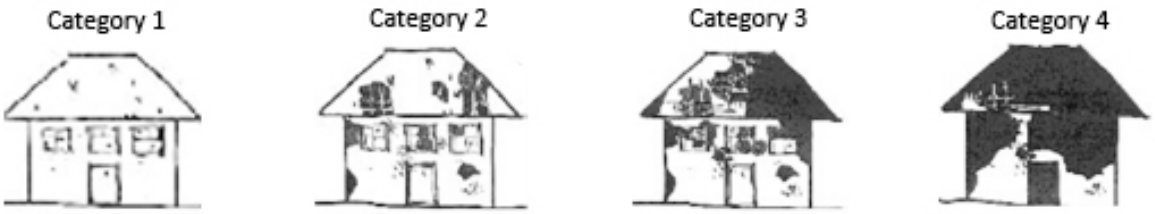
[9] Please refer to attached assessment documents

- A household survey form to collect basic data about the homeowners, including: number of families living at the address and their constitution; the intentions of these families with regard to their homes, any assistance received since the June events; the existence or not of any identity or property documentation.
  Further GPS coordinates sketches and pictures of each damaged housing unit taken in combination with the assessments provide a comprehensive overview.

The assessment tools allowed surveyors to categorise each house according to the extent of physical damage. Four categories were defined by Shelter Cluster partners and served as basis for the reconstruction programme:

- Category 1: minor damage (broken hinges on doors; light burn marks; broken roof tiles; cut off from utilities including electricity and water)
- Category 2: moderate damage, below 30% damage (damaged roof materials but not roof structure; interior walls damaged; doors and windows destroyed)
- Category 3: major damage, over 30% damage (burned concrete construction; destroyed roof; interior walls destroyed)
- Category 4: entire reconstruction required (serious structural damage; walls and roof collapsed/require demolition; burned mud brick construction; severely damaged foundations.)

The images below were included on the assessment forms, providing the teams with a visual aid to establish the category of damage of the houses visited.



II. The Joint Shelter Database

II. 1. Objectives and use of UNHCR/REACH shelter database

The information collected from the Rapid Joint Shelter Assessment was entered into a dedicated database developed by ACTED and its affiliated think-tank REACH/IMPACT.

Beyond consolidating all available information, this database was upgraded with the use of Oracle software and Geographic Information System (GIS) technology in order to:

- Facilitate data analysis: a large amount of data can easily be sorted and analysed at different levels, such as a selected geographic area, at household level or at individual level. The database generates automatic statistical reports, while tailored reports can be devised and extracted into Excel.
- Streamline reconstruction efforts by mapping the damaged areas: The database allowed areas of responsibility (AoRs) to be allocated to agencies involved in the reconstruction efforts, based on the number of houses in an area and the extent of damage to them. The link to a GIS application allowed the creation of operational and interactive maps displaying all necessary information contained in the database.
- Allow additional humanitarian aid to be channelled in a targeted manner: Allowing quick identification of households directly affected by the June events facilitated rapid and accurate selection of beneficiaries. The database was also used to generate beneficiary ID cards, which were checked to ensure proper channelling of food and NFI distribution to affected households.

II. 2. Limitations

The original assessment was carried out in the immediate aftermath of a serious and violent crisis, and in the context of on-going instability and tension. Large-scale population movements, and the community's fear of further violence or retribution and continuing sporadic harassment and intimidation, all inevitably affected the degree of the assessment's accuracy. While the original assessment gave an important and fairly accurate insight into the situation of the most affected households, some were still displaced from their homes and therefore could not be included in the assessment. These remaining households were subsequently incorporated into the shelter database as families and house owners returned to their homes and approached UNHCR or its partners for inclusion in the database and subsequent assistance. Following this, it is likely a small number of houses remain excluded as some damaged homes remain unoccupied and the whereabouts of some house owners are still unknown.

As the assessment was done so close to the June violence protection issues and details about the impact of the events on households - beyond damage to physical property - were deliberately not included in the assessment. Taking into account the sensitivity of such issues, an assessment investigating the impact of the crisis on protection issues was undertaken separately.

The usage of the four damage categories was aimed at allowing donors and implementing agencies to plan and evaluate the extent of the planned reconstruction effort. While attempts were made during the assessment to clearly distinguish between damage categories, the range of damage to different parts of one compound meant categorisation cases were not always clear cut[10], predominantly these were houses with damage that fell between categories two and three. Efforts were made to ensure consistency in the categorisation of compounds and, if required, reassessments were carried out by engineers on a case-by-case basis.

II. 3. Joint adjustment and fine-tuning process

The original assessment data was continually updated as reconstruction work commenced when further information became available. Efforts were made to eliminate discrepancies between the database information and the situation on the ground. The success and accuracy of the initial Rapid Joint Shelter Assessment meant that approximately 90% of the initial data did not need to be amended, but minor errors in street names or family names were corrected (usually in relation to spelling consistency). Disputable categorisation cases were reviewed and revised and new compounds were added when identified.

The fine-tuning of the joint shelter database was achieved through the following steps:

- Feedback from the technical teams: Template forms were developed for engineers to report any discrepancy between the original assessment and their own assessment during the early phase of construction.
- Mutual feedback between the Shelter Cluster partners: a number of inter-agency meetings were held in order to ensure benchmarking on any modification criteria and to clarify the evolution of each organisation's caseload.

[10] The majority of damaged properties were generally composed of several separate buildings on one compound and the extent of damage to each physical building was at times quite different

- ACTED's complaint unit referred any cases to the database team of compounds which not been included in the original database, for a variety of reasons outlined above. These houses were then assessed according to the standard assessment methodology and entered onto the database where appropriate.
- Final cross-check and approval by the State Directorate for Reconstruction and Rehabilitation (SDRR): As a result of its own damage assessment, SDRR compiled a list of affected households which generally corresponded with the Rapid Joint Shelter Assessment database. However, discrepancies were identified such as compounds found on one list and not the other, different addresses, and different names. UNHCR, SDRR and the Shelter Cluster partners agreed on the necessity of having one single, unanimously endorsed list. In close cooperation with SDRR, ACTED systematically compared both lists and highlighted the discrepancies. Disputable addresses were then sorted by area and type of problem and SDRR and the Shelter Cluster partners jointly visited each one before reaching agreement for the overwhelming majority of addresses.

Conclusion

The shelter database became an invaluable tool not only for tracking information directly linked to house rehabilitation or reconstruction, but also as a basis for selecting beneficiaries for other activities, such as targeted food or non-food item distributions. The database continued to be an important instrument for addressing remaining protection needs in 2011 as it assisted with the fair and transparent channelling of humanitarian aid and was also used for identifying beneficiaries for implementation of the "2nd phase" reconstruction efforts.

PART II - **The links between Shelter and Protection – contributed by DRC**

One of the most visible and obvious tragedies of the June 2010 violence in south Kyrgyzstan was the burning and looting of homes and businesses that left thousands of people without shelter and destroyed the means of income for many more.

Since the winter season was fast approaching, the humanitarian community, supported by local authorities, had as its primary focus the construction of nearly two thousand homes in just four months. By providing adequate shelter quickly, several protection objectives could also be pursued.

The humanitarian cluster system was immediately established at the end of June 2010 for both Osh and Jalal-Abad districts. The Shelter and Protection Clusters, both chaired by UNHCR, worked around the clock to analyze different humanitarian response options to provide appropriate shelter to address some of the protection issues of the affected population.

Members of both shelter and Protection Clusters, including UNHCR, DRC and many others, continuously advocated for the emergency shelter intervention to have a clear and effective protection focus. This was because shelter was perceived by the affected population as the one of the main issues to be addressed in order to move toward stabilization of south Kyrgyzstan.

Addressing protection concerns through shelter considerations

The humanitarian intervention selected by the Shelter Cluster members in Osh and Jalal-Abad, with the support of local authorities, was the construction of a seismic resistant, winter-resilient, emergency/transitional shelter model made of bricks which would be perceived by the affected population as a satisfactory first step toward normalization of the situation. The implementation modality selected for the construction of the shelters was a self-help scheme, under the supervision of UNHCR's partners and UNHCR's shelter unit.

The shelter project was implemented during a extremely sensitive environment, when confidence in authorities, and even with neighbors, was minimal or non-existent. Rumors of renewed violence or retaliation, as well as increased tensions related to the pending parliamentary election, further contributed to security concerns. Thousands of people fled immediately after the violence of June 2010 due to

protection concerns and although the majority returned within a short time, the overall sense of security remained low and the possibility for renewed displacement was ever-present.

The shelter solution adopted not only addressed the obvious shelter needs of the affected population, but has also helped to address several protection issues. In particular, the shelter program contributed to:

- the physical protection of the affected population through the construction of a solid-structure home, especially in winter;
- reducing the likelihood of prolonged or further displacement;
- keeping extended families together;
- strengthening community self-protection;
- protecting homeowners' right to remain on their land;
- ensuring security of tenure by recovering their housing, land and property documentation;

It is also important to note that all affected families interviewed during protection monitoring visits in the affected areas stressed the need for the construction of a solid transitional shelter that would give them better protection in the volatile situation as well as a psychological reassurance of permanent return.

Even though small movements of population were still reported during the reconstruction period, the building of brick-houses on the initial land plots where houses were destroyed facilitated the project's main achievements of prevention of larger-scale displacement and upholding the right of the affected population to stay on their land.

In addition, the shelter programme kept families and communities together which had immediate protective benefits. Among others, maintaining a familiar environment for affected persons facilitated some sense of security and safety.

The self-help approach to shelter construction had the protection benefits of enhancing community-support and collaboration as well as for identifying and providing assistance to most vulnerable people.

Addressing protection concerns through housing, land, and property documentation for transitional shelters

The protection focus to the shelter activities was further reinforced through legal assistance to the affected population provided by UNHCR and DRC to obtain housing, land and property (HLP) documents. Lack of HLP documentation was found to be a prevalent issue among the affected population caused by different factors:

- documents were lost (or burned) during the violence or ensuing displacement;
- lack of knowledge about the need for and importance of documentation;
- lack of information about the procedures for acquiring new or replacement documents;
- difficult access to government offices dealing with documentation requests.

The Protection Cluster's activities related to shelter were focused on obtaining HLP documents to guarantee the right to property through documented legal safeguards to the security of tenure. To accomplish these objectives, throughout the reconstruction period mobile legal teams were formed, each comprised of lawyers and protection officers to assist affected families in the restoration of lost documents or registering their property rights. The mobile legal clinics continued in the months after the shelter construction was complete to assist the affected families in the restoration of lost documents or registering their right to property.

Conclusion

The synergy of the shelter provision and general protection activities, including legal aid to restore relevant legal documentation generated an integrated humanitarian response aimed at effectively addressing the immediate protection issues of the affected population.

PART III **Community mobilization – contributed by Save the Children**

During implementation of the UNHCR-funded shelter project in south Kyrgyzstan, it became clear that its strength laid on the intensive participation of the community. Without the active and supportive work of people in the community, the shelter project would not have been as successful... Given the forthcoming winter period where temperatures regularly stay close to freezing point, the construction work had to be done in a relatively short amount of time; this motivated beneficiaries, partners and government agencies to undertake an enormous amount of work.

As part of the Shelter Cluster, Save the Children followed several widely accepted principles of community mobilization ….:

- Respect for culture
- Respect for current existing leadership
- Empowerment of those with no representation

Following these principles facilitated STC's completion of all project goals without any conflict in the community.

I. The principle of self-help and the role of the beneficiary

The guiding principle of the UNHCR-funded shelter project has been self-help. The Shelter Cluster gave beneficiaries the capacity to provide for their own shelter needs through providing them with construction materials and technical expertise to construct a brick house.

From the beginning of the shelter construction, beneficiaries were informed of their role and responsibilities:

- To unload construction materials from trucks
- To provide a safe, dry space to store construction materials
- To give a copy of passports and home ownership documents, when available
- To provide labor from the family to assist in the construction of the house
- To collect mini-grant payments from the bank in a timely manner
- To pay construction workers fairly
- To build the house according to the technical guidance given by engineers

Beneficiaries were also informed of the responsibilities of the international NGOs, so they could have proper expectations:

- To liaise with the government to obtain building permits
- To provide technical information for construction, including how much and which construction materials would be used
- To ensure safe delivery of construction materials to the sites
- To arrange for laborers in the event that the family could not provide for itself

Due to clear communication with beneficiaries about the shelter project, there was very little disagreement or unwillingness from beneficiaries to give support. This was very useful to manage expectations of beneficiaries, without creating expectations beyond what would be given

II. Wanting a brick house

The main reason why community mobilization succeeded is because beneficiaries wanted brick shelters. Bricks are the primary construction materials used for housing in Kyrgyzstan, and beneficiaries were eager to rebuild using a material with which they were familiar. A solid, permanent home also fostered a greater sense of security for beneficiaries trying to rebuild their lives.

Brick was widely used before the conflict, so it was easy to find construction workers who were skilled in its use and in general masonry. Many of the laborers who worked in this project had bricklaying experience in Bishkek or Russia.

III. Mobilizing for rubble removal

In the parts of the project where self-help by the shelter beneficiaries was not applicable, Save the Children again used community mobilization principles to fill the gaps.

STC needed thousands of labourers to remove more than 15,000 cubic meters of debris from the streets of Osh city, Jalal-Abad city and Bazar Korgon. The hiring and organizing of labourers for rubble removal was the largest and most complicated aspect of community mobilization within the shelter project. To further complicate matters, this work had to be completed within five weeks for the shelters to be built by winter.

Luckily many had been laborers before in Russia before the crisis so were many were used to preparing conditions for construction to begin

To accomplish this task, STC mobilization staff invited people from the neighborhoods surrounding the buildings destroyed by the violence to attend community meetings about rubble removal. STC expected that families living in areas directly affected by the violence would contribute to the clearing of their compounds without additional compensation. At the community meetings, staff informed people of the conditions and expectations of the labor to be undertaken, as well as the necessity to begin the task immediately.

After the meetings, STC registered people who expressed an interested and divided them into teams. From that point on, Site Supervisors and Community Mobilizers directed their teams to clear a list of addresses.

IV. Fostering support for neighbors

Beneficiary identification was the initial step in the shelter project. However, since the majority of beneficiaries did not have recent legal documentation, the task of identifying a burned house and identifying its legal owner are two very different processes. Save the Children staff quickly realized that more than half of the beneficiaries did not have recent, legal documentation, which in most cases had burnt along with the houses.

To resolve this issue, Save the Children held community meetings to determine the legal representative of the different properties. These meetings respected cultural norms for the local elders, *ak sakals*, were convened to monitor and approve the fairness of the meetings. During the meetings, elders read addresses one at a time, and homeowners stepped forward and identified themselves. If the community agreed and recognized that individual as the homeowner, the name would be recorded on the beneficiary list. This process was successful in every case where the beneficiary was available to attend the meeting. There were several situations where the homeowner lived in the Russian Federation, but in those cases, STC assisted the beneficiaries to be represented by someone with the power of attorney.

STC also used this process as a chance to identify beneficiaries who did not have the capacity to provide unskilled labor to carry out construction. By gathering the homeowners together, STC facilitated community-based solutions to the rubble-clearing problems and delays in the shelter program.

Additionally, by bringing the community together to discuss a topic of such great importance, STC also created feedback channels and learned who in the community truly had the respect of other members. This became a critical asset later when neighbors had disputes about project- and non-project related issues.

V. Conclusions and recommendations

In view of the successes of community mobilization, it is clear to STC that the principles that guided the work and the relation with the communities made a significant difference to the achievements gained. Reconstructing more than 1,300 houses required the direct support of beneficiaries and their families. In the future, projects of this nature should remember the main lesson to be drawn from the UNHCR-funded shelter project: beneficiaries are cooperative when they receive a culturally appropriate and are given opportunities to give culturally valued input.

Part IV - **Addressing protection concerns through housing, land, and property documentation for transitional shelters – contributed by UNHCR Kyrgyzstan**

UNHCR's HLP legal aid activity, implemented with the assistance of DRC, aimed to restore land property ownership documents for those affected by the events of June 2010 and, in particular, those whose homes were destroyed.

However, after the completion of construction, it became clear that despite the assumption that property documents were lost in the June 2010 events - based on the preliminary HLP assessment following the conflict – the real picture was substantially different. In fact, the vast majority of homeowners had never possessed such documents. This gap in the legal protections afforded to the families living in the newly built shelters was particularly significant due to Kyrgyzstan's challenging HLP landscape where expropriation and land grabbing are regular occurrences, made worse by a complicated and constantly evolving legal framework and local authority intentions to carry out urban development in areas previously affected by the conflict. Therefore, HLP documentation activities became more a question of obtaining documents in the first place; it was decided that providing legal advice and counseling to the target population was essential in providing legal safeguards to protect their property rights. The overall purpose of the project was to strengthen the protective environment for IDPs, returnees and other conflict-affected individuals and to promote durable solutions. Due to documents not being possessed in the first place, the HLP legal assistance proved to be a significantly more demanding legal job than initially planned with typical cases requiring court decisions or clarifications of unclear legal grounds.

To facilitate the restoration and full establishment of HLP documents, UNHCR partner lawyers developed a multi-pronged approach[11] that included over 1,000 mobile legal clinics and awareness-raising sessions, individual legal assistance, group counselling, monitoring and advocacy of HLP-related issues and training of local authorities. Since the beneficiary population was not concentrated in a single

[11] In order to obtain HLP documents, the property owner needs to be in the possession of personal documents. In many cases, the latter were also lost or destroyed during the violence. Therefore, UNHCR together with DRC and CIP (in cooperation with the State Registration Service (SRS)) provides legal counselling and support plus, where necessary, legal representation to obtain new personal and HLP documents.

geographic area, the establishment of mobile clinics was vital in ensuring access to legal aid for 100% of affected persons living in newly constructed shelters.

Two types of documents which were restored and obtained:
1)“property rights establishing” legal documents pertaining primarily to the land plot where transitional shelters were constructed – these were informally referred to as “HLP documents”
2) Registration of shelters as permanent private residences – also referred to as “registration”
Both were considered important for they provide conclusive proof of ownership in the event of a dispute, or more significantly, expropriation.

Results

Since UNHCR’s HLP documentation restoration activities began in 2010, DRC’s legal clinics held 2,335 beneficiaries in their database; each one corresponding approximately to a residential land plot and, therefore, representing an affected family: in total, approximately 16,825 individuals. 3,998 HLP documents were obtained or restored. Legal assistance and counselling was provided to all persons receiving these documents, and most vulnerable families were assisted with the payment of fees for documents.

Construction registration activities were met with more challenges (detailed below), though since activities began 541 shelters were registered by the end of September 2012

Mass registration of all shelters (phase I by UNHCR and phase II by ADB) has just begun at the time of writing and it is hoped that the process will be completed by the end of 2012 for the majority of cases.

Challenges of HLP documentation

The process of obtaining HLP documents has been riddled with obstacles.
Due to **protracted timelines** – because of follow-up with relevant authorities, beneficiaries and awaiting court outcomes - completion of the remaining caseload boiled down to simply a matter of time. As a phasedown of HLP documentation activities, DRC focused on clearing the remaining caseload by passing them to local NGOs or lawyers who received capacity building training to oversee the legal cases which would likely take longer term action to resolve.

Many cases were difficult to carry forward legally because, while the lawyers had done everything necessary, despite repeated urging and PI campaigns, many beneficiaries did not file applications or otherwise follow-up. There was a significant **lack of awareness and understanding of the importance of HLP documentation** among the population; it has been time-consuming to mobilize the shelter beneficiaries to obtain relevant documentation and register their shelter. Following legal counseling and preparation of applications, HLP lawyers could cite examples of physically having to transport beneficiaries to relevant offices to submit their applications.

Construction registration was also a long drawn-out process, primarily due to the political situation in Osh and the need to register the whole property as one whole (both phases, UNHCR and ADB). Hence, registration for the majority of shelters had to wait until after finalisation of the above-mentioned ADB programme.

The authorities' position evolved as follows: Initially, UNHCR and the authorities agreed to register the emergency transitional shelters as permanent houses and private property – this would further support the legal safeguards provided by the HLP documents obtained as detailed above. A procedure was established for this. At the same time, ADB decided to launch the second phase of construction to expand the 28m^2 UNHCR shelters to 100m^2 in May 2011. Following this, the Government requested - and ADB agreed - to postpone construction registration for those 2010 "first phase" emergency shelters that were also part of the ADB project until after the 2nd phase was completed. This agreement was made as it was considered that one time registration was more favorable to beneficiaries to safeguard the whole property, instead of part of the property. A small number of shelters were not being expanded under the ADB programme, and UNHCR continued with construction registration assistance to these "first phase" only shelters[12]. UNHCR provided registration fees for all first phase shelters, and ADB committed to provide funds for second phase.

In Osh, a lack of political will made the construction registration process even more cumbersome; with the local architecture office demanding additional works on the "first phase" shelters. As Osh is a more politicized environment, it was suspected that the shelter registration was looked at by authorities as a potential obstacle for future implementation of the city development "master plan".

[12] By December 2011, 38 such shelters were registered in Jalalabad.

In October 2011, a new government was elected and subsequently many changes happened within government, including changes of SDRD personnel. These factors hindered further registration process.

In December 2011, legislative and policy changes and transfer of registration authority made many necessary registration functions redundant, as well as providing uncertainty to procedures. The situation changed in May 2012, with the help of ADB and UNHCR's advocacy, a simplified and unified registration process was agreed by SDRD. Since then, registration is on-going and is expected to conclude for the majority by the end of 2012.

Urban development in Osh and Jalalabad

In May 2012, Osh City authorities intensified their urban development activities to extend a residential street, Monueva Street. However this was carried out without transparency, though bi-lateral discussions and without clear and established procedure. This was of particular importance considering a significant number of Monueva Street residents were negatively affected by the June 2010 events.

That said, most households were offered compensation from relevant local authorities which they agreed to, and the applied procedures were deemed acceptable to the house owners. Compensations were given as well as land plots for expropriated households to build new homes.

ANNEXES

of

“The Emergency Transitional Shelter Project in South Kyrgyzstan”

Kyrgyzstan Emergency Shelter Strategy

27 July 2010

Background

1. On 10 June 2010, a wave of deadly violence began in the multiethnic city of Osh in southern Kyrgyzstan. A series of incidents seem to have provoked a rise in tension between the ethnic Uzbek and Kyrgyz communities in the city. On the night of 10-11 June, several thousand youth confronted each other in the city centre with sticks, steel rods and guns. Over the course of several days, the violence continued in the city, and spread to the surrounding district of Kara Suu and neighboring Jalalabad Province. The areas affected have seen widespread arson, looting of state, commercial and private property and destruction of infrastructure.

2. The conflict led to displacement of over 375,000 persons, approximately 18% of the total population of Osh and Jalalabad, of which approximately 300,000 were internally displaced within the affected provinces, and 75,000 to sought refuge in neighboring Uzbekistan. The Flash Appeal estimated 40,000 internally displaced persons need acute help with their shelter, food, water and protection needs. A further estimated 260,000 IDPs living with host families required support to facilitate their stay.

3. The situation has since improved somewhat and refugees and majority of the internally displaced persons have started to return, including to their damaged and destroyed houses.

4. It is estimated that most of the estimated 75,000 refugees and 300,000 IDPs have returned to their homes. Nonetheless, up to 75,000 people continue to be displaced, including an estimated 37,500 people who are unable to return as their homes have been damaged or destroyed and equal numbers are displaced due to their fears for safety and stability. Some displaced people are accommodated in tents

Shelter Parameters at a Glance	
Affected Areas	Osh and Jalalabad Provinces of Kyrgyzstan
Total displaced, internally and refugees	**300,000 IDPs** **75,000 refugees** at height of crisis **Current situation:** 75,000 displaced including 37,500 with transitional shelter needs
Damaged/destroyed houses	**2,000** in total with **1,500** in Osh, and **500** in Jalalabad
Shelter Strategy, developed in close consultations with the Government of Kyrgyzstan	i. **Emergency assistance** to returnees under the self help programme; ii. **Basket of temporary/transitional shelter support** and **winterization** pending permanent solutions; iii. **NFI assistance for displaced living in host families** to accommodate affected population unable to return to their home due to damage iv. **Durable housing** by the Government of Kyrgyzstan (strategy to be developed by the Government)
IASC Coordination Mechanism	Shelter/NFI Cluster led by UNHCR in Osh and Jalalabad Technical and NFI. Some 60 participating agencies including INGOs and KRCS.
Government Coordination	State Directorate for Rehabilitation and Reconstruction (SDRR) and Min. of Emergency Situations (MoE)

pitched near their damaged homes. However, most IDPs continue to be accommodated in host families and some 500 are accommodated four collective centres.

5. Though damage assessments were carried out the results of which are being compiled, indicative figures for these categories of returnees and IDPs are given below. It is to be noted that due to limited access to parts of affected areas makes it hard to establish precise data and profile of the displaced/returnees at this stage.

Shelter Coordination

6. On 23 June 2010, 2010 the **Shelter Cluster Coordination** mechanism was established under the leadership of UNHCR which brought together the humanitarian response implemented by the local and international NGOs, KRCS and UNHCR. The first shelter cluster meetings were held in Bishkek. As of 25 June 2010, regular shelter cluster meetings commenced in Osh and in Jalalabad in the respective UNHCR Field Office. ICRC regularly attends to ensure coordination.

7. The **Government of Kyrgyzstan** By order of №58 of June 24th, 2010 established a *State Commission for the Assessment of Damages in Osh city, Osh and Jalalabat region (SCAD)* was tasked to conduct damage assessment of damaged houses, business and public buildings. The State Commission was due to release its assessment results on 16 July. On the basis of this assessment report, the *State Direction for the rehabilitation and Development of Osh and Jalalabat city* will elaborate a Plan for the Reconstruction and lead its execution on behalf of the Interim Government of the Kyrgyz Republic. The Government of Kyrgyzstan estimates that as at 28 June some 1,600 families have returned[1] to their damaged houses. The Ministry of Emergency Situations (MoES) is also conducting damage assessment of both in Jalalabad and Osh. This preliminary figure of 1,600 will be revised by MoES and the State Commission once their assessment is complete.

8. The Shelter Cluster, MoES and UNOSAT damage assessment and returnees figures will be reconciled as the data is made available.

9. **Shelter Cluster Information Management** system which is currently developed by ACTED will form the basis of the shelter cluster coordination, planning and monitoring.

Shelter Reponses

10. The **immediate emergency response**, as a preliminary strategy was to respond to the shelter and non-food-items (NFI) needs of the newly displaced. Emergency tents and NFI distribution was undertaken by Shelter Cluster partners to avert further sufferings and loss of life. Though this emergency distribution is near completion which helped stabilize population, targeted assistance may continue on identification of needy vulnerable families.

11. In order to define **emergency transition response for winterization**, the planning figure of 2,000 was used for damaged/destroyed shelters. This in view of the fact that accurate data is not yet known until the time the UNHCR-ACTED fielded assessment is completed which is supported by other Shelter Cluster partners, Save the Children (SC), Scientific Technology and Language Institute (STLI), Kyrgyz Red Crescent Society (KRCS), and Catholic Relief Services (CRS). The following **planning figures** are used for the Shelter Strategy which also draws on UNOSAT satellite

[1] 1,279 in Osh (515 in Osh city – 764 in Osh Province); and 319 in Jalalabad data as at 28 June 2010. For details please see Annex-1

imagery data[2]. Subsequent information obtained from the preliminary findings of the shelter survey has necessitated that the initial planning figure be reduced from 2,250 to 2,000 houses. The revised planning figure and location is as follows:

Area/location	No of houses
Osh	**1,500**
Jalalabad	**500**
	2,000

Overview of shelter needs and participatory planning

12. The shelter cluster agreed to undertake a house-to-house survey wherein 100% of all recently damaged residential structures would be assessed. Information as to structural damage, as well as pre- and post- conflict data about the household was collected. The data is entered into an information management system and is available for review by internet.

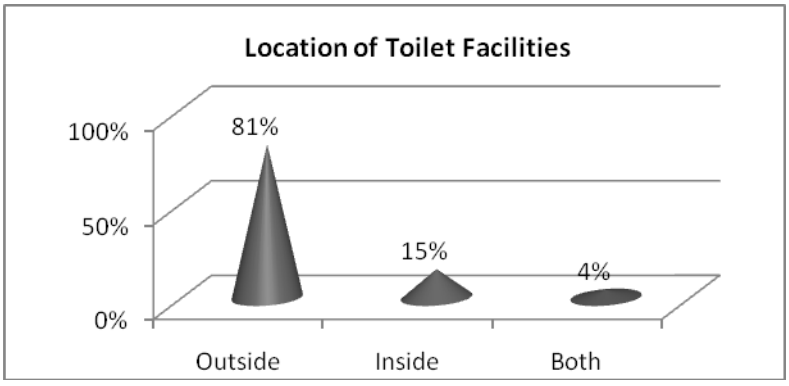
13. The survey commenced through a pilot phase on 3 July 2010. The survey was completed for Osh city on 10 July. The Jalalabad component is planned for 11 – 13 July 2010. Surveyors included staff from ICRC, ACTED, CRS and Save the Children-US. Data entry is on-going.

14. Some preliminary results give an indication as to the extent of the damage. The below preliminary results are based on the information collected from 770 houses in Osh city, which is an estimated 38% of the expected overall total of houses that were damaged in Osh.

Pre-conflict household and structural information

- Average number of people per family: **7.5** persons.
- Average number of families per household/compound: **2 families**. (15 persons). In this assessment, a 'household' is defined as 'one or more nuclear families related by blood or law who share the same compound.'
- Most compounds have 2-4 small houses. The main type of house is a **Private One Story**. House coverage area includes the total covered area of these buildings.
- The average uncovered space in a compound is **329.2 m.^{2}**
- **96%** of homes had plastering over the wall materials.
- **96%** of houses have timber floors, while 3% have a linoleum/timber combination.
- **82%** of the roofs were made of slate.

- Close to 100% of houses had access to water before the crisis, the majority through the municipal tap network. A minority also has access to private handpump or electric tube wells. Collective handpump and electric tube wells are also available in some neighborhoods.



- 94% of houses had toilets. Of these, the large

[2] UNOSAT Imagery Data: in Osh 1,805 fully damaged houses and 72 severely damaged houses. In Jalalabad 400 fully damaged houses

majority were outdoor facilities. More than half of assessed houses no longer have toilet facilities since the crisis (58%). The majority of these are Category 4 houses. If a shelter construction design is being considered, it should include plans for the replacement of toilet facilities.

15. Participatory planning focus group discussions were held in Osh and in Jalalabad to learn more about returnees plans for the winter, their preferred modalities to receive assistance and to discuss general design parameter. The main conclusions from these discussions included:

- People are anxious to rebuild. While the question of security was raised, people 'consider this place home' and want to start rebuilding/ repairing as soon as possible. People have already spoken of the upcoming winter with some anxiety. If the situation remains stable, the overwhelming majority plan to re-build and return to their property.

- People feel uninformed as to Government and International shelter programmes. People want information on which to make decisions. Thus far, most are adhering to the Government decree asking that the Government assessment be finalized before clearing the rubble from their property, and they are concerned with each passing day that rebuilding has not started.

- People are very concerned about the upcoming winter.

- People are concerned with a cash distribution modality. Most cited concerns of inflation, the deflated market structures and possibility of bribes or increased prices levied against individual consumers. In Osh, people noted that banks are not consistently allowing ethnic-Uzbek clients to retrieve money from banks and moreover that temporary ID cards are not accepted for use in personal banking transactions.

- People wish to rebuild their homes to their original dimensions.

- People wish to re-build homes on existing foundations, with the understanding that the transitional shelter could be expanded as additional materials or funds are made available.

16. Returnees have three key objectives in their shelter coping strategies.

I. They want to re-build their homes to accommodate their family members in safety and dignity. They would prefer that re-building commence as quickly as possible for the same size and dimension as their previous home. They would prefer that rebuilding be permanent and done as quickly as possible. Unfortunately, there is not sufficient time or resources at present to bring this about in view of the fast-approaching winter season so emergency transitional arrangements are being put in place.

II. They want support from the international community and more importantly from the Government that their return is sustainable. This shelter project is foreseen as not only a shelter strategy but a joint effort by both international and national actors to build confidence and start the reintegration process.

III. Finally, returnees want to commence re-building to show physical ownership of their property and their intention to return to their community and homes.

The emergency transitional shelter strategy is therefore, a key element in **restoring hope and confidence of the community**.

Shelter Strategy

17. This strategy also draws on consultations with the Government of Kyrgyzstan State Directorate for Reconstruction (SDRR). The **overall shelter strategy** as informed by the Government of Kyrgyzstan is to seek durable housing solutions for the reintegration of returnees, IDPs and refugees. In the immediate term and pending durable solution, the strategy of the Shelter Cluster in collaboration with the Government seeks to provide transitional shelter and living conditions for the 2010/2011 winter season.

18. This Emergency Transitional Shelter Strategy considers the shelter needs in preparation of the fast approaching winter of the entire displaced as follows:

- **Displaced people unable to return due to damaged homes:** Up to 37,500 displaced people are unable to return as their homes are damaged or destroyed. Though some people are accommodated in tents and some 500 are in collective centres, most are now accommodated in host families.

- **Displaced due to continued fear for their safety and security:** the population displaced from their areas where the security situation remains uncertain. It is anticipated that these IDPs may return to their homes as security situation gradually improves and the displaced gain confidence to return to their damaged homes.

17. For both categories of people, the **fast-approaching harsh winter season is of urgent concern**. The winter season rains begin in October and temperatures begin to fall below freezing in November. The climate is particularly harsh in the winter, with temperatures below freezing with snow and wind for much of the season.

18. The Government of Kyrgyzstan has indicated that it is developing its rehabilitation and reconstruction plan to support affected population with more permanent and durable houses. The newly established State Directorate for Rehabilitation and Reconstruction (SDRR), based on the on-going assessment by the Ministry of Emergency Situations (MoES) and SDRR, plans to release by July 2010 its rehabilitation strategy which is expected to be inclusive of compensation for the victims of damaged houses.

19. Pending the release of the Government of Kyrgyzstan policy and plan with respect to shelter rehabilitation and reconstruction, the Shelter Cluster reviewed various options and adopted the following approach for assistance by the international community:

20. The shelter response strategy developed by the Shelter Cluster, in close consultations with the Government of Kyrgyzstan is based on three pillars:

i) **Immediate emergency assistance** to displaced, including the provision of domestic items including a tent – support already provided immediately after the emergency;
ii) **Emergency transitional shelter support and winterization** before the onset of winter starting November 2010 and pending Government support for permanent reconstruction;
iii) **Support to IDPs living with host families** for those who are unable to return to their homes. This package of assistance would ensure that shelter needs are met during the harsh winter;
iv) **Durable housing by the Government of Kyrgyzstan**.

The durable Shelter/Housing response will be planned and organized by the Government of Kyrgyzstan which is expected to be announced in July 2010.

Immediate Emergency assistance to the displaced

22. Shelter cluster members alongside ICRC have launched a core ration NFI distribution to all displaced, including those seeking to return to their damaged homes as well as those living in host families as immediate emergency assistance.

The core ration includes, for five people, includes:

- 1 tent
- 2 jerry cans, collapsible, 10L
- 1 kitchen set;
- 1 mattress (supplies have been limited);
- 1 plastic sheet (4 X 5);
- 5 blankets;
- 1 12 L plastic bucket.

The targeted criteria include:

- Displaced people living outside (homeless) or in collective centres.
- Returnees (refugees and IDPs) who have returned to their damaged homes;
- Displaced people (including separated family members) who are unable to return to their homes due to damage. In particular, where 5 or more displaced people are living in host families should be targeted for assistance.
- Supplemental support of NFI to very vulnerable individuals and their displaced or returnee family community. Including but not necessarily limited to single parented headed households (male or female), Families supporting disabled or chronically sick.
- Recently bereaved family members.

Shelter cluster participants have supplies and undertaken distribution with other specialized items, including well-being packages for the elderly, items catering to baby needs.

Emergency transitional shelter in preparation for the winter

23. The emergency transitional shelter strategy was developed by the shelter cluster participants with active participation of the Ministry of Emergencies and the State Directorate for Reconstruction. In particular the technical element of the building materials for the emergency transitional shelter was developed by the Shelter Cluster Technical Working Group which included the SDRR engineering team.

24. The emergency transitional shelter and winterization package foresees that up to 2,000 households will be provided with emergency transitional shelter before the onset of the winter season. A basket of materials, technical support and tools will be offered to every household which includes items for the restoration of the foundation, room walls and a roof. Sufficient building materials will ensure that the emergency transitional shelter will have a self-contained area of an average maximum of 50 sq meters per household/compound that would include a minimum of two rooms each of 14 sqm per family.

25. The actual design of and support for the emergency transitional shelter will be based on the level of damage to the existing structures and the living space requirements of the house owners/users. Implementing partners will assess the amount of habitable shelter existing in the compound and take into account the level of damage to the main building. The main building in the shelter assessment is assigned a damage categorization consisting of four levels: (1) minor damage, (2) moderate damage, (3) major damage, and (4) complete reconstruction required. 75% of housing units assessed were fully destroyed (category 4).

26. The actual design of the emergency transitional shelter will be modular/phased and done on a case-by-case basis taking into account the time frame, structural integrity of the existing foundation, availability of skilled cmmunal labour (masons in particular for brick

laying), bricks etc. and the amount of living space required for the household members. Should the existing foundation be found to have structural integrity, the basket of materials would be designed to augment the existing physical lay-out of the house.

27. The basket will be delivered by partners directly to the beneficiary through a construction plan, verified at every level on regular basis. UNHCR and cluster partners will launch a procurement exercise for the materials.

28. The shelter survey impressed upon the shelter cluster participants the need for debris removal to be done efficiently. This will require not only heavy machinery in some cases of heavy damage but also the adherence to hazardous materials removal protocols, as many of the homes had significant usage of asbestos and lead.

29. The emergency transitional shelter strategy and design of full reconstruction of a two room unit of 28 square meters is based on the assumption that where appropriate either because of the time frame or cost elements or availability of skilled communal labour, a modular/phased approach will be used for the completion of super structure. The aim is that in situations where a full structure is not possible to complete, the super structure will be made of panels instead of brick and mortar. All other structural details remain the same for the sake of equity. The following prioritization principles will be applied:

- A minimum of two rooms of 14 square meters each per family. If there are more than one family per compound, support for additional rooms will be provided;
- All damaged houses or compounds will be provided with a basket of materials under a controlled monitoring regime, technical support and some support for labour to ensure appropriate and warm living space for the family during the harsh winter. The estimated requirements foresee a maximum ceiling per level of damage;
- Families will be engaged in the reconstruction/repair process including by providing labour, including skilled where possible through a self help programme. Family composition and capacity will be taken into account;
- The maximum ceiling per category is set for category 4 would include up to 5,100 USD of materials per household, up to 3,000 USD of materials for a category 3, up to 1,500 USD category II and 500 USD for a category I;
- Prioritization will be given to the most vulnerable households; and
- All partially damaged houses will be provided with support that ensures that their homes are repaired to the same standard and quality.

Level of assessed damage (as per preliminary results of shelter assessment)	Number of houses	Estimated cost	Total amount
Category 1	92	500	46,000
Category 2	94	1,500	141,000
Category 3	271	3,000	813,000
Category 4	1,419	5,100*	7,236,900
Unconfirmed category	6	unknown	Up to 30,600
Total	1,876		4,390

* assuming that there are on average two families per compound

30. Monitoring will be done to identify risks, mitigating measures and information strategies to inform neighborhoods of the equal but different approach to those in need.

31. It is foreseen that most families particularly in rural areas will use the building materials through a self-help programme. However, to support the need for technical building expertise, to help households complete the work in a timely manner as well as to cater to the needs of the most vulnerable who are unable to build their homes, local labour

and technical expertise will be drawn to the extent possible from the neighborhood and nearby community members.

32. Shelter cluster members will carefully assess the pre-conflict sanitation facilities as well as the likelihood of the permanent Government construction package becoming available, and based on this ensure that adequate yet temporary sanitation facilities are available for the winter months. Close coordination and in particular technical support from UNICEF and the WASH cluster will be pursued. Similarly close coordination and collaboration with WHO for the disposal of asbestos in debris will be ensured. Consultations with the Early Recovery Cluster will also be ensured on regular basis that shelter aspects are incorporated in all recovery and reconstruction plans. The Shelter Cluster will also hold discussions with WFP for food for work where appropriate and feasible.

33. The majority of homes did not have inside latrines prior to the conflict. Damage done to the outside sanitary facilities is not as extensive as the main buildings. As such, the transitional shelter construction will on a case-by-case basis restore as needed the existing sanitary facility to functionality to cover the toilet needs through the winter.

34. Given the enormity of the challenges and the cost of the project, a third party neutral monitoring scheme will be utilized to provide objective information to the shelter cluster with regular feedback on what is working and what needs to be improved.

35. It was expected that SDRR would announce their permanent housing plan on 16 July 2010 which is still awaited. Based on discussions, it is foreseen that SDRR will provide cash transfers to affected families, after which the affected families will purchase supplies directly from Government construction suppliers. This Government plan is not yet fully finalized and more details will emerge once the official plan is announced. All efforts have been made by the shelter cluster participants and SDRR to harmonize approaches and specifications.

36. The Government is committed to support shelter cluster implementers in the temporary/transitional housing scheme. In that regard, they have offered a VAT-exemption to UNHCR partners for building materials, warehousing and transport.

Support to displaced people in host families during the winter months

37. Shelter cluster participants alongside ICRC agree that IDPs in host families will require additional support especially to boost the coping capacity of the host family. It is foreseen that the support will be in the form of additional NFIs and in particular blankets as well as a support programme to cover utility bills, including for electricity and gas, as applicable.

38. As noted above, UNHCR estimates that up to one-half of the estimated 75,000 IDPs in Kyrgyzstan are displaced as a result of damaged homes and one half of IDPs (up to 37,500 people) are displaced due to continuing fears for their security. As such, while the implementation of the emergency transitional shelter programme may facilitate a reduction of displacement, its impact will only solve up to half of the displacement problem.

39. The assistance for IDPs in host families programme will triangulate information related to IDPs in host families from a variety of sources, including from the WFP food distribution system, the NFI distribution system and in particular the information incorporated on ration cards, protection monitoring as well as information collected from returnees to damaged households. The Ministry of Social Welfare, Employment and Migration have also indicated its interest to conduct an IDP registration in the near future. Should the registration proceed, UNHCR would provide technical support.

40. The displaced in host families as well as host families themselves will be queried as to their resource and absorption capacity for the winter months and beyond. Thus far, protection monitoring has found that host families are supported with the NFI ration (and in

particular the bucket, blankets and kitchen sets), hygiene kits and where feasible, support with some construction material for additional temporary shelter for winter. For the winter month, host families are concerned about food, fuel and warmth, as the number of people to be accommodated in the central residence in a compound has grown. The shelter cluster has engaged with the Food cluster to ensure that IDPs are included in the food prioritization criteria.

41. For fuel and warmth, the shelter cluster participants will assess the current heating and cooking systems to determine how best to assist IDPs in host families. Such support could be offered on a period quarterly or monthly basis through the winter months. Care will be taken to ensure that the most vulnerable IDPs and host families are supported and that the programme is designed to cover primarily the winter months when fuel and utility support is most required.

Monitoring and evaluation

42. UNHCR as the shelter cluster lead will employ a third-party objective monitoring system to be regularly visits by Government officials, beneficiaries, neighborhoods and affected community to collect information as to attitudes and collect feedback. The feedback will be channeled to shelter cluster implementers to improve the project implementation. The delivery of materials, labour support, engagement of communities as well as the satisfaction of the beneficiaries will be closely monitored. The third-party monitors will provide information to the Cluster as well as to the Shelter Information Management system.

Overall Outcome of the Emergency Transitional Shelter Strategy

43. Pending results of more detailed assessments and the assumption that the security situation remains favorable, it is anticipated that an estimated 2,000 returnee households will benefit from the emergency transitional shelter and NFI support before the winter.

44. It is the consensus of Shelter Cluster Partners that the emergency transitional shelter response should be expedited in view of the fast approaching winter which is due in just over 12 weeks time or prior to 1 October 2010.

45. The desired situation in 3 months is to have met the immediate and emergency transitional accommodation or winterized housing needs of 100 % of the returnees and IDPs still staying with host families. This support will enable the returnees and IDPs to have appropriate, warm shelter assistance in their places of origin before the onset of winter; and establish the foundations for more durable and permanent housing solutions to be provided by the Government of Kyrgyzstan.

Costing

46. The draft budget foresees the following:

DRAFT Estimated budget for shelter cluster

Shelter			
Sector activity	Number of beneficiaries/units	Estimated cost/unit	Total
Immediate emergency response			
Core ration for 75,000 people including distribution costs	75,000 displaced/returnees	n/a	8,224,122
Sub-total Immediate emergency shelter			8,224,122
Winterized Non Food Item (NFI) Support			
Winterized NFIs and Fuel/utility support	37,500 returnees/displaced	150	550,000
Sub-total Winterized NFI support			**550,000**
Emergency Transitional shelter response in preparation for the winter			
Procurement, distribution & construction of emergency transitional shelter	Up to 2,000 households	Average of 4,390 USD per household	16,114,728
Debris removal	2,000		1,000,000
Sub-total emergency transitional shelter			**17,664,728**
Estimated total			**25,888,850**

Other Components of the Shelter Strategy

Protection

47. As shelter has a very strong protection component, planning and implementation of transitional shelter interventions will be in close collaboration with the Protection Cluster to ensure that the rights of the returnees are protected and they make free and informed choice. Equally critical is the monitoring and follow-up on housing, land and property issues as many residents have lost their documentations.

48. The Shelter Strategy is designed to address protection issues arising in the particular context of the crisis in Kyrgyzstan. The strategy aims to reconstruct housing, prevent future displacement, and reinforce the right to private property.

49. The shelter strategy respects the provisions of relevant bodies of international law:

- The **right to restitution** and/or compensation for lost property and **the right to an effective remedy** (art. 8 of UDHIR; art. 2(3) of ICCPR; art. 6 of CERD; art. 30 of CRC; art. 75(1) of ICC Statute; principle 2 of Pinheiro principles). Restitution, which refers to the return of property to its rightful owner, is the preferred remedy as it both redresses the wrong done and facilitates IDPs' return.
- The **right to return** includes not only the right to return to the area of origin, but more specifically to return to one's home or place of habitual residence (Art. 13(2)

of UDHIR; Art. 12(4) of ICCPR; Art. 16 (3) of ILO Convention n. 169; Principle 10 of the Pinheiro Principles);

- The **principle of voluntariness** emphasizes that return in safety and dignity must be based on a free, informed, individual choice. (Principle 10 of Pinheiro Principles): the shelter cluster consulted with persons, and the strategy respects their desire to re-construct their homes on their own plots of land.
- The **right to respect for the home** (Principle 6 of Pinheiro Principles)

50. Within the legal framework and in full consultation with the affected population, the Shelter Strategy is designed to contribute to **facilitating the return** of displaced persons and the **prevention of further displacement**. Displaced persons particularly requested to re-build their homes on their own plots using durable material. The solid brick structures—as opposed to temporary wooden houses or box tents—will reinforce their long-term claim to the property.

51. This issue is even more critical as the Osh City Council, according to its preliminary feedback, plans to include construction of micro region with high-rise building in its master plan to accommodate those who have lost their houses. Technical assistance may be required to address housing, land and property issues, including for protection and restoration of the property rights of returnees and IDPs.

52. UNHCR and the shelter cluster members recommend that local, regional and federal Government of Kyrgyzstan authorities work together in their urban and rural development strategy that takes into account international norms related to private property, particularly the Pinheiro Principles on Housing and Property Restitution for Refugees and Displaced Persons. International donors and Government of Kyrgyzstan budget planning should foresee investment in sustainable development projects which take into consideration the needs and wishes of the communities.

Water Sanitation and Hygiene (WASH), Early Recovery and Reconstruction

53. Close collaboration with the Water, Sanitation and Hygiene (WASH) and Early Recovery cluster will be ensured for effective linkages of shelter with other services such as heating, gas supply, water, sanitation, electricity and livelihoods. Lack of amenities and basic services for can increase pressure on survives thus increasing risks for interpersonal conflicts and scale of domestic violence.

54. UNHCR and the shelter cluster participants will closely liaise with UNICEF to seek technical expertise and possible resource support to ensure that returnees in transitional shelter have access to suitable functioning temporary sanitary facilities, pending the Government permanent construction support.

Cross Cutting Issues

55. Transitional shelter design will take into account household composition. For example, households with immobility impaired family members will have a customized entrance without stairs. During the construction phase, households will insufficient expertise to do building – including women, women-headed households, the disabled and elderly – will have their shelters constructed for them by community members.

56. The costs to the environment were considered in the developing the design. Locally available materials were prioritized for use in the construction material basket. Any purchase of timber will be done only from certified and managed forests. Stoves to be utilized in the project are done in accordance with local custom and built in the structure of the house. Special attention during the design phase was made to the seismic nature of Southern Kyrgyzstan, and implementation modalities will be put in place to ensure proper use of the building materials to ensure structural integrity, especially in the foundation and the roofing.

Implementation Arrangements for Emergency Transitional Shelter in preparation of winterization

57. UNHCR in its capacity of Shelter Cluster Coordinator will coordinate and follow-up on assessments, planning and mentoring, identify priorities, and ensure effective geographical coverage of Shelter Cluster Partners.

58. The cluster coordinator will ensure effective coordination and reconciliation of Shelter Cluster Strategy with the Government of Kyrgyzstan through a liaison officer. Government officials and community leaders will be invited to shelter cluster meetings.

59. NGOs shelter cluster partners will implement emergency shelter projects in different areas, provide technical expertise, training and capacity building and assist vulnerable families with constructing the shelters.

60. Shelter Cluster will develop detailed construction plans, information campaign for affected populations to know of the support programme, removal of debris including asbestos, procurement and warehousing, training and skill development of communities

In partnership with ACTED

With the support of Save the Children

КЫРГЫЗ РЕСПУБЛИКАСЫНЫН УЛУТТУК КЫЗЫЛ АЙ КООМУ

НАЦИОНАЛЬНОЕ ОБЩЕСТВО КРАСНОГО ПОЛУМЕСЯЦА КЫРГЫЗСКОЙ РЕСПУБЛИКИ

STLI

SOUTH KYRGYZSTAN
RAPID JOINT SHELTER ASSESSMENT

03 JULY 2010 / 23 JULY 2010

ACTED Osh

03 AUGUST 2010

Summary

Glossary

ACTED: Agency for Technical Cooperation and Development
CRS: Catholic Relief Service
STLI: Scientific Technology and Language Institute
UNHCR: United Nations High Commissioner for Refugees

1. Executive summary

1.1 Background and methodology

Background: At the beginning of July, UNHCR decided, along with other Shelter Cluster members, to implement a Rapid Joint Shelter Assessment which would support the establishment of an appropriate shelter strategy. Teams, seconded from Save the Children, the Red Crescent Society of Kyrgyzstan, CRS, STLI and ACTED, carried out this assessment between 3 and 23 July 2010.

Objective: This survey aimed to: (1) present an exhaustive survey of damaged houses; (2) determine the extent of damage per house; (3) gather basic information on affected households.

Methodology: In Osh and Jalalabad Oblasts, 13 teams composed of 3 people conducted the assessment. The teams visited each damaged house and collected basic information, took pictures and recorded GPS coordinates.

1.2 Damage assessment

Numbers: In total, according to the assessment results, 1,892 houses were damaged or destroyed during the events. Of these, 1,446 were located in and around Osh City, while 446 were in Jalalabad Oblast. (Please note that a 2% discrepancy remains possible.)

Level of damage: Of all the houses surveyed, 75% were so severely damaged that they will need to be fully demolished. Only 10% of the houses surveyed had suffered minor damage.

Condition of foundations: An estimated 11% of houses had cracked foundations, while another 26% had exposed foundations.

1.3 Situation of the houses and households prior to the events

Family profiles: On average it was reported that 7 people lived in each of the households that were assessed. In total, an estimated 13,500 individuals lived in affected houses.

Profiles of houses: Within each household, the average total size of a housing unit was 175m^2, (with an average of 6 rooms). The compounds assessed had an average size of 646m^2. The overwhelming majority of houses were in individual compounds (96%), and in most cases were one storey high (88%).

Housing materials: Of the houses assessed, 91% had mud brick walls. While in 85% of cases the roofs were made of slate, and 96% had a timber structure.

1.4 Consequences of the June events

Displacement and current accommodation: Of the households surveyed 86% had been displaced at least once during and after the June events. At the time of the assessment, over 40% reported spending the night in a tent near their damaged home.

Ownership: Nearly all households surveyed reported owning the house that was damaged as a result of the June events. Only 41.3% declared having possession of house ownership documentation, while 12% did not wish to reply to this question.

Access to utilities: Before the June events 80% of households had access to water in their compound, as opposed to 64% at the time of the assessment. A further 96% of houses had access to electricity previously, as opposed to 19% at the time of the assessment.

Intentions: An intention to rebuild their houses in the same location was expressed by 96% of respondents.

2. Background

Following the violent clashes that broke out in South Kyrgyzstan on 10 June 2010, members of the Shelter Cluster in Osh carried out a joint survey to assess the extent of the damage to housing in the Oblasts of Osh and Jalalabad. This joint shelter assessment took place between 3 and 23 July 2010, and was led and supervised by UNHCR with teams seconded from Save the Children, ICRC, CRS, STLI and ACTED.

A specific database was developed by ACTED to facilitate data analysis and mapping of damaged areas, as well as to record beneficiary profiles, including pictures and sketches of damaged houses and compounds.

Please, refer to Annex 1 for further detail on the Shelter Database.

3. Methodology

3.1. Objectives of the assessment

The aim of this assessment was to:

- Provide an exhaustive census of all houses damaged or destroyed during the June events, and present evidence of damage to avoid misunderstandings over numbers;
- Provide a basic picture of the extent and type of damage per house;
- Gather contact details for house owners and basic demographic information about affected households.

Protection issues and details about household situations were deliberately not considered; as such questions would have been sensitive given the current context. A separate approach would be required to conduct a thorough assessment on the situation of individuals and families; and members of the protection cluster suggested conducting a separate assessment for this purpose.

3.2. Methodology and Team Composition

In Osh and Jalalabad Oblasts, a total of 13 teams carried out the assessment. Each team was composed of one team leader, one engineer and one community mobiliser. In addition, one supervisor was in charge of organising mobilization sessions with district leaders and key community members, in order to explain the purpose of the assessment, and ensure that household members were informed of the time and date of the survey.

During the visits to damaged houses, each team was provided with detailed maps, generated by a database, of the areas they were to assess. Teams were required to compile the following information: (1) a technical survey form to assess the conditions of the house and the extent of the damage; (2) a household survey form to collect basic demographic data about the family, as well as to identify the main needs and intentions of affected individuals; (3) GPS coordinates, sketches and pictures of each damaged housing unit.

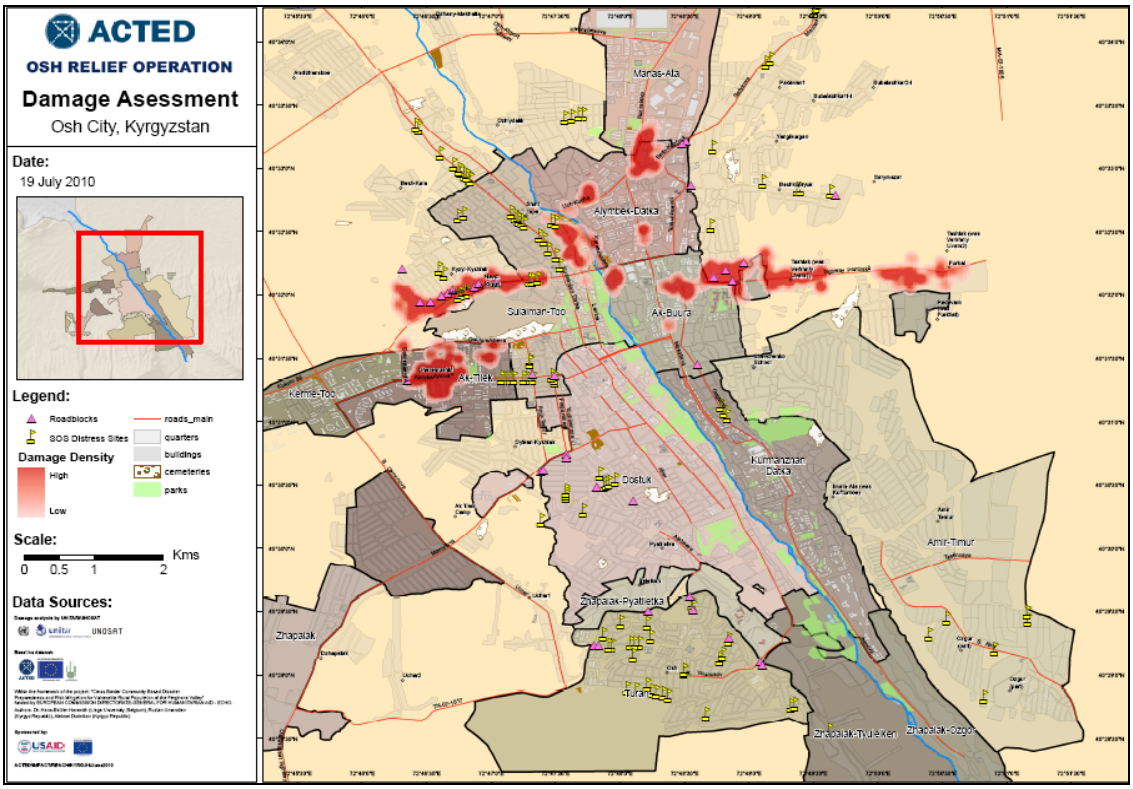
Please note that in Sulaiman Too District and Kyzyl-Kyshtak, an alternative, community-based approach was used whereby community members would conduct the assessment directly, with support from three supervisors.

4. Damage assessment

4.1. Location of damaged houses

4.1.1. Damaged houses in Osh Oblast

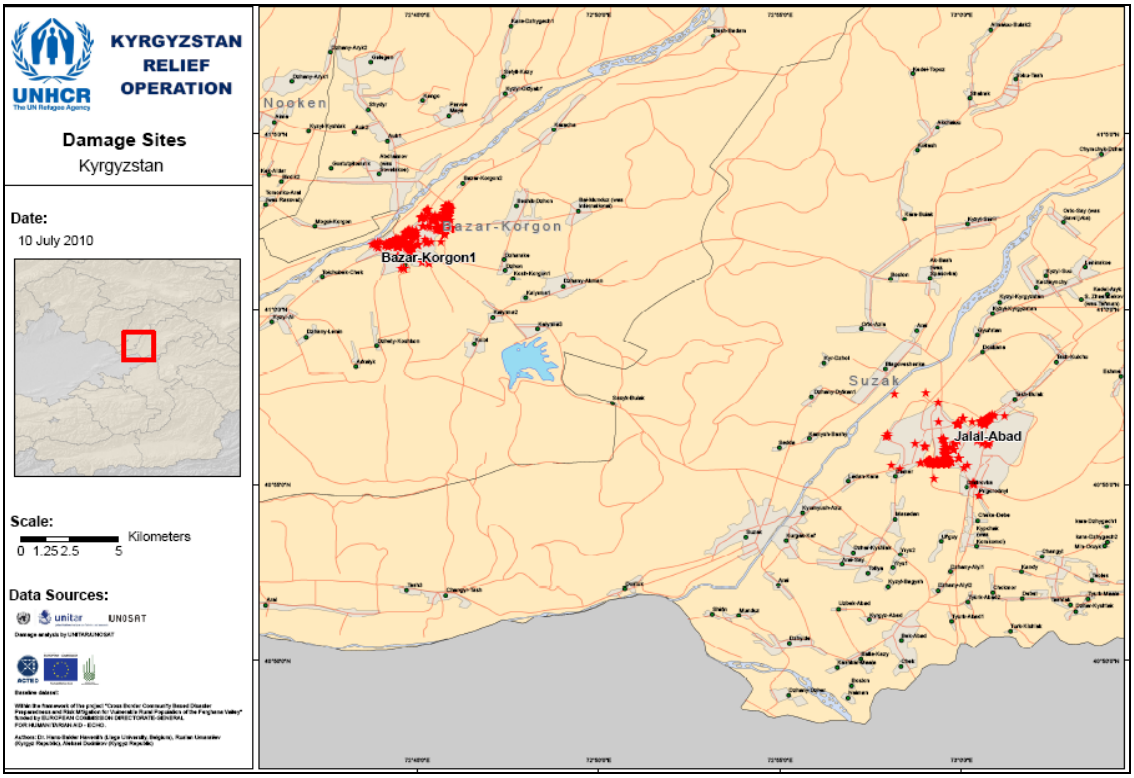
All damaged houses in Osh Oblast are located in the northern part of the city (751 houses) and in the surrounding rural areas (695 houses). Shark, Ak Tilek, Kyzyl-Kyshtak and Alymbek Datka suffered the greatest damage. **In total, 1,446 houses were damaged in Osh Oblast.**



Oblast	Rayon	District / Kvartal	Number of Households affected	Data sources
Osh	Osh City	**Ak Buura**	109	ACTED / ICRC / CRS
		Ak Tilek	277	ACTED / ICRC / CRS
		Alymbek Datka	191	ACTED / ICRC / CRS
		Sulaiman Too	145	STC
		Amir Timur	20	ACTED / STLI
		Turan	4	ACTED / ICRC / CRS
		Dostuk	3	ACTED / ICRC / CRS
		Kerme-Too	2	ACTED / ICRC / CRS
	Kara-Suu	**Kashkar-Kyshtak**	2	ACTED / ICRC / CRS
		Shark	411	ACTED / ICRC / CRS
		Kyzyl-Kyshtak	242	STC
		Mady	32	ACTED / ICRC / CRS
		Nariman	8	ACTED / ICRC / CRS
	Total Osh		**1,446**	

4.1.2. Damaged houses in Jalalabad Oblast

Bazar-Kurgon was the most affected area in Jalalabad Oblast with 225 houses destroyed, followed by Jalalabad city, where 171 houses were destroyed, mainly in the Districts of Amir Timur and Dostuk. In the rural areas of Suzak and Ala Buka 50 houses were destroyed. **In total, 446 houses were damaged in Jalalabad Oblast.**

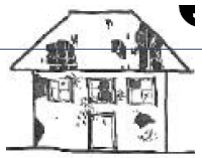


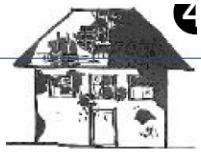
Oblast	Rayon	District / Kvartal	Number of Households affected	Data sources
Jalalabad	Jalalabad city	Dostuk	103	ACTED / STC
		Amir Timur	54	ACTED / STC
		Kurmanbek	13	ACTED / STC
		Sputnik	1	ACTED / STC
	Bazar-Kurgon	Bazar-Kurgon	225	ACTED / STC
	Ala-Buka	Dostuk	26	ACTED / STC
	Suzak	Tash-Bulak	22	ACTED / STC
		Yrys	2	ACTED / STC
	Total Jalalabad		**446**	

4.2. Types of Damage

Houses damaged were divided into four categories: (1) minor damage, (2) moderate damage, (3) major damage, and (4) complete reconstruction required. **75% of housing units assessed were fully destroyed (category 4).**


1

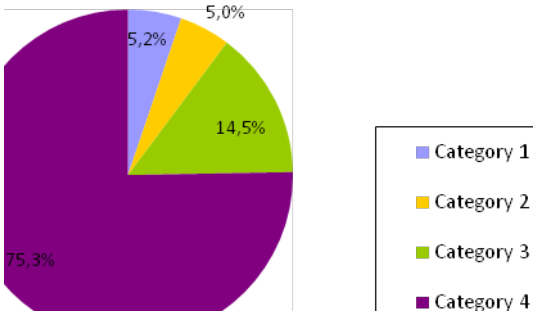

2


3


4

Damaged Houses: breakdown per category

Damage Category		
Category 1	99	5.2%
Category 2	94	5.0%
Category 3	274	14.5%
Category 4	1,425	75.3%



4.3. Categories and breakdown per Rayon / District

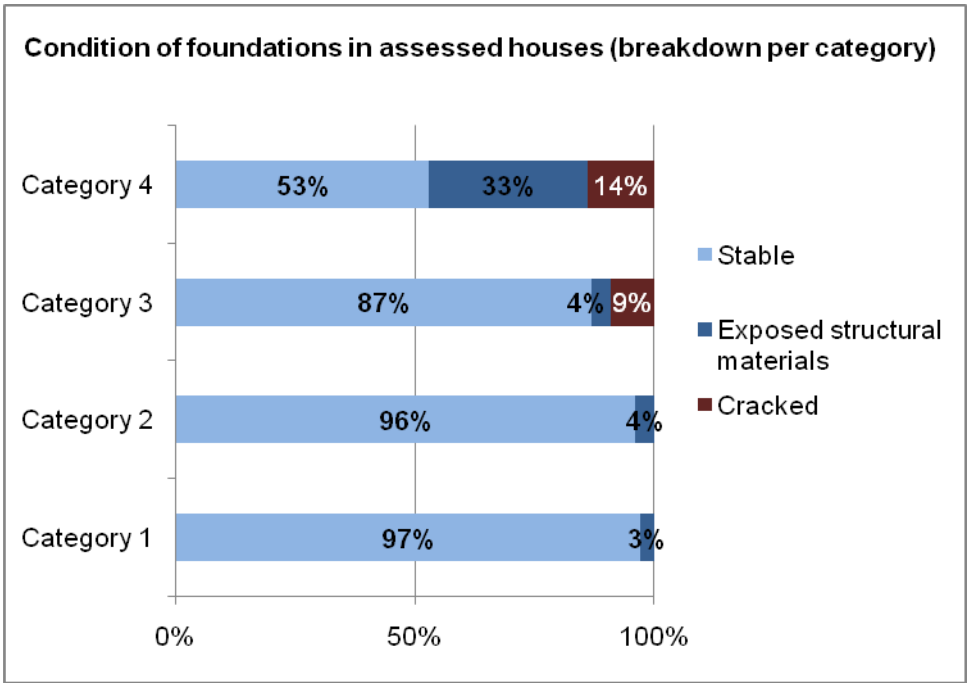
Oblast	District	Category 1		Category 2		Category 3		Category 4		Total
		No.	%	No.	%	No.	%	No.	%	
Jalalabad	Jalalabad City	12	*7.0*	11	*6.4*	29	*17.0*	119	*69.6*	171
	Ala Buka	21	*80.8*	2	*7.7*	2	*7.7*	1	*3.8*	26
	Bazar Kurgon	4	*1.8*	11	*4.9*	32	*14.2*	178	*79.1*	225
	Suzak	1	*4.2*	2	*8.3*	4	*16.7*	17	*70.8*	24
	Sub-total	38	*8.6*	26	*5.8*	67	*15.0*	315	*70.6*	446
Osh	Kashkar-Kyshtak	2	*100.0*	0	*0.0*	0	*0.0*	0	*0.0*	2
	Nariman	1	*12.5*	0	*0.0*	3	*37.5*	4	*50.0*	8
	Kyzyl-Kyshtak	3	*1.3*	10	*4.1*	22	*9.0*	207	*85.6*	242
	Mady	1	*3.1*	2	*6.3*	7	*21.9*	22	*68.8*	32
	Shark	8	*1.9*	12	*2.9*	48	*11.7*	343	*83.5*	411
	Ak Buura	13	*11.9*	4	*3.7*	12	*11.0*	80	*73.4*	109
	Ak Tilek	8	*2.9*	18	*6.5*	58	*20.9*	193	*69.7*	277
	Alymbek Datka	15	*7.9*	8	*4.7*	31	*15.7*	137	*71.7*	191
	Amir-Timur	1	*5.0*	2	*10.0*	1	*5.0*	16	*80.0*	20
	Dostuk	0	*0.0*	0	*0.0*	1	*33.3*	2	*66.7*	3
	Kerme-Too	0	*0.0*	0	*0.0*	0	*0.0*	2	*100.0*	2
	Sulaiman-Too	8	*5.5*	11	*7.6*	24	*16.6*	102	*70.3*	145
	Turan	1	*25.0*	1	*25.0*	0	*0.0*	2	*50.0*	4
	Sub-total	61	*4.2*	68	*4.7*	207	*14.3*	1110	*76.8*	1446
TOTAL		**99**	***5.2***	**94**	***5.0***	**274**	***14.5***	**1425**	***75.3***	**1892**

4.4. Foundations

In 11% of assessed houses, structural materials were cracked, while in 26% of houses, the structural materials which comprise the foundations were exposed.

Note: The condition of foundations was assessed for 1,463 houses only, as most respondents in Sulaiman Too and Kyzyl-Kyshtak could not evaluate the condition of the foundations of their houses.

Condition of Foundations		
Stable	913	62.7%
Exposed Structural Materials	378	26.0%
Cracked	164	11.3%



5. Situation of the households prior to the events

5.1. Families previously living in the damaged houses

It was reported that an average of 7 individuals lived in each of the 1,892 houses assessed. The smallest households were composed of only one member while the largest were composed of 25 to 26 members. As indicated in the table opposite, 35% of households were reported as exceeding the average size (7 members).

Household size	# of households
1 to 5 members	668
6 to 7 members	540
8 to 10 members	377
More than 10 members	268
TOTAL	1853[1]

On average, there were 3 children, defined as below 18 years, and one older person, defined as greater than 59 years, per household. Refer to tables below for the age and gender breakdown of affected households.

GENDER BREAKDOWN	Number	%
Total number of people affected	12,994	100%
Total number of female	6,563	50.5%
Total number of male	6,431	49.5%

AGE BREAKDOWN	Number	%
Total number of people affected	12,994	100%
Total number 0 to 18 years old	4,015	30.9%
Total number 18 to 59 years old	5,983	46.0%
Total number over 59 years old	2,996	23.1%

In total, 13,112 individuals were identified as previously living in the affected households. However, data on family members could not be collected for 39 houses (i.e. approximately 300 people). Therefore, the estimated total number of people affected is 13,412. Of these, over 10,288 individuals lived in houses that have been entirely destroyed (Category 4).

Note 1: In this assessment, a 'household' is defined as "one or more nuclear families related by blood or law who live in the same compound."

Note 2: This survey focused on the situation of housing units, rather than on that of the families living in them, given the sensitive nature of protection issues linked to family situations (please refer to the section on methodology for additional information).

5.2. Profiles of the houses and compounds

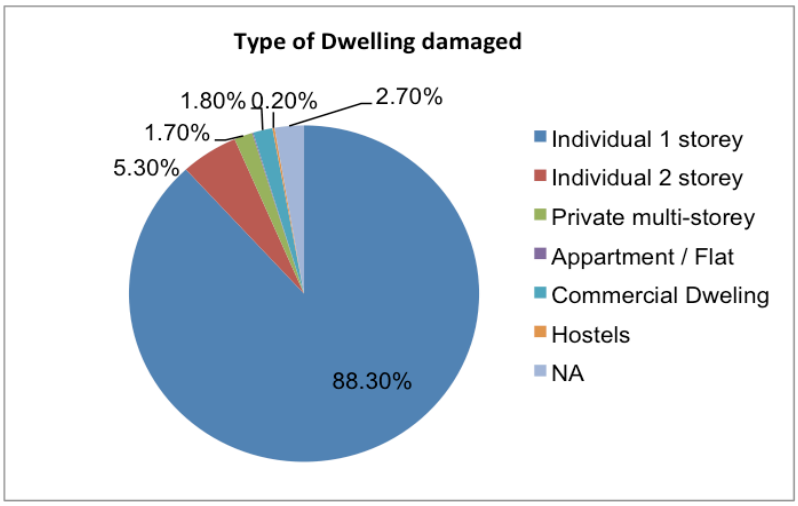
On average, houses were composed of 6 rooms, excluding toilets and kitchens. Most compounds included 2 to 3 housing units (2.4 on average). The overwhelming majority of houses assessed were individual, one storey houses.

Compounds in areas (Bazar Kurgon, Ala Buka and Kara-Suu) are larger than in urban areas (e.g. 192 m² in Bazar Kurgon, as opposed to 150 m² in Ak Tilek).

[1] Demographic figures are missing for 39 households as household members were absent at the time of the assessment.

Location	Total House Area	Total Compound Area	Number of Rooms
Jalalabad city	172 m²	565 m²	6
Bazar Kurgon	192 m²	1,023 m²	8
Ala Buka	187 m²	1,202 m²	6
Kyzyl-Kyshtak*	211 m²	624 m²	7
Shark and Mady	178 m²	652 m²	6
Ak-Buura	128 m²	367 m²	5
Ak Tilek	150 m²	422 m²	6
Alymbek Datka	170 m²	548 m²	6
Sulaiman Too*	210 m²	395 m²	7
Amir Timur	157 m²	662 m²	5
Overall Average	**175 m²**	**646 m²**	**6**

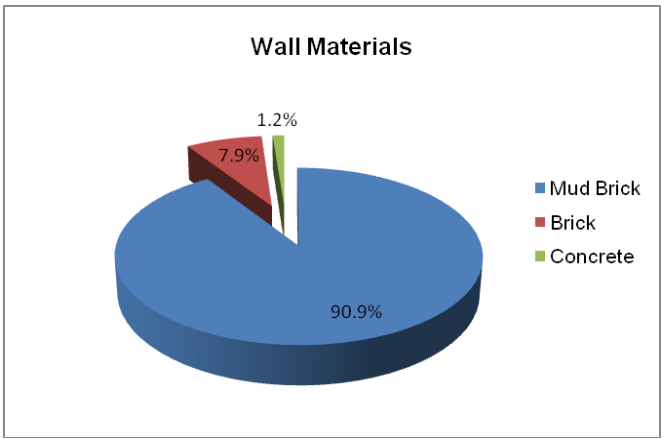
Please note that in Kyzyl-Kyshtak and Suleiman Too, surveys were conducted directly by beneficiaries



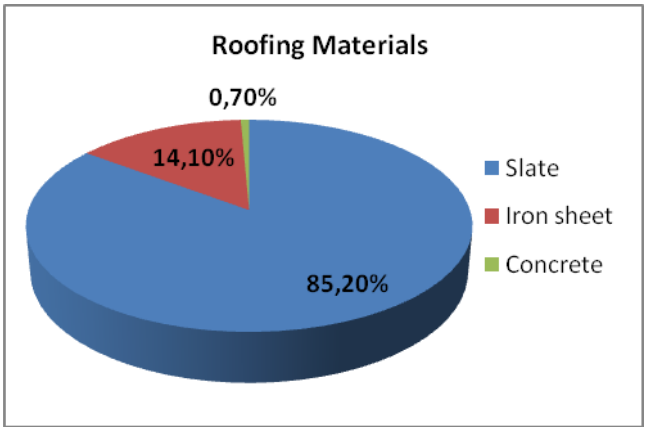
5.3. Housing Materials

The assessed houses were made of the following materials:

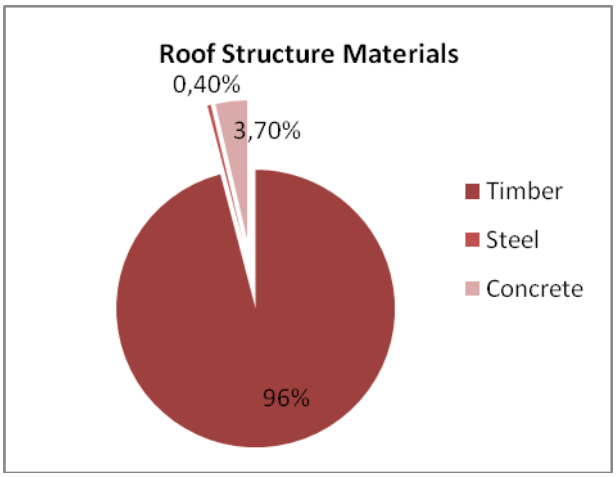
- **Walls:** Approximately 91% of the walls of houses assessed were made out of mud bricks, and 96% had plastering over the wall materials.



- **Roof materials:** Slate was the primary roofing material used for assessed houses (85%).



- **Roof structures:** The structure of most roofs was made from timber (96%).

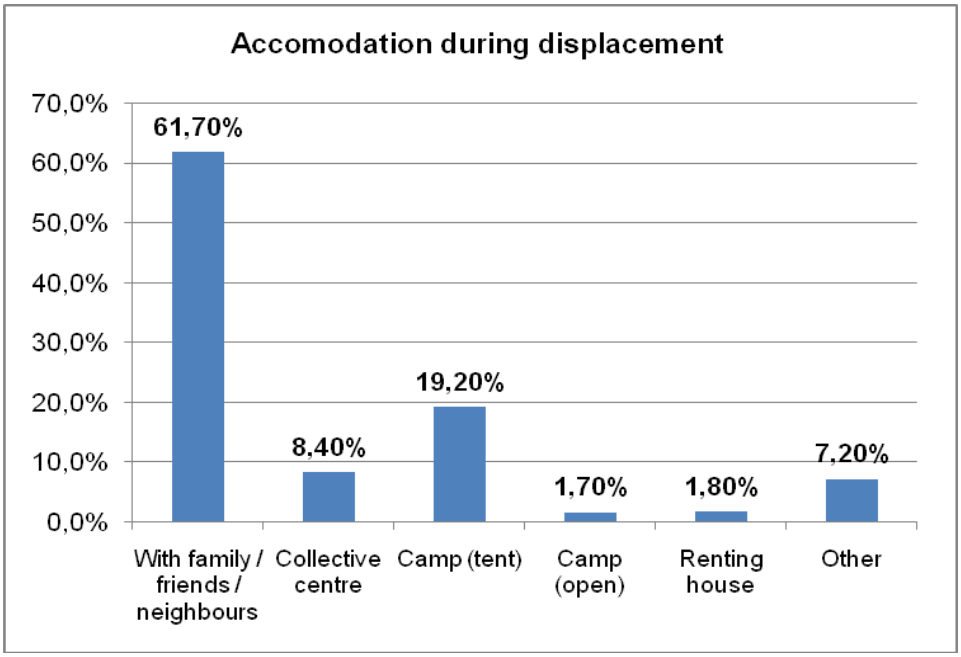


6. Impact of the June events on affected households

6.1. Displacement and current accommodation

6.1.1. Displacement

Of the households surveyed 86% had been displaced at least once during and after the June events. In 70% of cases, the whole family had been displaced. During the displacement period, most IDPs (62%) stayed with family or friends.

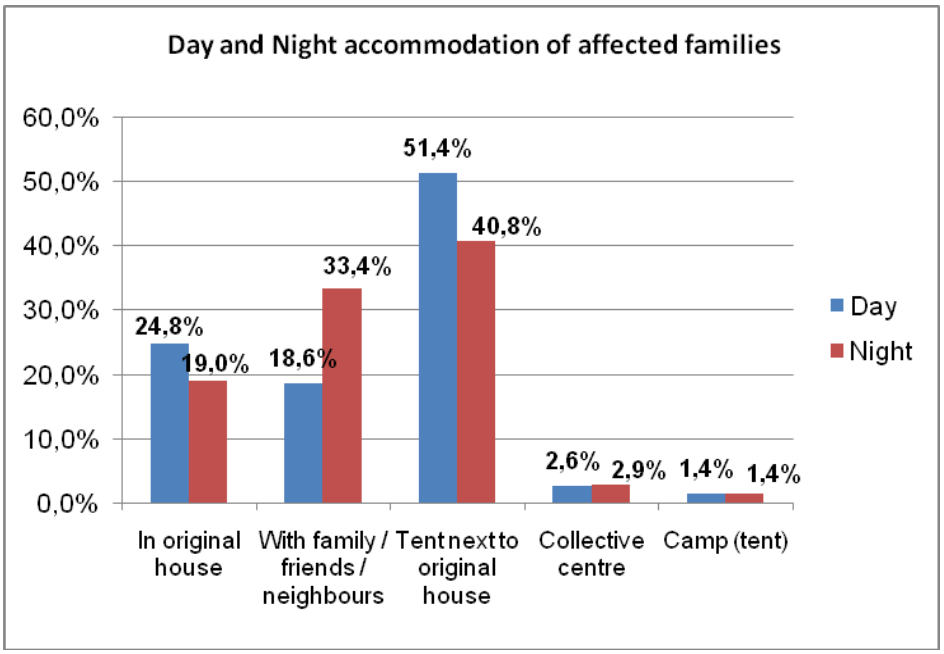


6.1.2. Current accommodation

At the time of the assessment, out of a sample of 1,740 households, 710 reported living day and night in a tent next to their original house.

Accommodation	Day	%	Night	%
In original house	431	24.8%	333	19.0%
Renting house/room	9	0.5%	9	0.5%
With family / friends / neighbours	324	18.6%	582	33.4%
Tent next to original house	895	51.4%	710	40.8%
Collective centre	46	2.6%	52	2.9%
Camp (tent)	24	1.4%	24	1.4%
Other	11	0.7%	30	1.7%

The variation between the locations of respondents during the day and at night further illustrates the security concerns of respondents.



6.2. Ownership and legal documentation

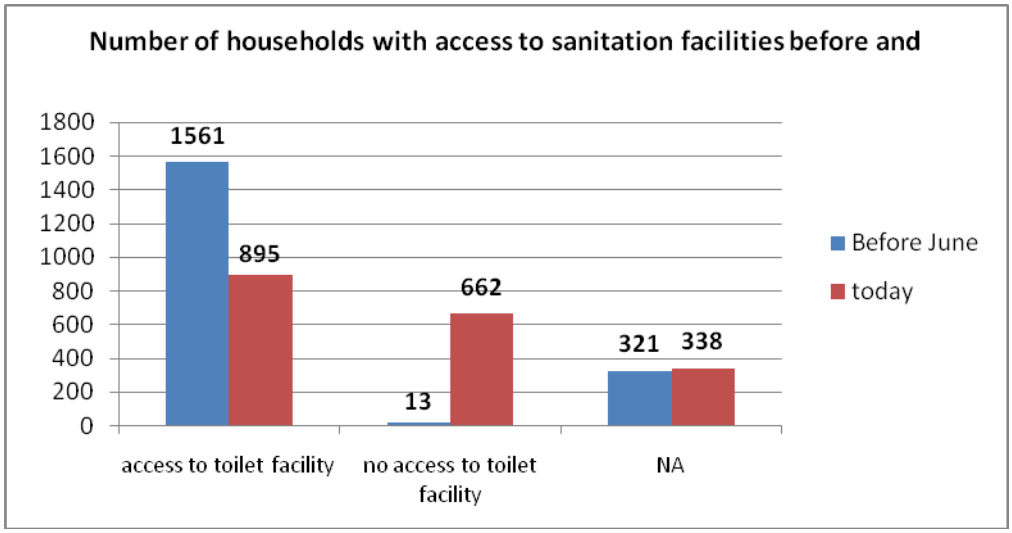
Nearly all households surveyed owned the house that was damaged as a result of the June events (99.6%). Only 0.4% of respondents were renting their home before the events.

Of those who owned their house, only 46.8% indicated they still had their house ownership documentation. Of those surveyed 41.3% declared that they had lost their ownership documentation during the crisis, while 12% did not wish to answer the question.

6.3. Sanitation

At the time of the survey 35% of households did not have access to appropriate sanitation facilities, at least 662 households. Further assessments conducted by ACTED engineers in August show that the extent of the damage to houses without access to sanitation varies between complete destruction of the latrine facility, to destruction of the superstructure (walls, roof and door) only. A detailed assessment of each sanitation facility is recommended

before undertaking a large scale latrine rehabilitation programme in damaged houses.



6.3. Access to utilities

According to respondents, 80% of households had access to water in their compound before the June events, as opposed to 64% today. Of the respondents who currently have access to water, 78% reported that the water supply to their compound was continuous (24/7), while 22% reported irregular access to water, with an average supply of 6.6 hours per day.

	No. of households with access to water	No. of households without access to water	NA
Before June 2010	1,507	360	25
In July 2010	1,209	640	43

Prior to the June events 96% of houses had access to electricity, as opposed to 19% at the time of the assessment. In approximately 80% of houses, the electricity supply was damaged during the June events (i.e. 1,449 houses).

	No. of households with access to electricity	No. of households without access to electricity	NA
Before June 2010	1,816	51	25
In July 2010	367	1,477	48

Note: for more detailed information on access to utilities, please refer to Annex 3.

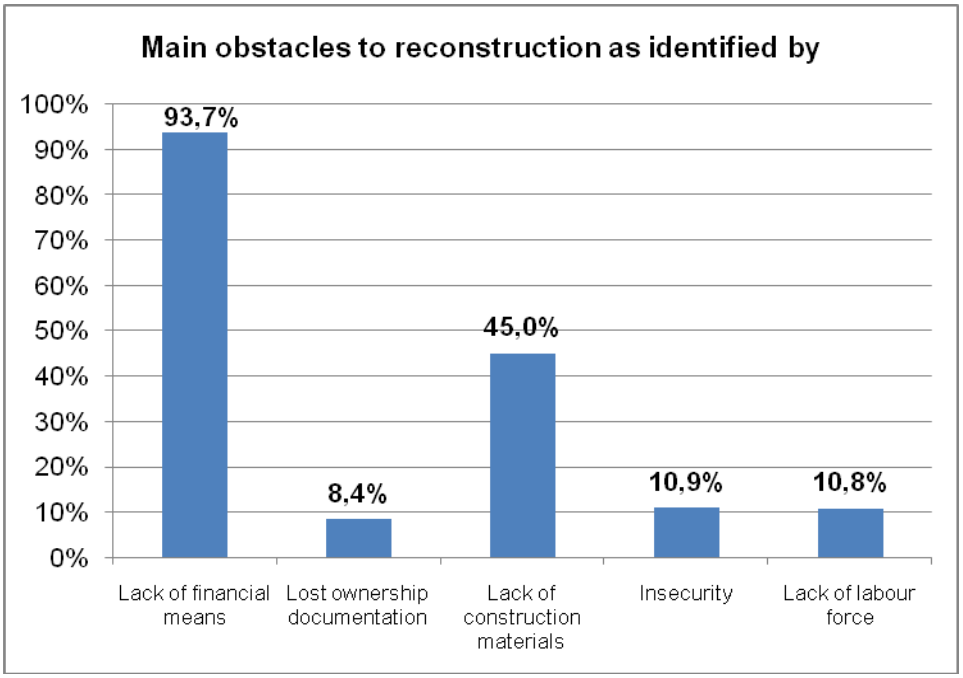
6.4. Prospects for affected households

6.4.1. Intentions

It was stated by 96% of respondents that they intend to rebuild their house in the same location. Only 2% would like to rebuild their house elsewhere, and about 1% reported a desire to leave their city or even the country.

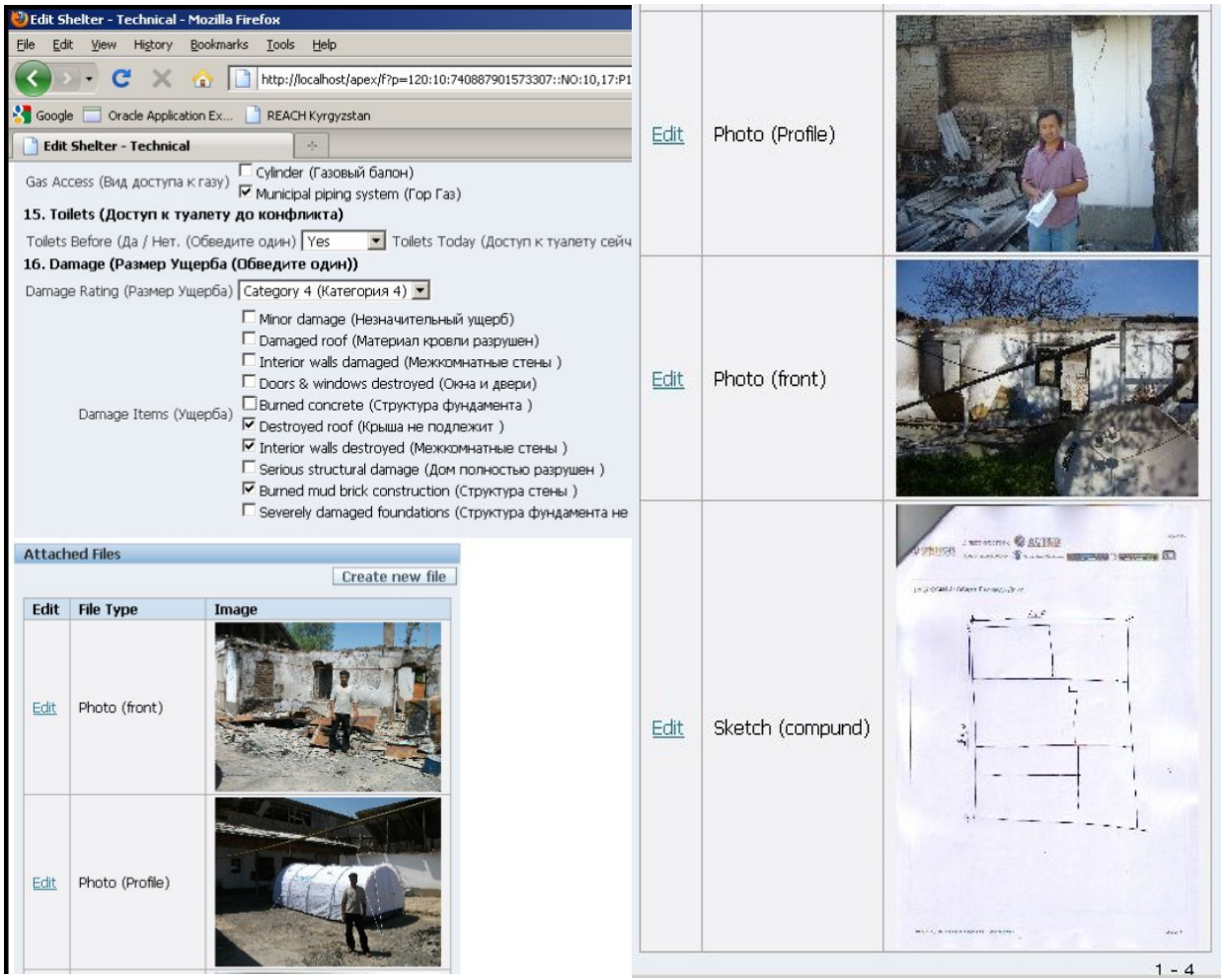
6.4.2. Obstacles

The main obstacle to reconstruction, as identified by respondents, was the lack of financial means (93.7%), followed by the lack of construction materials (45%) and insecurity (11%).

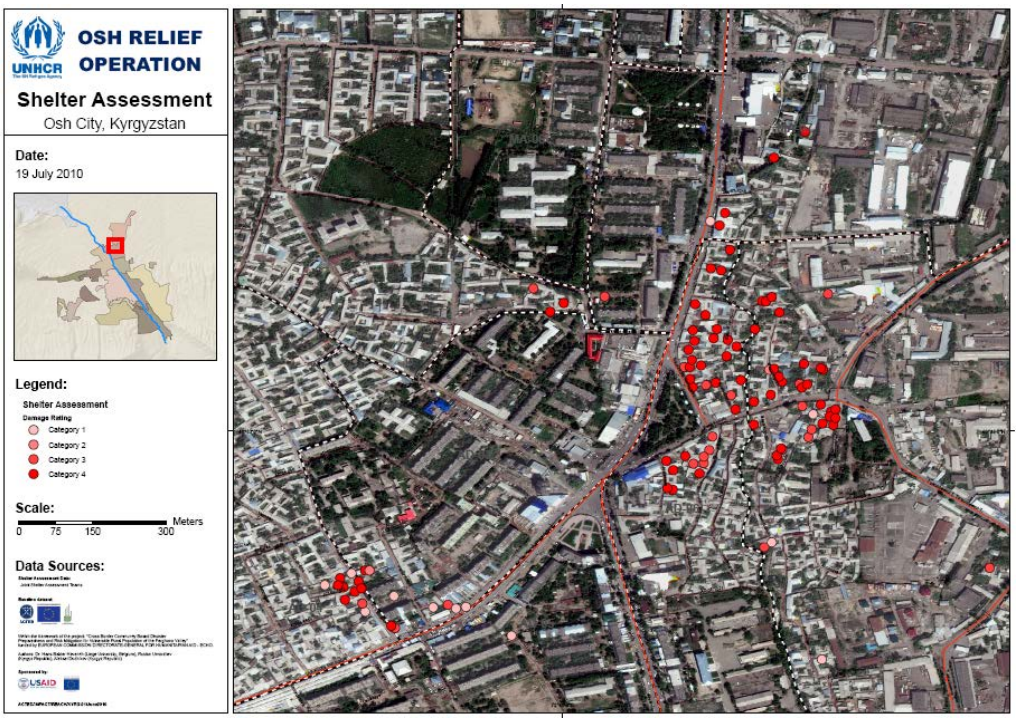

Main obstacles to reconstruction as identified by
100%
90%
80%
70%
60%
50%
40%
30%
20%
10%
0%
93,7%
8,4%
45,0%
10,9%
10,8%
Lack of financial means
Lost ownership documentation
Lack of construction materials
Insecurity
Lack of labour force

ANNEX 1: UNHCR Shelter Database

1. Technical Profile Screenshot



2. Map of assessed shelters by category generated by the database:


OSH RELIEF OPERATION
Shelter Assessment
Osh City, Kyrgyzstan
Date:
19 July 2010
Legend:
Shelter Assessment
Damage Rating
Category 1
Category 2
Category 3
Category 4
Scale:
Meters
0 75 150 300
Data Sources:

ANNEX 2: Technical assessment form

I. NOTES of AMEU Officer

a. Supervisor ID: _____	**b. Team leader ID:** _____	**c.** Surveyor ID: _____
d. Date: ____/_____/ 2010	**e. House ID:** _____	

II. GEOGRAPHICAL LOCATION

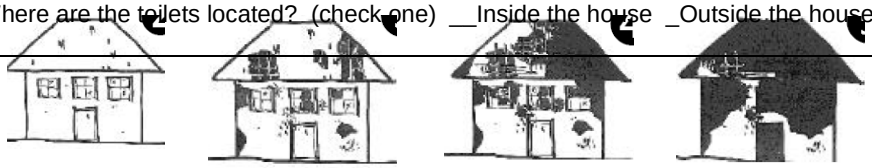
1. **Oblast/Region:** _____	2. **City/Village:** _____	3. **District:** _____
4. **Quarter:** ……	5. **Street:** ……	6. **Other:** ……

III. HOUSE DESCRIPTION

7. HOUSE PHOTO	Picture number Front house: _____jpg. Picture number roof structure: _____jpg.
8. Type of Dwelling (the DAMAGED / DESTROYED dwelling BEING ASSESSED)	☐ Private house: ☐ 1 storey ☐ 2 storey ☐ 3 storey ☐ Multi-Storey Individual House (krouchtchovka – 60s 70s style) ☐ Apartment/Flat (regular apartments) ☐ Hostels (shared kitchen – several families) ☐ Commercial dwelling (house attached to shop) ☐ Other. Describe: _____
9. Year of construction of the main house:	_____
10. House Size	a. Covered Area (square meters) _____ b. Total Area of Compound (Covered/Uncovered in square m.) _____ c. Available area for shelter in the compound in m2 (refer to sketch): _____ d. Number of buildings in the property: _____ e. Number of rooms (excluding bathroom and kitchen): _____
11. What kinds of materials were used in the dwelling's construction? (Circle all that apply)	**Roof coverage**: ☐ Metal sheeting ☐ Tiles ☐ Concrete ☐ Slate roof ☐ Other: _____ **Roof structure:** ☐ Timber ☐ Steel ☐ Concrete ☐ Other: _____ **Walls**: ☐ Concrete ☐ Mud ☐ Mud brick ☐ Brick ☐ Other:_____ **Plastering of walls:** ☐ YES ☐ NO (timber / concrete) **Flooring**: ☐ Timber ☐ Concrete ☐ Brick ☐ Tiles ☐ Linoleum ☐ Other: _____ **Foundation material**: ☐ Concrete ☐ Brick ☐ Stone ☐ Other:_____ **Foundation condition**: ☐ cracked ☐ exposed structural materials ☐ Stable ☐ Other: _____
12. Utilities Access	

	Available Before Conflict	Available Today	Number of hours of availability per day TODAY
Water	Y / N	Y / N	_____ hrs.
Electricity	Y / N	Y / N	_____ hrs.
Gas	Y / N	Y / N	_____ hrs.

13. Type of water access	☐ Private Tube Well : ☐ electric / ☐ handpump ☐ Collective Tube Well : ☐ electric / ☐ handpump ☐ Connected to Municipal Piping System (Tap) ☐ Other. Describe: _____
14. Type of gas access	☐ Cylinder ☐ Connected to Municipal Piping system ☐ Other: Describe: _____-

15. Were toilets available for the house before the conflict?	a. Y / N. (CIRCLE ONE) b. Are toilets available today? Y / N. (Circle One) c. Where are the toilets located? (check one) __Inside the house _Outside the house
16. RATE DAMAGE (Circle One)	

Category 1 Minor damage	Category 2 Moderate damage (below 30%)	Category 3 Major damage (more than 30%)	Category 4 Entire reconstruction required
Minor damage, broken hinges for doors, light burn marks, broken roof tiles. Cut off from electricity, maybe water	☐ **Damaged roof materials but not roof structure** ☐ **Interior walls damaged** ☐**doors & windows destroyed**	☐ **Burned concrete construction** ☐ **Destroyed roof** ☐ **Interior walls destroyed**	☐ **Serious structural damage; Walls and Roof Collapsed / requiring demolition** ☐ **Burned mud brick construction** ☐ **Severely damaged foundations**

Additional Comments:

SKETCH A: COMPOUND

SKETCH B: HOUSE

ANNEX 3: Household profile form

I. NOTES of AMEU Officer		
f. **Supervisor ID:** _____	g. **Team leader ID:** _____	h. Surveyor ID: _____
i. **Date:** _____ /_____/ **2010**	j. **House ID:** _____	

II. GEOGRAPHICAL LOCATION		
17. **Oblast/Region:** _____	18. **City/Village:** _____	19. **District:** _____
20. **Quarter:** ……	21. **Street:** ……	22. **Other:** ……

III. BASIC HOUSEHOLD INFORMATION	
23. HoH/Contact Information	a. **Family** name of current Head of Household: _____ a.1. HoH Identity Card Number (If available) _____ b. Contact Information: (Name): _____ (Cell Phone):_____ (Name): _____ (Cell Phone): _____ c. Picture Number: _____jpg. **k.** Household Ownership Before the conflict, was the house: ☐ Owned ☐ Rented ☐ Other (specify): _____ Are **house** ownership Documentation Available? **Y / N (Circle One)** **Do you own the land on which your house was/is built?** ☐ yes ☐ No Are **land** Documentation Available? **Y / N (Circle One)**
24. Household Size **(Also fill Annex 1)**	a. Number of (nuclear) families in Household: _____ b. Total number of people staying at the house on 10th of June, 2010: _____

III. Displacement			
25. Have you been displaced since June 10th, 2010?	○ Yes ○ No ➢ **If YES, Move to ANNEX TWO**		
26. Has your household	○ Yes	○ No	If Yes,

received assistance?	**TYPE**	**FROM WHO**? (Circle Yes **or** No for each applicable)
	FOOD	GOV: Y / N | NGO: Y / N | UN: Y / N | OTHER: Y / N
	COOKING SUPPLIES	GOV: Y / N | NGO: Y / N | UN: Y / N | OTHER: Y / N
	CHILDREN'S SUPPLIES	GOV: Y / N | NGO: Y / N | UN: Y / N | OTHER: Y / N
	HYGIENE KITS	GOV: Y / N | NGO: Y / N | UN: Y / N | OTHER: Y / N
	MATTRESSES	GOV: Y / N | NGO: Y / N | UN: Y / N | OTHER: Y / N
	OTHER HH GOODS	GOV: Y / N | NGO: Y / N | UN: Y /N | OTHER: Y / N
	TENTS	GOV: Y / N | NGO: Y / N | UN: Y / N | OTHER: Y / N
	MEDICAL ASSISTANCE	GOV: Y / N | NGO: Y / N | UN: Y / N | OTHER: Y / N
27. What are your intentions in the coming 2 to 3 months?	□ Move to another area in the same city / village □ Move to another area outside of Osh/Jalalabad □ Rebuild my house and move back to the same place □ rebuild a house elsewhere □ Move with relatives □ Other (explain): _____ □ I don't know	
28. At this stage, what prevents you from rebuilding your house (several options possible)	□ I lost my ownership documentation □ Insecurity / afraid to move back to the same place □ I don't have the materials for reconstruction □ I don't have the financial means to rebuild my house □ I don't have the labour force to rebuild it □ Other (explain): _____	
29. If housing assistance was to be provided, what would be the best option for you?	□ Cash □ Materials □ Labour force □ Shelter □ other (explain): _____	

Additional Comments

UNHCR
The UN Refugee Agency

Southern Kyrgyzstan

Status of Shelter Construction
Combined UNHCR IPs, ICRC and CRS

Date: 06 December 2010

Detailed Status of Categories III and IV

Location		Agencies	Cat. I & II			Cat. III & IV	Phase 1		Phase 2		Phase 3		Phase 4		Phase 5	
							Demolish		Foundation		Walls		Roof		Completed	
			Plan	In Prog	Comp		In Prog	Comp	In Prog	Comp	In Prog	Comp	In Prog	Comp	In Prog	Comp
OSH	City	DRC				123		123	0	123	0	123	0	123	0	123
		ACTED				238		238	0	238	0	238	0	238	0	238
		ICRC				220	0	220	0	220	0	220	0	220	0	220
		CRS*	78	36	42											
	Sub-Total		78	36	42	581	0	581	0	581	0	581	0	581	0	581
	Oblast	DRC				177		177	0	177	0	177	0	177	0	177
		ACTED				161	0	161	0	161	0	161	0	161	0	161
		STC	3	0	3	235	0	235	0	235	0	235	0	235	0	235
		ICRC				99	0	99	0	99	0	99	0	99	0	99
		CRS*	17	5	12											
	Sub-Total		20	5	15	672	0	672	0	672	0	672	0	672	0	672
TOTAL			**98**	**41**	**57**	**1,253**	**0**	**1,253**	**0**	**1,253**	**0**	**1,253**	**0**	**1,253**	**0**	**1,253**
JALALABAT	City	DRC														
		ACTED				143	0	143	0	143	0	143	0	143	0	143
		CRS*	13	1	12											
	Sub-Total		13	1	12	143		143	0	143	0	143	0	143	0	143
	Oblast	DRC				102		102	0	102	0	102	0	102	0	102
		ACTED				26		26	0	26	0	26	0	26	0	26
		STC				96		96	0	96	0	96	0	96	0	96
		CRS*	1	0	1											
	Sub-Total		1	0	1	224	0	224	0	224	0	224	0	224	0	224
TOTAL			**14**	**1**	**13**	**367**	**0**	**367**	**0**	**367**	**0**	**367**	**0**	**367**	**0**	**367**
Grand Total			**112**	**42**	**70**	**1,620**	**0**	**1,620**	**0**	**1,620**	**0**	**1,620**	**0**	**1,620**	**0**	**1,620**

Categories I, II, III & IV 1,732 (112+1,620)

Summary of UNHCR's IPs		Phase 1		Phase 2		Phase 3		Phase 4		Phase 5	
		Demolish		Foundation		Walls		Roof		Completed	
		In Prog	Comp	In Prog	Comp	In Prog	Comp	In Prog	Comp	In Prog	Comp
TOTAL/WORK DONE (In Numbers)	1,301	0	1,301	0	1,301	0	1,301	0	1,301	0	1,301
Work Done (In Percentage)	%	0.0	100.0 %	0.0	100.0 %	0.0	100.0 %	0.0	100.0 %	0.0	100.0 %

Total planned number of shelters being constructed by ICRC has been modified following 48 households out of total 367 shelters received only construction materials from ICRC. However, these 48 households should be added to the total assisted on all four categories and make the grand total 1,780 (1,732+48).

**** CRS data as of 26 Nov. 2010

Data compiled by S. Zairzhanov, UNHCR Osh

22 October 2010

In order to have the same understanding of what constitutes "completion", the Shelter Cluster proposes the following:

Walls - Reporting on the completed walls should indicate that in addition to the walls, upper ring is also completed and the structure is ready for the installation of the roof.

BoQ 4.3x9.05m (external) - 2 rooms

Расчет материалов на 2 комнатный дом (4.3x9.05 наружние размеры)

(набор материалов является одинаковым для организаций DRC, ACTED, Save the Children)

##	MATERIALS & EQUIPMENT	Материалы и Оборудование	quantity/ кол-во	
			unit/ ед.изм	1 house/ на 1 дом
	Lower ring beam (height 40 cm)	Нижний сейсмопояс (высота 40см)		
1	Sand (clean) for making concrete	Песок мытый для изготовления бетона	cub/ куб	4.0
2	Aggregate	Щебень	cub	2.0
3	Cement M-400	Цемент	kg	1300.0
4	Cut board for casing (as well for roof) 150*30*6000	Доска на опалубку (также на обрешетку) 150x30x6000	cub	0.702
5	Reinforcement 12mm	Арматура 12мм	kg	140.0
6	Wire 1 mm	Проволока 1 мм	kg	5.0
7	Wire 6 mm	Проволока 6 мм	kg	40.0
8	Ruberoid	Рубероид	m	30.0
9	Nails 90 mm	Гвозди 90мм	kg	5.0
	Walls	Стены		
10	Brick 250*120*90	Кирпич	pcs/ шт	7200.0
11	Cement M-400	Цемент	kg	1500.0
12	Sand (from river)	Песок речной	cub	5.0
13	Rebar mesh d 5x3mm (0.36x3m)	Сетка металлическая	pcs/ шт	54.0
14	Windows 1.20x1.60m plastic	Окно	pcs/ шт	2.0
15	Foam for windows	Пена монтажная	pcs/ шт	2.0
16	Metal door 2.05x0.9 m	Дверь металлическая входная	pcs/ шт	2.0
	Upper ring beam (height 20 cm)	Верхний сейсмопояс (высота 20см)		
17	Cement	Цемент	kg	600.0
18	Sand (clean) for making concrete	Песок мытый для изготовления бетона	cub	2.0
19	Aggregate	Щебень	cub	1.0
20	Wire 6 mm	Проволока 6мм	kg	38.0
21	Wire 1 mm	Проволока 1мм	kg	5.0
22	Reinforcement 12mm (including lintel above 2 doors)	Арматура 12мм (включая перемычки над 2 дверями)	kg	119.4
	Roof	Крыша		
23	Beam 150*50*4500	Балка 150x50x4500	cub	0.0000
24	Roof timber 150*50*6000	Стропила 150x50x6000	cub	0.9900
25	Nails 90 мм	Гвозди 90 мм	kg	5.0
26	Nails 120 мм	Гвозди 120 мм	kg	6.0
27	Corrugated iron sheets 0.9*3 (0.4 -0.5mm)	Профнастил	pcs/ шт	22.0
28	Ridge (2m in length)	Конек	m	10.0
29	Screws for corrugated iron sheets (48mm)	Шурупы на профнастил (48мм)	pcs/ шт	250.0
30	Screws for ridge (75mm)	Шурупы на конек (75 мм)	pcs/ шт	15.0
	Gable	Фронтон		
31	Cut board 100*25*6000	Доска 100x25x6000	cub	0.240
32	Nails 70mm	Гвозди 70мм	kg	3.0
	Ceiling	Потолок		
33	Cut board 100*30*6000	Доска 100x30x6000	cub	0.420
34	Cut board for ceiling frame 30*50*6000	Доска на потолочный каркас 30x50x6000	cub	0.188
35	Nails 70mm	Гвозди 70мм	kg	7.0
36	Glass wool	Стекловата	sqm/ кв.м	35.0
37	Gypsum cardboard 2.5*1.20 (9 mm in thikness)	Гипсокартон	pcs/ шт	10.0
38	Screws for gypsum cardboard (35mm length; 2mm d)	Шурупы на гипсокартон	pcs/ шт	300.0
	Floor	Полы		
39	Gravel (with big and small stones)	Гравий балласт	cub	7.0
40	Aggregate	Щебень	cub	1.5
41	Insulating floor material (5cm)	Пенопласт	sqm	28.0
42	Sand (from river)	Песок речной	cub	1.0
43	Cement	Цемент	kg	350.0
44	Sand clean (to be used a sand pillow)	Песок мытый (использовать как песчанную подушку)	cub	2.0
45	Laminate (with base sheet)	Ламинат с подложкой	sqm/ кв м	28.0
	Internal plastering (73.47 sq m)	Вутренняя штукатурка (73.47 кв м)		
46	Sand (from river)	Песок речной	cub	1.5
47	Lime	Известь	kg	300.0
	Equipment	Оборудование		
48	Oven metallic with pipe	Печка металлическая	pcs/ шт	1.0

Additional materials for construction of an underground part of foundation

##	MATERIALS	Материалы	quantity	
			unit	1 house
	Foundation (depth 60 cm)	Фундамент (глубина 60 см)		
49	Sand (clean) for making concrete	Песок мытый для изготовления бетона	cub	6.0
50	Agregate	Щебень	cub	3.0
51	Cement M-400	Цемент	kg	1900.0

UNITED NATIONS HIGH COMMISSIONER FOR REFUGEES

Approved 04-Oct-2010

04/oct/2010

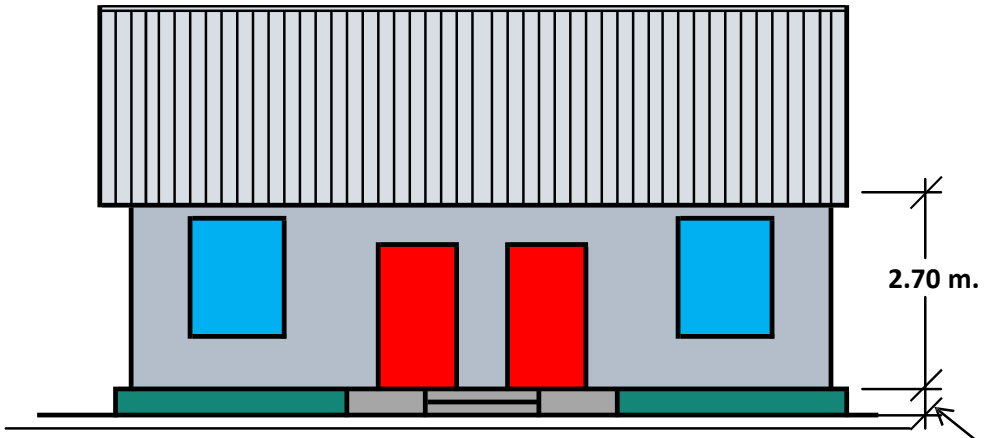
Specification of Shelter materials for 900 nos. shelter in Osh Province
02-August-2010

No.	Description
1	Cement - Portland, Mark - 400, moisture free, packed in water proof international paper packing, bags in 50 kg , no lumps.
2	Bricks, size - 250x125x90 mm, factory made, hollow, burnt, red, dry, ready for use in construction of external and internal walls of buildings, no cracks.
3	Timber for roof frame , Size – 50x150x6000 mm. Type - Pine (rus-*Сосна*), structural for making roof structures, light hard, dry, straight, termite protected, moisture content less than 18%.
4	Timber for roof, Size – 50x150x4500 mm., type- Pine (rus-*Сосна)*, structural for making roofing structures, light hard, dry, straight, termite protected, and moisture content less than 18%.
5	Timber for concrete form making, roof, size – 30 x 150 x 6000 mm. light hard, dry, straight, termite protected, and moisture content less than 18%.
6	Timber for siding, size - 25x100x6000 mm., straight, no crack, moisture content less than 18%,termite protected.
7	Timber ceiling size - 30x150x6000 mm., straight, no crack, moisture content less than 18%,termite protected.
8	Timber for ceiling frame 30x40x6000 mm, straight, no crack, moisture content less than 18%,termite protected.
9	Corrugated Metal sheet Galvanized, 0.4-0.5 mm thick, 1.15 x 3.2 m. size, no stain, wave profile, smooth.
10	Roof ridge, galvanized steel, plane with V- shape profile.
11	Reinforcement deformed structural steel bar, Class – A-III, No. 4, diameter – 12 mm.
12	Reinforcement deformed structural steel bar, class A-III, diameter – 6 mm.
13	Reinforcement steel bar wire mesh of 5 mm.x 3 mm dia spacing 40 cm (longitudinal) x 12 cm (lateral), size 36 cm width for placing between bricks in wall construction.
14	Windows – size 1.6x1.2 m, plastic (white, polished) framed with double glass panels with 4 mm. depth. Completed with the frames with lock and handle, free of cracks, white color.
15	Doors – 2.05 x 0.9 m., exterior, pvc or wooden frame and panel, white/colored, polished painted, glazed equipped with hinges and locks.
16	Lime (CaO, H_20), dry, for structural use with sand and cement mix, packing in 50 kg. waterproof paper bags, used for plastering of external and internal room walls.
17	Stones, 10-20 cm dia, clean, hard for base layering
18	Gravel /aggregate, broken stones (crashed stone) or small stones, dia. 0.5-1.5 cm. sand or mud free.
19	Insulation material (glass wool) for ceiling, 5.0 cm thick, clean.
20	Gypsum board ceiling, size 2.5 x 1.2 m., plane, no curves, dry, 8-9 mm thick board, free of cracks, no breakage.
21	Insulating floor material / penoplast/foamed-material 15 cm. thickness
22	Floor lamination sheet, pvc made plane, elastic, 4-5 mm. thick
23	Oven, metallic with smoke exhaust pipe
24	Sand, clean free of dirt and debris, no clay content. Regular plaster sand is acceptable
25	Damp proof/bituminous paper, in rolls, according to the manufacturer standard
26	Nails,70 mm, hard to penetrate in wood, no rust, excellent strength
27	Nails, 90 mm, hard to penetrate in wood, no rust, excellent strength
28	Nails, 120 mm, hard to penetrate in wood, no rust, excellent strength
29	Screw for GI sheet, 48 mm, hard to penetrate in wood, no rust, excellent strength
30	Screw for gypsum ceiling board 35 mm, 2 mm dia, hard to penetrate in wood, no rust, excellent strength
31	Screw for ridge, 75 mm.
32	Wire, metallic, for binding rebars 1 mm dia, medium hard
33	Foam for window/door to wall filling
34	Sand-gravel mix for floor base 15 cm.

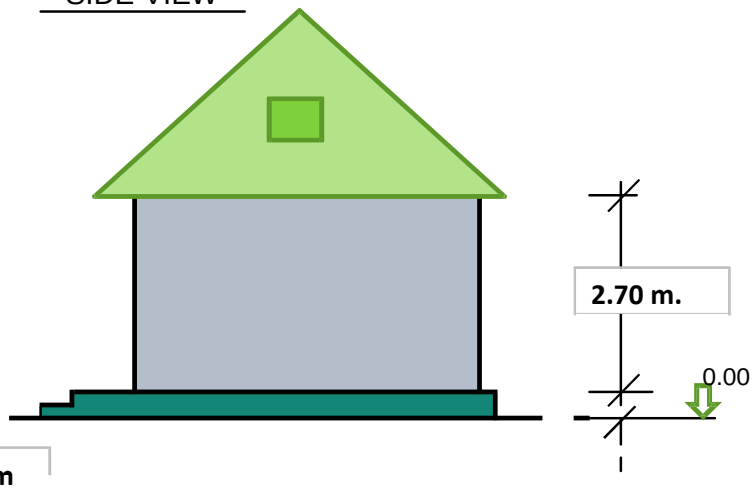
Mozzam Akhmed,
Shelter Specialist
UNHCR, Osh, Kyrgyzstan
02-Aug-2010

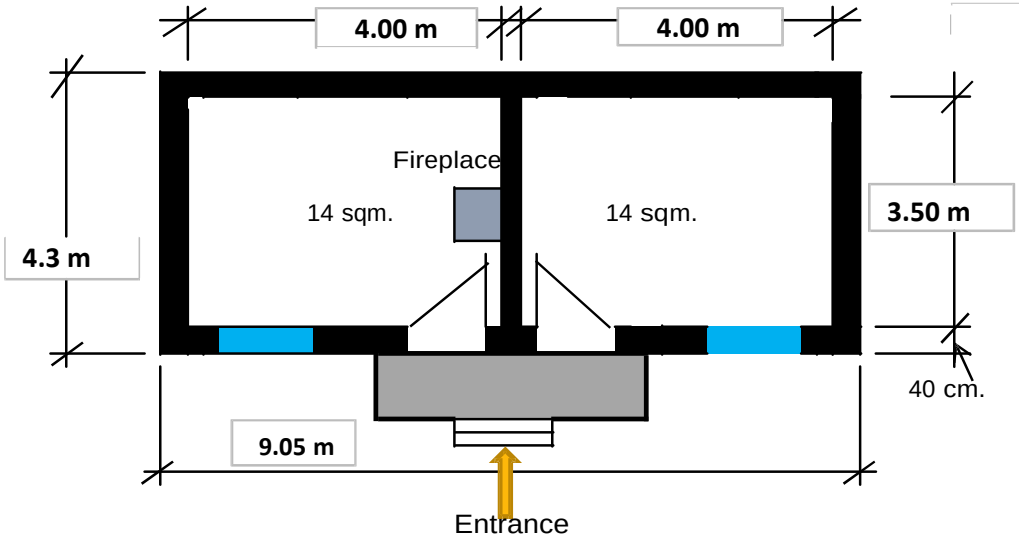
UNHCR proposed Shelter for Kyrgiz Project

FRONT VIEW

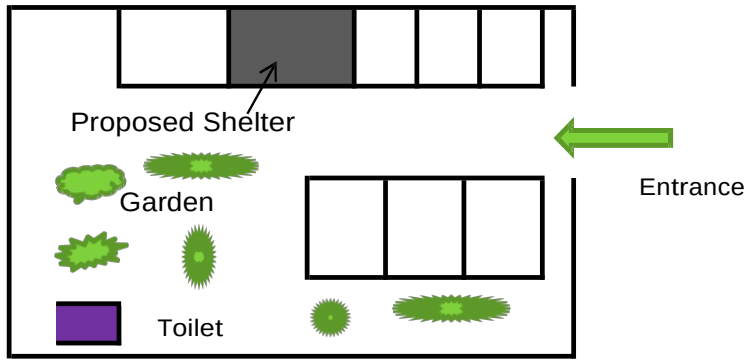


SIDE VIEW





PLAN



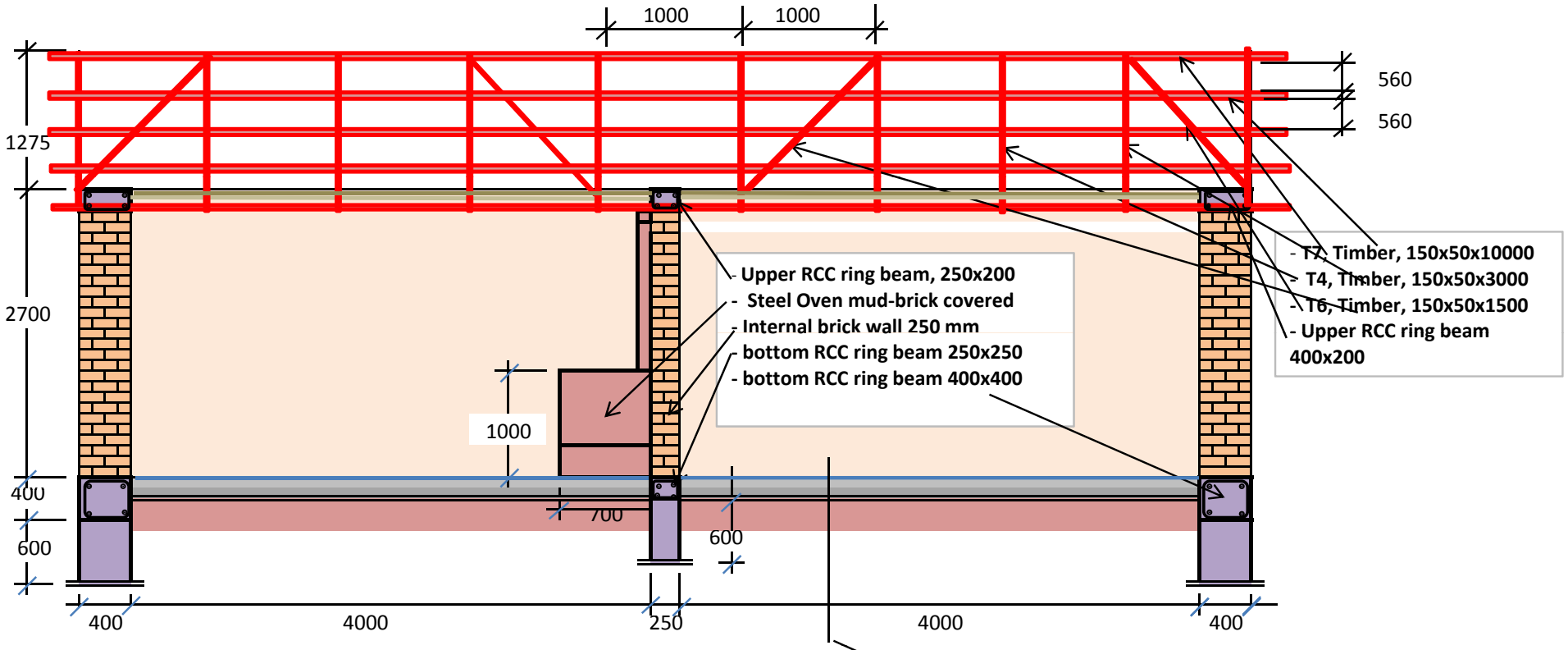
Typical Household area

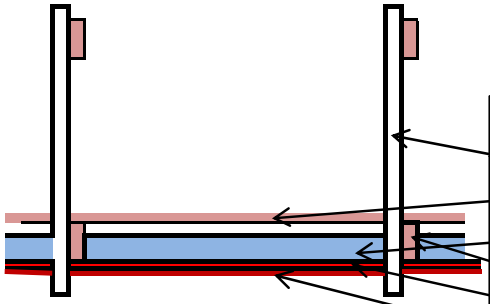
Total Living area - 28 sqm.
Total covered area - 39 sqm.
Material Cost - $4300 Incl. 14% VAT
Labor cost - $800 (lumpsum)

Mozzam Ahmed, UNHCR, Osh. Kyrgizstan

3-Sep-10

ROOF, CEILING AND FLOOR STRUCTURE





Ceiling Structure

- T4, Timber, roof frame, 150x50x3000
- T8, Timber, 100x30x6000 @ 150 mm
- Glass-wool insulation 100 mm
- T2, Timber, roof frame, 150x50x4500 mm
- T9, Timber ceiling frame, 30x50x6000 mm
- Ceilling board 115x3000 mm

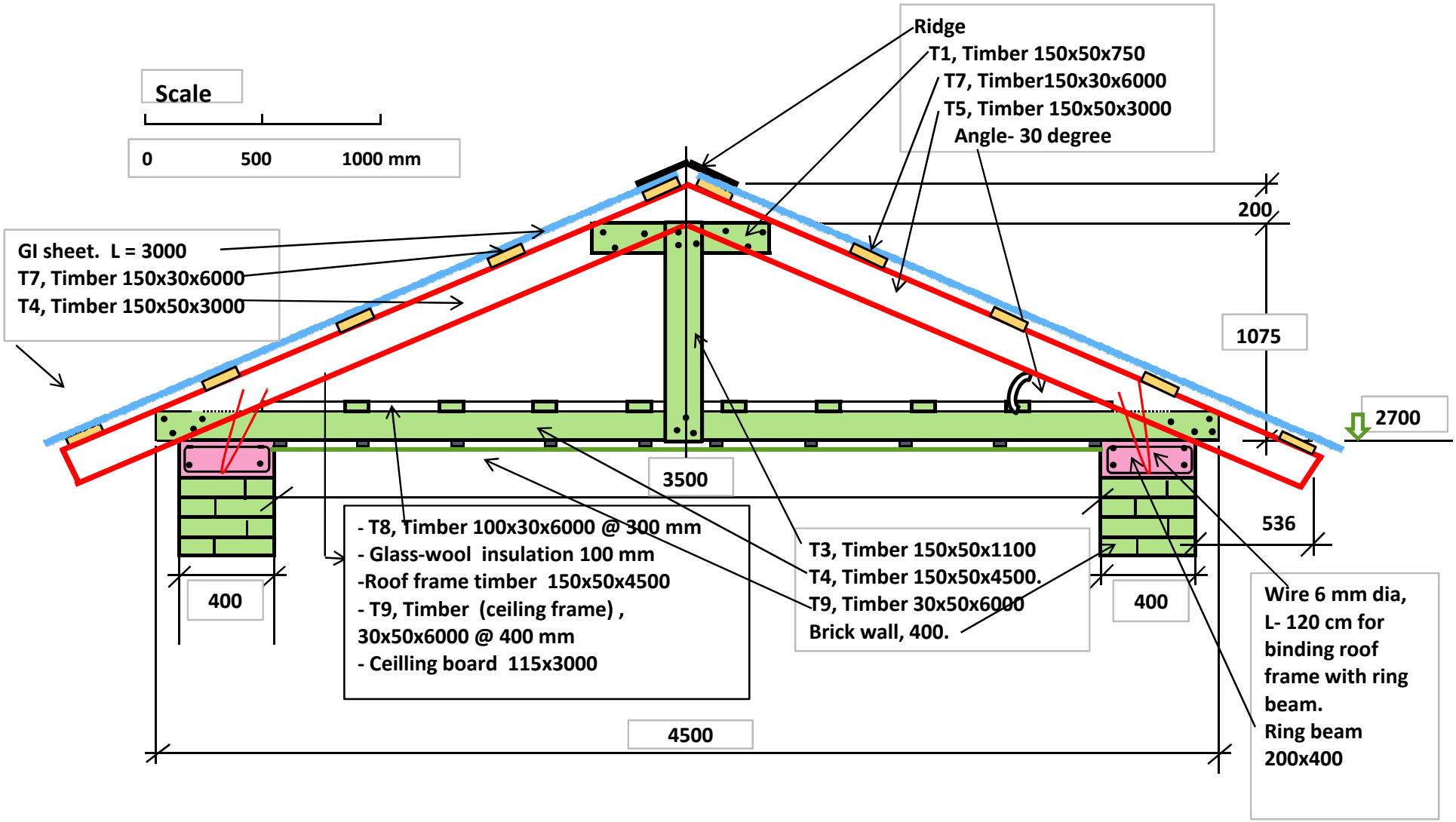
Floor structure

- Soft PVC floor mat 14 mm
- 5 mm. sand-cement (1:4) floor finish
- 55 mm. concrete 1:4(!):2 (cement:sand (!) :gravel)
- peno-plast insulation layer 50 mm
- Moisture protect bituminus paper layer
- Compacted gravel layer 150 mm
- Soil base

!- local coarse sand with 50% gravel

Mozzam Akhmed
Shelter Coordinator
UNHCR. Osh
15-Sept-2010

Roof structure details , 2 rooms, 15-Sept



Mozzam Akhmed
Shelter Coordinator
UNHCR. Osh
15-Sept-2010

Date_____ **Shelter ID** _____

Acknowledgement of Shelter Construction Completion

This is to acknowledge that in the framework of the UNHCR emergency shelter project a two or three rooms (underline the required) emergency shelter has been constructed and completed on my compound mentioned below:

Full Name: ……..…

Full Address: …….

Contact: ……..…

As beneficiary of this project I acknowledge that UNHCR and its implementing partners jointly or separately will not be responsible for any minor or major damage to the shelter in the future.

As beneficiary of this project I confirm that construction of the following parts of my shelter has been completed:

Walls ☐	*Roofing* ☐	*Ceiling* ☐	*Doors* ☐
Windows ☐	*Flooring* ☐	*Stove* ☐	*Labour Contribution* ☐

By signing below, all parties acknowledge and agree on the terms and condition mentioned in this certificate.

Name and Signature:

Beneficiary:	Implementing Partner:	UNHCR:	SDRR representative:
_____	_____	_____	_____
_____	_____	_____	_____

Procedure in signing of the
Acknowledgment of Shelter Completion Certificate
27 November 2010

As it has been discussed in our shelter coordination meetings, the main purpose of the certificate is to convert or transform the variety of work on construction of emergency transitional shelters i.e. distribution of 37 items of construction material, labor contribution, technical advice of UNHCR's implementing partners, monitoring of SDRR and other inputs into a completed two or three room transitional shelter and set the stage for further work on legal documentation.

The following procedure is therefore put in place for signing of the Acknowledgment of Shelter Completion Certificate.

a. The certificate will be done in four copies two in Russian and two in English,
b. Each signatory should receive a copy with all four original signature in place,
c. The Russian copies goes to the beneficiaries and SDRR and English copies go to the Implementing Partner and UNHCR,

The most important aspect of this exercise is i, talking to beneficiaries, ii, attending to their legitimate concerns and iii, getting their signature in conformation of job done without leaving any unattended concern for the future.

Step One: the IPs will discuss the issue of completion with the beneficiaries; attend to their legitimate concerns get the beneficiaries' signature in 4 original copies.

Step Two: Then IP signs the certificate and they will bring all four copies to UNHCR office either in Osh or in Jalalabad with two signatures in all four copies,

Step Three: Mozzam or Ghassem as two shelter persons who have been appointed by the Snr. Management of UNHCR, will sign all four copies on behalf of UNHCR Kyrgyzstan,

Step Four: SDRR would sign all four copies after UNHCR signature.

Step Five: All signatories should receive one original copy of the certificate.

For any questions regarding the above procedure, kindly contact the under signed or Mozzam

Ghassem Fardanesh
Emergency Shelter Cluster Coordinator,
UNHCR, Osh

We would like to inform you about the emergency transitional shelter project of the UN Refugee Agency (UNHCR), implemented in different areas of Osh city and Osh province, and in Jalal-Abad city and Jalal-Abad province.

- In the framework of the project approximately 1,700 emergency transitional shelters will be constructed in southern Kyrgyzstan.
- UNHCR has only enough funds to build two-rooms shelters. Provided resources are available, some additional support will be provided to large and vulnerable families.
- UNHCR's implementing partners are ACTED, Danish Refugee Council and Save the Children.

UNHCR shelters are free of charge for the affected population

- All removal of rubble from a compound to the street is done by UNHCR partners for free.
- All construction materials for the two-room brick-wall house will be provided to you for free.
- UNHCR can provide some support with labour, however, your involvement and help to build your house as soon as possible is important.
- All assistance provided by UNHCR and its partners to build you two-room brick-wall shelter is free, unconditional and is not linked with any loan.

When will my shelter be built?

- UNHCR and its partners started the emergency transitional shelter project as soon as the approval of the authorities was received. In August and September most compounds were cleared of rubble. Since then, UNHCR and its partners have been working hard to buy and deliver construction materials to the sites.
- By the beginning of October, foundations for transitional shelters had been laid in the majority of sites that were most heavily damaged.

How long does it take to build a transitional shelter?

- To build a two-room brick-wall shelter takes about 5-6 weeks, provided all construction materials and labour are available.
- For those people whose houses will not be completed before the winter, additional support will be provided.
- UNHCR and its partners will distribute additional blankets, winter clothes, stoves and some coal, based on the needs of the people to go through the winter.

HOT LINE 24 hours
Centre for the Facilitation of International Protection,
supported by UNHCR Office in Osh.

Osh: (0555) 50-99-44; (0555) 51-99-44
Jalal-Abad: (0555) 52-99-44
Calls from landline telephones or *Megacom* subscribers are free of charge.

Dear residents of ….

We would like to inform you about the emergency transitional shelter project of the UN Refugee Agency, implemented in different areas of Osh and Osh province by ACTED, Danish Refugee Council and Save the Children.

- In the framework of the UNHCR Emergency transitional shelter project around 900 shelters in Osh city and region will be rebuilt.
- Transitional shelters are two-room brick-wall houses, built on the foundations of the heavily destroyed or burnt houses, in the same compounds.
- UNHCR has enough funds to build only two-rooms shelters in such limited period of time. Provided resources are available, some additional support will be provided to large and vulnerable families.
- Also, Catholic Relief Service helps to repair some 100 houses in Osh, which were not fully destroyed and require just some repair.

Shelters provided under the Emergency transitional shelters are free of charge for the affected population.

- All removal of rubble from a compound to the street will be done by UNHCR partners for free.
- All construction materials for the two-room brick-wall house will be provided to you for free.
- UNHCR can provide some support with labour, however, your involvement and help to build your house as soon as possible is important.

There is not link between Emergency transitional shelter project and a loan programme.

- All assistance provided by UNHCR and its partners to build you two-room brick-wall shelter is free, unconditional and is not linked with any loan.
- In order to get a two-room shelter from UNHCR you are not obliged to take a loan.
- If you consider taking any loan, please get more information about conditions, as your property, including your plot of land and your house can be taken as collateral.
- Taking any loan should be a voluntary and well-informed decision.

When will my house be rebuilt?

- UNHCR and partners has started the emergency transitional shelter project as soon as the approval of the authorities has been received. In August many compounds have been cleared from rubble to prepare the sites for construction. Clearing your compound is the first step to rebuilding your house. This work is ongoing in Osh city and region.
- Meantime UNHCR and partners purchased construction materials, which are being delivered to the prepared and cleared sites.

- Laying of foundations has started in Osh in the first weeks of September.

How much time does it take to build such a house?

- To build a two-room brick-wall shelter takes about 5-6 weeks, provided all construction materials and labour are available.
- There is a plan to complete most of the shelters before the onset of the winter. For those people whose houses will not be completed before the winter, additional support will be provided.

Support to people who lost their houses and host families in view of forthcoming winter

- UNHCR is going to distribute additional blankets, winter clothes, stoves and some coal, based on the needs of the people to go through the winter.

Translation of UNHCR PI document circulate to shelter labourers

Questions and Answers on handling asbestos

What is asbestos?
Asbestos is a naturally-occurring fibrous material. It is strong, insulating and chemically inert and is widely used, particularly in building and insulation materials. This is what it looks like:

Where do we have asbestos?
In Kyrgyzstan, many homes have corrugated asbestos-cement roofs. Asbestos cement may also be used for water pipes. When intact asbestos-cement products have been used with no apparent health problems.

Why is it potentially harmful?
Asbestos cement becomes dangerous when it is broken up since this can cause the release of small fibres that are easily inhaled. These fibres can stay in the lungs and can cause serious illnesses many years in the future, including chronic chest disease (asbestosis), mesothelioma and cancer of the lungs.

How can I protect myself and my family when cleaning up asbestos?

Remember – breathing the dust from asbestos is harmful. Reduce your exposure to the dust in these ways:

1. Cover yourself by wearing the following: face mask; gloves; long sleeves, pants and closed shoes
2. Whatever you wear while cleaning up, you should wash separately from your other things. Do not take contaminated clothes into your home
3. Take a shower after you finish cleaning.
4. If you have to sweep or shovel material with asbestos, wet it first to limit the dust.
5. Do not break or cut asbestos, as this creates dust. If you really have to break up asbestos cement then wet it first to reduce dust.
6. Never burn asbestos - this just spreads the fibres more widely!
7. Do not smoke or eat food while cleaning up
8. Keep children away from debris. When you are cleaning, children and other vulnerable persons should not be in the vicinity.
9. Put asbestos containing debris into sacks or barrels that can be closed. At the very least, try and cover this debris with tarpaulins or plastic sheeting to keep dust contained.
10. Do not dispose of asbestos on your own. The municipal authorities should remove it to a safe location.

UNHCR
United Nations High Commissioner for Refugees
Haut Commissariat des Nations Unies pour les réfugiés

60 YEARS • JIET

PRESS RELEASE

UNHCR successfully completed the Emergency Transitional Shelter Programme in Southern Kyrgyzstan

Bishkek, 3 December 2010 – Before the first December UNHCR successfully completed its emergency transitional shelter programme in Southern Kyrgyzstan which provided transitional shelters for more than 13,400 people whose houses were damaged or destroyed during June's violence.

Damaged house, Jalal-Abad region

Already at the end of June, the shelter cluster of the international humanitarian response, lead by UNHCR, undertook a rapid joint shelter assessment. It revealed that close to 2,000 private housing compounds had been damaged and about 1,690 had been completely destroyed. UNHCR committed to construct roughly 80% of transitional shelters, while the ICRC agreed to build the remaining 20%. The Catholic Relief Service contributed by repairing houses which had suffered lesser damage.

Damaged house, Osh region

By the end of July an emergency shelter strategy had been developed and approved by the government and donors. By the end of August, all authorities had given the green-light for reconstruction in all affected areas. Within 100 days, UNHCR and partners, namely ACTED, Danish Refugee Council, and Save the Children, supported by the State Directorate for Reconstruction and Rehabilitation of Osh and Jalalabad and authorities, successfully overcame numerous challenges to fulfil the commitment.

Transitional shelter, Osh region

Construction works entailed moving large amounts of rubble and debris, including toxic asbestos. UNHCR and its partners had to quickly source and purchase large amounts of construction material, including sand, cement, bricks and timber. To complete the shelter program before the beginning of the cold season, each and every day, some 300,000 bricks had to be sources, procured and delivered, as well as 800 cubic meters of sand, 600 cubic meters of gravel, 750 cubic meters of aggregate, and many more materials. In total, it took about 10 million bricks as well as 7 million tons of cement.

Transitional shelter, Jalal-Abad region

”UNHCR is proud to have been able to contribute to the success of this project and would like to thank all partners, donors and authorities for their outstanding work and support,” said, Hans Friedrich Schodder, UNHCR Representative in Kyrgyzstan, “aside from the practical result of getting people into proper accommodation before the winter, the shelter programme has also helped to restore a sense of community and give people hope for the future.”

The response from beneficiaries has been enthusiastic. All new transitional homes are warm and seismically safe in full compliance with the national construction codes and international standards. They have been built on the foundations of destroyed properties, mostly from locally procured material. UNHCR invested more than US$ 9 million, from its total 2010 Kyrgyzstan budget of US$ 23 million, into this component of its programme.

Now that the emergency shelter work is completed, UNHCR will continue distributing winter aid to all needy people and pursue urgent protection activities to promote restoration of the rule of law and adherence to human rights - creating confidence for reconciliation, peace and stability.

For contacts and media queries: Natalia Prokopchuk,
UNHCR External Relations Officer + 996 775 984224, prokopch@unhcr.org

UNHCR
United Nations High Commissioner for Refugees
Haut Commissariat des Nations Unies pour les réfugiés

60 YEARS • JIET

PRESS RELEASE

UNHCR helps the most vulnerable people of Kyrgyzstan to prepare for winter

Bishkek, 15 November 2010 – In view of the approaching cold season, the United Nations High Commissioner for Refugees (UNHCR) has began to distribute winter aid to thousands needy families in Osh and Jalalabad regions of Kyrgyzstan. This includes warm clothing, donated by the Japanese retail company UNIQLO, blankets, boots, cooking sets, kitchen utilities, water containers, kettles and other relief items. UNHCR closely coordinates with partners, who provide additional heating support and coal.

”This is a very critical time of the year for many families,” stressed, Hans Friedrich Schodder, UNHCR Representative in Kyrgyzstan, “Poor families in all communities need extra help to overcome the forthcoming winter in dignity. We can see that our aid has a positive impact on people’s lives. For example, children from poor families, who could not attend school because they did not have any winter clothing, now can go to school, wearing new warm clothes and boots.”

One distribution took place on 10 November in Suzak district of Jalal-Abad province, where UNHCR gave warm blankets and clothing to the Bokonbaeva orphanage, the Home for Elderly in Oktyabrskiy village and “Jash-Moon” Children Rehabilitation Centre.

©*T. Bjorvatn.* In Barpy, Susak district of Jalalabad region over 100 families received UNHCR humanitarian aid.

©*R. Botashov.* In “Bokonbaeva” Children House winter aid reached 70 children of 1-17 years old.

The UN Refugee Agency opened offices in Kyrgyzstan in 1995. In 2010 it became the lead agency in providing emergency shelter, non-food relief and protection aid to the country.

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