

# Shelter coordination in natural disasters

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# Shelter coordination

## in natural disasters

*Strategy 2020* voices the collective determination of the IFRC to move forward in tackling the major challenges that confront humanity in the next decade. Informed by the needs and vulnerabilities of the diverse communities with whom we work, as well as the basic rights and freedoms to which all are entitled, this strategy seeks to benefit all who look to Red Cross Red Crescent to help to build a more humane, dignified, and peaceful world.

Over the next ten years, the collective focus of the IFRC will be on achieving the following strategic aims:

1. Save lives, protect livelihoods, and strengthen recovery from disasters and crises
2. Enable healthy and safe living
3. Promote social inclusion and a culture of non-violence and peace



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# Foreword

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The 2005 *Humanitarian Response Review*, commissioned by the UN Emergency Relief Coordinator and Under-Secretary-General for Humanitarian Affairs, identified a number of areas in which urgent action was required to enable a more effective, predictable and accountable humanitarian system. The resulting Humanitarian Reform Process was overseen by the Inter-Agency Standing Committee (IASC), which is comprised of UN agencies, the International Red Cross and Red Crescent Movement and the primary non-governmental organization (NGO) consortia bodies. The cluster approach, aimed at providing adequate capacity and predictable leadership in all sectors, was one of the agreed four pillars of the reform process. The other pillars comprised effective leadership and coordination in humanitarian emergencies through the UN Humanitarian Coordinator role; adequate, timely and flexible humanitarian financing; and strong partnerships between UN and non-UN agencies.

Through a Memorandum of Understanding with OCHA, signed in 2006, the International Federation of Red Cross and Red Crescent Societies (IFRC) agreed to take on the responsibility of convening the Shelter Cluster for natural disasters, to complement UNHCR's leadership of the Shelter Cluster in situations of conflict or civil unrest. A *Shelter Coordination Toolkit* was developed by the Global Shelter Cluster in 2006, comprising the consolidation of templates, job descriptions, checklists and examples of key coordination documents and tools developed by the country level Shelter Clusters, notably in Indonesia and Pakistan. To remain relevant and up-to-date, this toolkit has existed in electronic form, with new tools, templates and examples being added and modified at intervals following further activations of the Shelter Cluster. In addition, the annual Shelter Coordination Workshops have provided the opportunity for individuals who

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have undertaken the coordination role at country level to review and revise the toolkit. The establishment of a dedicated website at [www.sheltercluster.org](http://www.sheltercluster.org) ensures that the toolkit remains the primary resource for the practicalities of field coordination alongside the country specific information being managed for a particular emergency and resources from previous emergencies.

In accordance with the aspirations of the cluster approach to provide predictable leadership, the IFRC has progressively refined and defined its shelter coordination methodology through the emergencies in which it has convened the Shelter Cluster. With the support and active involvement of cluster partners including National Red Cross and Red Crescent Societies, operational NGOs and UN agencies, this methodology is now commonly understood and can be shared more widely.

This handbook therefore provides an overview of the IFRC's approach to shelter coordination with its partners. It is aimed at shelter coordination personnel, to provide a summary of the coordination functions; agency decision-makers at global or country level who may be contributing personnel to a Shelter Coordination Team or participating in a country level cluster; and donors and affected governments to ensure a better understanding of the coordination role and how this common, interagency platform can contribute to enhanced humanitarian response.

# Abbreviations and acronyms

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CERF	Central Emergency Response Fund
DFID	Department for International Development
ECB	Emergency Capacity Building Project
ECHO	European Commission Humanitarian Aid Department
HAP	Humanitarian Accountability Partnership
IASC	Inter-Agency Standing Committee
IDPs	Internally displaced persons
ICRC	International Committee of the Red Cross
IFRC	International Federation of Red Cross and Red Crescent Societies
IOM	International Organization for Migration
NGO	Non-governmental organization
NFI	Non-food item
OCHA	UN Office for the Coordination of Humanitarian Affairs
SAG	Strategic Advisory Group
TWIG	Technical Working Group
UN	United Nations
UNDAC	UN Disaster Assessment and Coordination
UNDP	UN Development Programme
UNEP	UN Environment Programme
UN-HABITAT	UN Human Settlements Programme
UNHCR	UN High Commissioner for Refugees
UNICEF	UN Children's Fund
USAID	United States Agency for International Development
WASH	Water, sanitation and hygiene
WFP	UN World Food Programme

# Glossary

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## Affected population/affected people

This term includes men, women, boys and girls. It may also refer to people who have not been displaced but whose rights and needs should be taken into account in shelter response.

*“If the host population, which has not been directly affected by the natural disaster, suffers from similar shortages of water and sanitation, shelter, clothing, and essential health services as those affected by the natural disaster, relief should also be provided to it on an equitable basis.”<sup>1</sup>*

## Cluster

A cluster is a group of organizations in a specific sector of humanitarian response that work together to coordinate their operational activities. In an emergency response due to a natural disaster, the IFRC normally establishes and leads the Shelter Cluster. Refer to Annex 3 for a list of clusters and their lead agencies.

## Coordination

Coordination can be defined as delivery of humanitarian assistance in a cohesive way. Its tools include strategic planning, gathering and managing of information, mobilization of resources (personnel and finance) and accountability mechanisms.<sup>2</sup> The purpose of humanitarian coordination is to save lives and reduce suffering more effectively and more efficiently by enabling timely delivery of appropriate assistance, particularly to the most vulnerable.<sup>3</sup>

## Early recovery

During and immediately after a crisis, the primary focus is on immediate, life-saving measures. Early recovery approaches

emphasize a simultaneous need to support restoration of basic services, livelihoods, shelter, governance, security and the rule of law.<sup>4</sup> Shelter Coordination Teams normally include a shelter recovery advisor.

### Emergency shelter

Emergency shelter is the provision of basic and immediate shelter necessary to ensure the survival of disaster-affected persons. It includes rapid response solutions such as tents, insulation materials, other temporary emergency shelter solutions, and shelter related non-food items (NFIs).<sup>5</sup> Refer to Annex 6 for a summary of the minimum standards in shelter, settlement and non-food items as per the Sphere Project's *Humanitarian Charter and Minimum Standards in Humanitarian Response (Sphere standards)*.

### Humanitarian coordinator

The humanitarian coordinator is appointed by the UN in a country facing a humanitarian crisis. S/he is responsible for the overall leadership, coordination and effectiveness of the international humanitarian response. His/her role includes establishing clusters, inter-sectoral coordination, overall needs assessment and strategy. S/he advocates on human rights, humanitarian law, humanitarian principles and access issues. In a country without a humanitarian coordinator, the UN resident coordinator usually takes on this additional role.<sup>6</sup>

### Humanitarian country team

The humanitarian country team is made up of organizations which are undertaking humanitarian action and participating in coordination arrangements. It will include UN agencies, IOM, local and international NGOs, and subject to their individual mandates, components of the International Red Cross and Red Crescent Movement. It is chaired by the humanitarian/resident coordinator.<sup>7</sup>

### Information management

Information management is an umbrella term for processes which take data in different forms and transform them into information and knowledge needed for planning and implementing humanitarian action. An example of this is provided below:

<i>Data</i>	1234
<i>Information</i>	There are 1,234 internally displaced persons (IDPs) in this location.
<i>Knowledge</i>	The 1,234 IDPs in this location will require at least 220 shelter kits.
<i>Action</i>	We will place an order for shelter kits. <sup>8</sup>

### Internally displaced persons

IDPs are “persons or groups of persons who have been forced or obliged to flee or to leave their homes or places of habitual residence, in particular as a result of or in order to avoid the effects of armed conflict, situations of generalized violence, violations of human rights or natural or human-made disasters, and who have not crossed an internationally recognized state border.”<sup>9</sup>

### Natural disaster

Natural disaster refers to “the consequences of events triggered by such natural hazards as earthquakes, volcanic eruptions, landslides, tsunamis, floods and drought that overwhelm local response capacity. Such disasters seriously disrupt the functioning of a community or a society causing widespread human, material, economic or environmental losses, which exceed the ability of the affected community or society to cope by using its own resources.”<sup>10</sup>

### Non-food items

NFIs include individual and household goods: clothing, blankets and bedding; cooking and eating utensils; stoves, fuel and lighting;



tools and fixings for shelter construction and repair; cash or vouchers for the purchase of these items in local markets.<sup>11</sup> Refer to Annex 6 for a summary of the minimum standards in shelter, settlement and non-food items as per the Sphere standards.

### Partnerships

Partnerships are “voluntary and collaborative relationships between various parties, both public and non-public, in which all participants agree to work together to achieve a common purpose or undertake a specific task and, as mutually agreed, to share risks and responsibilities, resources and benefits.”<sup>12</sup>

In practice, cluster ‘partnerships’ risk becoming exclusive given that the cluster approach is activated when there is an *international* response to an emergency, cluster and hub coordinators need to be proactive in ensuring partners include national and local organizations. Refer to Annex 8 for suggestions.

### Post-disaster needs assessment

A post-disaster needs assessment is a government-led exercise which provides a platform for the international community to assist an affected government in recovery and reconstruction.<sup>13</sup>

### Resident coordinator

The resident coordinator is the head of the UN country team.

### Transitional shelter

Transitional shelter is an approach rather than a product or phase. The term refers to post-disaster shelter which can be reused, in part or in whole, in more permanent structures or moved from temporary to permanent locations. Transitional shelter approaches can promote the transition of affected populations to more durable shelter.<sup>14</sup>

# Introduction

Shelter coordination in natural disasters is an introduction to the role and work of the IFRC-led Shelter Cluster following a natural disaster. It is intended for members of Shelter Coordination Teams, for Shelter Cluster partners and for others with an interest in the effective and equitable provision of humanitarian shelter and NFIs during an emergency response.

Guidance is based on the experience of the IFRC-led Shelter Cluster since 2006. The handbook draws on work by Shelter Coordination Teams, Shelter Cluster partner agencies and the Global Shelter Cluster. It also draws on work by other clusters with which the Shelter Cluster frequently collaborates in emergencies, particularly the Water, Sanitation and Hygiene (WASH) Cluster. Chapters can be read in sequence or separately.

The handbook does not offer detailed technical guidance on the design and delivery of shelter and non-food programmes. However, it provides advice on good practice and links to resources, tools and standards for use in operations and coordination. It is accompanied by an online toolkit which includes additional tools and templates for use by coordination teams.

The handbook offers tried and tested guidance on shelter coordination following a natural disaster but seldom a prescription. In any response, the Shelter Cluster will continue to rely on its partners in government and NGOs and on the people most affected by the disaster to help shape its approach.



## PART 1/ COORDINATION AND THE CLUSTER APPROACH

The people who survive a disaster are the first to provide emergency assistance to their families and community.<sup>15</sup> When a disaster overwhelms their ability or that of the region or country in which they live, and if the emergency attracts international attention, a range of foreign organizations may send money, goods or workers to their aid.

Whether response is local, national or international, coordination between those involved is essential. The *Sphere standards* underline the need for coordination between agencies and with government authorities during humanitarian response. They remind all involved that “adequate programme coverage, timeliness and quality require collective action.”<sup>16</sup>

By working together national and international organizations can benefit from one another’s knowledge and experience. Through coordination each organization can find out what others are doing and where others are working. They can take collective action to identify gaps and needs and help fulfil the rights to timely and effective humanitarian assistance.

Nevertheless, coordination is difficult. Recognizing chronic difficulty and persistent gaps, humanitarian response organizations

began in 2006 to coordinate through a system of ‘clusters.’ A cluster is a group of organizations working in a specific sector of humanitarian response, such as shelter, water and sanitation or health (refer to Annex 3). Individual agencies in a cluster retain their autonomy but each cluster has a named lead agency or agencies.

Governments remain responsible for assistance to people affected by natural disasters or armed conflict within their territory (refer to Annex 2). The planning and coordination of emergency response remain the legal responsibility of the host government hence clusters aim to support the work of the host government and of national and local government authorities.<sup>17</sup>

At the country level, the aim of the cluster approach is to ensure a more coherent and effective response by mobilizing groups of agencies, organizations and NGOs to respond in a strategic manner across all key sectors or areas of activity, each sector having a clearly designated lead. (IASC)<sup>18</sup>

We now know that investment in coordination is part of good programming and that good coordination amplifies the quality and coverage of humanitarian responses ... we recognise that coordination is a responsibility we all share. (Ramesh Rajasingham, OCHA)<sup>19</sup>

*Refer to section on Key readings for more detailed list of additional resources and tools.*



## PART 2/ THE SHELTER CLUSTER AND NATURAL DISASTERS

### **What does the Shelter Cluster do?**

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The Shelter Cluster coordinates the work of organizations involved in the provision of shelter and NFIs. Following a major natural or technological disaster to which there is an international response, the IFRC normally leads or convenes the Shelter Cluster (refer to Annex 4).

The aim of the Shelter Cluster is to enable its partner agencies to take a strategic approach to collective response. It aims to ensure that:

- ↘ Overall response by agencies delivering shelter and NFIs is adequate, effective, coherent and coordinated.
- ↘ Gaps and duplication in the provision of shelter and NFIs are minimized.
- ↘ Assistance is given in accordance with humanitarian principles, standards and guidelines.

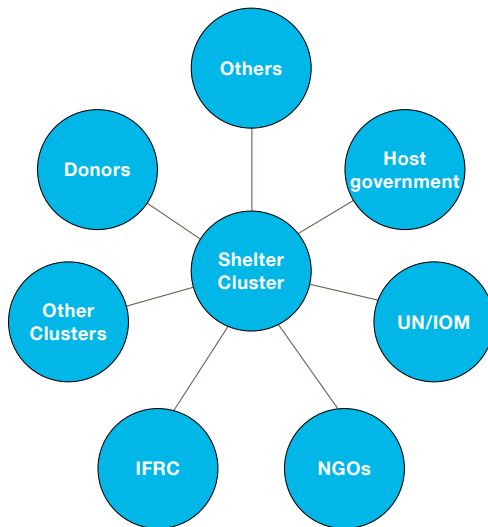
## How long does the work of the cluster span following a natural disaster?

The IFRC usually leads the Shelter Cluster for a minimum of three months or until the end of the emergency phase. When requested and where dedicated resources to support coordination are available, IFRC can continue its leadership of the Shelter Cluster during the transitional phase. Coordination within the Shelter Cluster is not limited to emergency shelter. Longer-term recovery activities usually begin immediately after a disaster and the Shelter Coordination Team normally includes a shelter recovery advisor. Beyond the emergency or transitional phase, leadership of the Shelter Cluster is handed over to agencies such as UN Habitat or UNDP with the required developmental experience to coordinate shelter recovery and the transition to permanent shelter and housing (refer to Chapter 15: Handover).

## Which agencies are partners in the Shelter Cluster?

Any organization involved in fulfilling rights to humanitarian shelter and NFIs can become a Shelter Cluster partner. Partners include organizations that have different mandates, perspectives, roles and priorities within response. However, the overall objective of the cluster's work is humanitarian and not-for-profit: the cluster and its work are governed by the principles, standards and practice of the humanitarian sector (refer to Chapter 14: Guidance, principles and standards).

## Shelter Cluster partners



### Host government

Ministries or central/local government departments responsible for civil emergencies or housing.

### UN/IOM

Agencies with a role in shelter for example IOM, UN-HABITAT, UNDP and UNEP.

Representatives of the humanitarian/resident coordinator or OCHA.

### NGOs

National and international NGOs delivering shelter and NFIs or working in related areas, such as the environment or human rights.



## IFRC

The IFRC or its member National Societies delivering shelter and NFIs.

## Other clusters

For example, Protection, WASH, Camp Coordination and Camp Management or Early Recovery whose partners' activities complement those of the Shelter Cluster.

## Donors

Shelter donors, such as DFID, ECHO and USAID.

## Others

Any other organizations engaged in humanitarian shelter, for example academic, women's or private sector organizations.

## Do cluster partners retain their autonomy?

Partners in the Shelter Cluster are autonomous, equal and participate voluntarily in its work. They have no formal accountability to the Shelter Cluster, and the Shelter Coordination Team has no authority to direct their work. They remain answerable to the disaster-affected population, the host government, donors, and the humanitarian coordinator for the quality, coverage and coordination of their programmes.

- Support the aims, strategy and coordination activities of the Shelter Cluster.
- Participate in cluster activities, for example, coordinated assessments and appeals, etc.
- Exchange assessments, plans, information and progress reports with the cluster.
- Highlight gaps in coverage they are unable to fill or signal any duplication in delivery which they have observed.
- Adhere to the principles, standards and guidance agreed by the Shelter Cluster (refer to Chapter 14: Guidance, principles and standards).

The legitimacy of the cluster approach is derived from its breadth of participation. In other words, the wider the cluster membership, the more representative it becomes. The more representative it becomes, the more legitimate its advocacy... (James Shepherd-Barron, Cluster-wise)<sup>20</sup>

*Refer to section on Key readings for more detailed list of additional resources and tools.*

## PART 3/ SHELTER COORDINATION TEAM

### **What does the Shelter Coordination Team do?**

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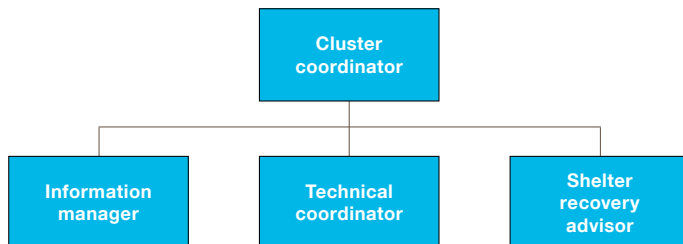
The Shelter Coordination Team is the Shelter Cluster's main resource. The team's aim is to contribute to effective provision of emergency shelter and NFIs through timely and efficient coordination of partners in the Shelter Cluster, and to support the host government in its humanitarian role.

### **How is the team structured?**

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The structure and size of the Shelter Coordination Team depends on the scale of response, the need for additional expertise and the availability of personnel and funding. Core team members are an information manager, a technical coordinator and a shelter recovery advisor, all of whom report to a cluster coordinator.

### Shelter Coordination Team: core members

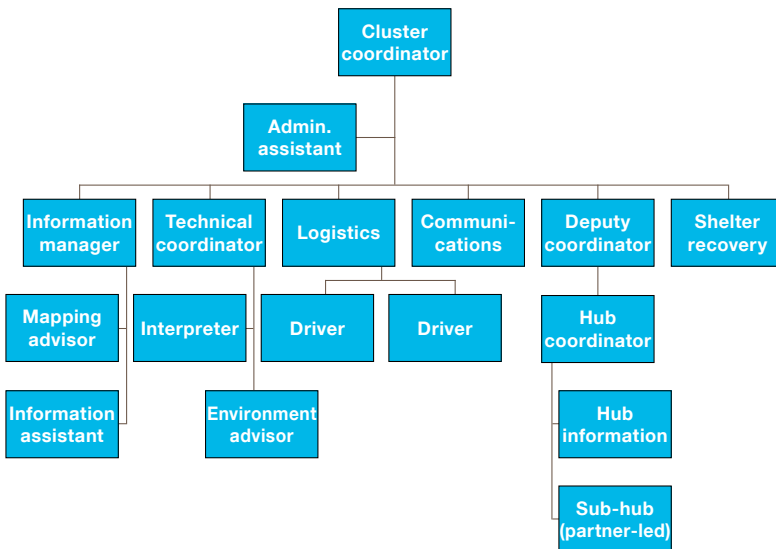


Teams sometimes include mapping, environment and communications advisors. Some teams have included specialists in logistical support, government liaison, land, housing and property, and urban planning.

If the team needs to provide coordination across a large area where many shelter agencies are working, it may deploy regional hub-coordinators and support staff to one or more hubs. Where more local coordination is needed, the team may provide support to sub-hubs led by cluster partners and the local government.

The cluster coordinator is responsible for the management, support and performance of all international and locally employed staff (refer to Annex 5 for a summary of the minimum standards for aid worker performance as per the *Sphere standards*). However, in an expanded Shelter Coordination Team, s/he may delegate responsibility for line management to a deputy coordinator or other senior staff member. This enables the cluster coordinator to focus on other strategic priorities but ensures that attention is paid to staff management, support and performance.

## Example of an expanded Shelter Coordination Team



## How is the team recruited?

The IFRC shelter and settlements department maintains a roster of international coordination personnel who may be recruited when a Shelter Coordination Team is deployed. In addition, National Red Cross and Red Crescent Societies and cluster partner agencies (e.g., UN-HABITAT or CARE) frequently second staff to the Shelter Coordination Team. Team members may be national or international. They may be employed by a cluster partner or by the IFRC. For logistical reasons, however, the cluster coordinator is normally a current or former IFRC delegate or staff member. All team members, regardless of their parent organization, report to the cluster coordinator. They are bound by the security regulations of the IFRC and the the Code of Conduct for the International Red Cross and Red Crescent Movement and NGOs in Disaster Relief (the code of conduct).

## Do members of the Shelter Coordination Team take part in shelter operations?

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All organizations and actors involved in shelter response, including the Red Cross Red Crescent, UN agencies and NGOs, are encouraged to be part of the Shelter Cluster. However, Shelter Coordination Team members have no responsibility for the implementation of emergency shelter operations by their parent agency. This is to ensure that team members can focus solely on coordination, are clearly identified with the aims and activities of the Shelter Cluster, and are seen as impartial by cluster partners, for example during coordinated funding appeals.

How big should a Shelter Coordination Team be? It has to be in proportion to the number of agencies there are to coordinate, the complexity of the crisis, the total amount of programme funding and the level of service delivery. The number in the team does not necessarily depend on the scale of the disaster. In Pakistan during the floods of 2010, for example, the shelter needs in just a few districts were greater than all the shelter needs in Aceh after the tsunami. Yet in Pakistan there were simply not enough agencies on the ground to justify a massive level of coordination. (James Shepherd-Barron, Clusterwise)<sup>21</sup>

*Refer to section on Key readings for more detailed list of additional resources and tools.*

## PART 4/ CLUSTER COORDINATOR

### **What is the role of the cluster coordinator?**

Working with his/her government counterpart, the coordinator leads the Shelter Cluster's coordination activities. S/he leads the Shelter Coordination Team and facilitates the relationships and processes through which the cluster carries out its activities.

The role of the cluster coordinator is a highly visible one. It combines pressure for rapid action with a responsibility that often outstrips authority. Hub coordinators are likely to face similar pressures, as do all who work in the Shelter Coordination Team to some extent.

The cluster coordinator's work, like that of others in the cluster and partner agencies, takes place in difficult circumstances, and with teams rapidly recruited from different organizations and countries who are working together for the first time. The Sphere Project and People In Aid provide standards and resources for team management, support and performance (refer to Annex 5).

## Key activities

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The key activities the cluster coordinator undertakes include:

1. Representing the Shelter Cluster to national/local authorities, state institutions, local and international organizations.
2. Managing the coordination of national and international cluster partners and ensuring inclusiveness at national and regional levels.
3. Managing and supporting the Shelter Coordination Team.
4. Assessing needs and gaps.
5. Ensuring that cluster strategy and action plans are in place, and monitoring and reporting on progress (refer to Chapter 9: Strategy and monitoring).
6. Ensuring information management systems are in place.
7. Promoting attention to vulnerable groups and cross-cutting issues (refer to Annex 7).
8. Advocating on funding for shelter and NFIs.
9. Promoting good practice, including participatory approaches.
10. Agreeing and implementing transit/exit arrangements for the cluster (refer to Chapter 15: Handover).

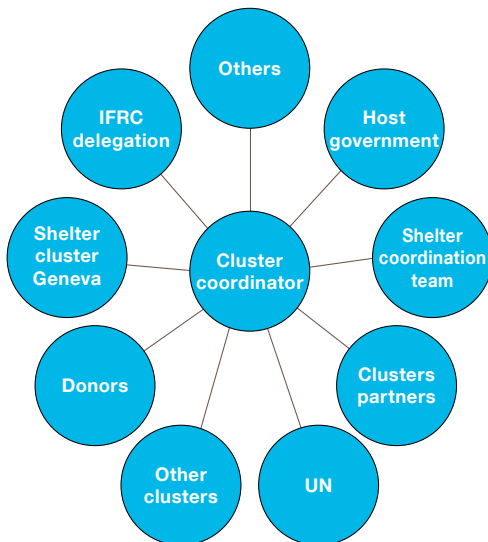
## Key relationships

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The cluster coordinator is usually the first team member deployed after an emergency. S/he must rapidly build and manage awareness of the cluster's role through working relationships with key groups.



## Example of an expanded Shelter Coordination Team



### Host government

The cluster coordinator supports the host government in its leadership of shelter response without compromising the cluster's or the IFRC's humanitarian objectives and independence

### Shelter Coordination Team

S/he leads, motivates, manages and supports a multi-national Shelter Coordination Team.

### Cluster partners

S/he manages relationships between international, national and local cluster partners to help ensure that collective work is inclusive, coherent and effective.

S/he chairs the main meeting of the Shelter Cluster and its Strategic Advisory Group (SAG) (refer to Chapter 11: Cluster forums: national).

## **UN**

S/he supports coordination and advocacy by the humanitarian/resident coordinator and contributes to the development of overall response strategy though does not report to the UN.

S/he liaises with the humanitarian country team, for example, on overall strategy, coordinated assessments and appeals, and on contingency planning.

## **Other clusters**

S/he represents the Shelter Cluster to other clusters and attends inter-cluster coordination meetings, for example, those organized by OCHA.

S/he promotes liaison by the Shelter Cluster and its partners with other clusters, such as Protection, WASH and Camp Coordination and Camp Management.

## **Donors**

S/he advocates with donors to ensure an understanding of shelter needs and funding.

## **Global Shelter Cluster**

S/he reports to the IFRC Global Shelter Cluster Coordinator.

## **IFRC delegation**

S/he has a reporting line to the IFRC's head of delegation; the delegation supports the Shelter Coordination Team through logistics, administration, local employment and staff security measures.

## **Others**

S/he forges links with key individuals and organizations outside the Shelter Cluster, for example, other coordination bodies, peacekeepers, media, women's organizations, etc.

S/he acts as shelter sector spokesperson.

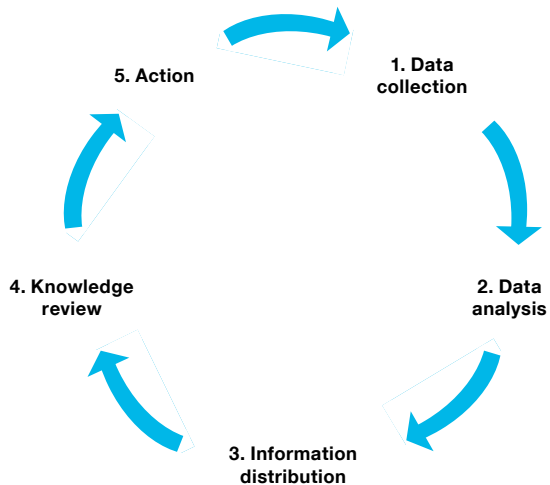
*Refer to section on Key readings for more detailed list of additional resources and tools.*

# PART 5/ INFORMATION MANAGEMENT

## What is information management?

Information management is an umbrella term for processes that take data in many different forms and transform them into information and knowledge required for planning and implementing humanitarian action.<sup>22</sup>

### Information management cycle



Good quality data are essential. Yet action in humanitarian response takes place in chaotic and fast-changing environments. Information management helps cluster partners and others to base decisions about shelter and NFIs on the best available knowledge.<sup>23</sup> It can help them to understand the situation *before* the emergency, track response progress, identify gaps, provide a sound basis for shelter strategy and advocacy, and ensure a well-focused response.<sup>24</sup>

## What is the role of the information manager?

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At the start of a large-scale response, the cluster requires professional information management skills. For this reason, the information manager is among the first deployed. Increasingly, s/he is supported by mapping or Geographic Information Systems advisors who translate numeric data into maps. In some operations, hubs have their own information officer.

### Information manager

The information manager is responsible for data collection, analysis and distribution. S/he determines data collection methods and is responsible for analysis and distribution of information, working with counterparts in partner agencies, other clusters, the government and OCHA.

S/he line-manages mapping advisors and provides technical support when necessary to hub information managers, partner agencies and other organizations, for example, government bodies. S/he represents the Shelter Cluster in the inter-cluster information management network convened by OCHA.

## **Key activities**

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The activities for which the information manager is responsible include:

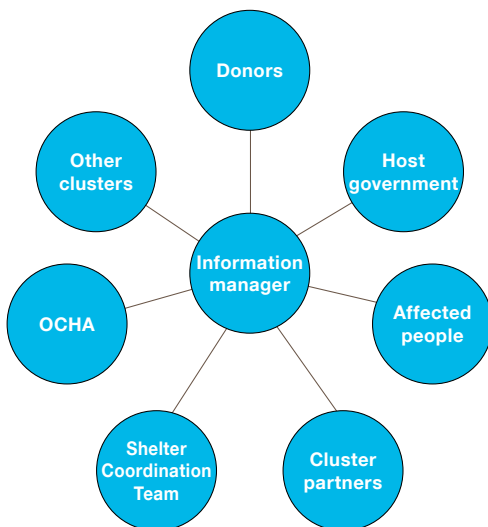
1. Developing relationships with key stakeholders to facilitate information exchange.
2. Identifying data/analysis/information requirements to support decision-making.
3. Setting up data collection and processing systems.
4. Establishing a range of information distribution mechanisms, including the cluster's website.

## **Key relationships**

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The Shelter Cluster relies on others to share data and information. They rely on the cluster for data analysis and knowledge. The information manager develops and maintains relationships with cluster partners and other stakeholders who have information to share and/or who require information products and services from the cluster.

## Managing relationships: the information manager



### Host government

The information manager may elicit pre-disaster and response information from the host government; the government leads the response and in turn requires cluster support and information.

### Affected people

The information manager supports cluster partners in ensuring that the right of affected people to information and consultation is fulfilled and that they are involved in all assessment and decision-making processes.

### Cluster partners

The information manager elicits data and information from cluster partners, for example assessments, distribution data and response plans.

S/he ensures partners receive information that add to their knowledge and understanding of the actions they need to take.

### **Shelter Coordination Team**

The information manager ensures the Shelter Coordination Team receives evidence regarding shelter response in order to develop or modify strategy, advocacy, and/or public and media messages.

### **OCHA**

The information manager elicits information held by OCHA, such as:

- ↳ baseline data (e.g., demographics, risk areas, etc.)
- ↳ directories of humanitarian partners and information focal points
- ↳ schedules, agendas and minutes of coordination meetings chaired by the humanitarian coordinator or OCHA
- ↳ overall who-what-where-when (4Ws) database and related information products, such as maps.

S/he contributes information about the shelter response to support inter-cluster information management.

S/he attends the inter-cluster information management network convened by OCHA and contributes to the common information strategy, standards, protocols and datasets.

### **Other clusters**

The information manager ensures counterparts in others clusters receive or share information of common interest, for example:

- ↳ Health and WASH Clusters: information on mosquito net distribution
- ↳ Camp Management Cluster: shelter and NFIs needed/distributed in camps
- ↳ Logistics Cluster: shelter and NFIs import and warehousing



- Protection Cluster: protection threats at shelter sites and how to mitigate them in shelter response
- WASH Cluster: shelter recipients needing/receiving WASH products and services.

### Donors

The information manager ensures donors receive information on the level, quality and location of shelter required for funding estimates.

## How does the cluster collect and analyse data?

Before data collection starts, the information manager has to know what information the cluster and its stakeholders require. S/he must know what shelter results the cluster strategy is aiming for, what indicators it has set, and what data will be required to measure performance against these indicators. The cluster needs to establish in advance a list of data to be collected and the criteria to be used (i.e., for assessing shelter damage) so that findings by different agencies can be compared. It is essential to establish who is carrying out an assessment and where they are doing so in order to avoid duplication or gaps in shelter data.

Whenever possible, the cluster should collect data in local languages. Baseline data and data on household units should be broken down by sex and age. This enables cluster partners to reflect the needs of different groups in projects and appeals, to understand whether groups have equal access to aid. It also assists the cluster and its partners in measuring the effectiveness of projects and of coordination.

Natural disasters and armed conflict do not affect all people evenly, in fact, they are deeply discriminatory; “pre-existing structures and social conditions determine that some members of the community will be less affected while others will pay a higher price.”<sup>25</sup> Among the key factors that determine how people are affected by both natural disaster and armed conflict is that of gender and age.

As humanitarians, we need good information about who is affected and how because it tells us something important about how disasters are unfolding; how armed conflicts are being carried out, experienced, and why; who lives and who dies; and the likely condition of those surviving the aftermath. Gender and age matter when it comes to who dies, who is injured and how, who lives, who is affected and in what ways, and what their lives are like during and after the violence and crises. (Mazurana et al. 2011)<sup>26</sup>

The Global Shelter Cluster has developed collection tools for operational partners. Most organizations have access to Microsoft Office programmes hence data are likely to be collected using Excel formats. Cluster information management staff aim to meet cluster and hub-partners to understand the problems they face. Problems often include lack of personnel capacity, web connectivity or access to affected areas. Subject to its personnel resources, the Shelter Coordination Team may provide mentoring to individual agencies or training for groups of partners.

The information manager and his/her colleagues analyse data supplied by cluster partners and others to build up a picture of shelter needs and response. Different analyses may be carried out during a response, depending on the information requirements of partners. Chapter 6 focuses on coordinated assessment by the cluster and its partners. Annex 15 provides a checklist of key questions for use in different types of analysis.

Data supplied by an individual cluster partner may detail what an agency is doing, where it is working and the numbers and kinds

of people it assists or plans to assist. The cluster distributes an analysis of information to stakeholders who can use this in different ways. For example, operational partners may review the boundaries of the area in which they working or the inclusion of cross-cutting issues; donors may adjust funding plans in order to increase coverage. Information management is valuable only if it contributes to enhanced knowledge about the situation and to necessary action by cluster stakeholders.

## How does the cluster distribute information?

Distribution should be user-led rather than technology-driven. It should take into account differing levels of web connectivity and computer access and the need for translation; however information is distributed, its translation into local languages must be a priority. If translation is difficult to arrange in-country, the IFRC shelter and settlements department may be able to commission remote support.

All clusters are likely to have these information products:

- situation reports
- contact lists
- cluster meeting schedules
- who-what-where-when information
- maps
- assessment information
- charts
- public information materials

These and other information products and services are distributed in various formats through multiple forums and media, and the internet is commonly used. See Annex 11 for examples of information products and how they can be distributed. It is recommended that the main cluster strategy includes informa-

tion management and that it sets out key information products, services, formats, languages, forums and media.

‘We collect data, we analyse it and we disseminate it... Information by itself is a resource for knowledge but unless it is given to the right people, formatted in the right way, it becomes a burden and not a benefit to anyone.’ (Phyo Kaw, Haiti Shelter Cluster)<sup>27</sup>

*Refer to section on Key readings for more detailed list of additional resources and tools.*

## PART 6/ COORDINATED ASSESSMENT AND ANALYSIS

### Why should partners coordinate assessments?

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The pressure from media, donors and governments can be overwhelming at the start of a response. It can push agencies into making promises and commitments they may be unable to keep.<sup>28</sup> Assessments provide an understanding of the disaster situation and a clear analysis of threats to life, dignity, health and livelihoods. They help determine if an external response is required and the nature and scale of a response.<sup>29</sup>

The Shelter Cluster coordinator must ensure that joint needs assessment and analysis take place within the shelter sector.<sup>30</sup> The cluster and its partners also participate in joint or coordinated assessments with other clusters and the host government. Coordinated assessments are planned and carried out in partnership with different humanitarian organizations involved in the response. The findings of these assessments are shared.

Coordinated assessments aim to collect and analyse data that everyone can use as soon as possible. They should make maximum use of capacities, experience, local knowledge and expertise in different organizations and clusters. They should minimize

.....

‘assessment fatigue’ and the reliving of painful experience that is likely to occur if numerous agencies conduct separate assessments in the same community. Refer to Annex 12 for good practice in coordinated assessments.

## Who coordinates assessments?

Coordinated assessments require cooperation by different Shelter Cluster stakeholders.

<b>Host government</b>	Has primary responsibility for assessment and should lead when possible.
<b>UN humanitarian coordinator</b>	Coordinates inter-cluster assessments.
<b>Shelter Cluster coordinator</b>	Supports inter-cluster assessments. Coordinates joint assessments within the Shelter Cluster.
<b>Shelter Cluster partner</b>	Supports or implements joint assessments.

## A phased approach to analysis

Different analytical methods are recommended at different phases of response.<sup>31</sup>

### Phase 1 Initial assessment <sup>32</sup>

<b>When?</b>	Up to 72 hours after emergency onset
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<b>Focus of assessment</b>	Scale and severity of the emergency Forecasting Priority needs of vulnerable groups
<b>Data sources</b>	Secondary data Remote sensing (e.g., satellite, helicopter) Observation
<b>Personnel resources</b>	Government UN: humanitarian/resident coordinator; OCHA; UNDAC Shelter Cluster coordinator or nominee if present Shelter Cluster partners if present Teams should include women and men
<b>Result</b>	Single joint report setting out preliminary scenario

## Phase 2 Multi-cluster rapid needs assessment

<b>When?</b>	One to two weeks after emergency onset
<b>Focus of assessment</b>	Identification of overall impact and priority needs
<b>Data sources</b>	Secondary data Primary data
<b>Personnel resources</b>	Government UN: humanitarian/resident coordinator; OCHA; UNDAC Shelter Cluster coordinator or nominee Shelter Cluster partners Teams should include women and men
<b>Result</b>	Single joint report with multi-cluster/sector conclusions

### Phase 3 Single-cluster in-depth analysis

<b>When?</b>	On-going exercise commencing one to two weeks after emergency onset
<b>Focus of assessment</b>	Situation and trend analysis Operational planning in each cluster or sector
<b>Data sources</b>	Increasing use of primary data Secondary data Coherence between primary data and on-going secondary data collection Performance monitoring system Remote sensing
<b>Personnel resources</b>	Local government Shelter Cluster partners Shelter Cluster coordinator or nominee (e.g., information manager, hub-coordinator, assessment manager) Community Teams should include women and men
<b>Result</b>	Analysis with various products including maps, tables, charts and narrative

### Phase 4 Assessment

Assessment takes place four weeks after the onset of the emergency and repeats Phase 3 assessment in more detail, greater depth and more coherence with other partners and clusters. The results of this phase of assessment yield information on the impact of the quality and coverage of assistance provided.



## Including cross-cutting data in assessment and analysis

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Cross-cutting issues are often ignored or overlooked. Agencies that respond without profiling the affected population, assessing who is most affected and how, or which deploy single sex teams may offer assistance which is unnecessary, inappropriate or fails to reach the most vulnerable.<sup>33</sup> Relatively simple measures can result in shelter and settlements that “help people to live according to their own goals, culture and values and regain a sense of control and livelihood opportunities, all of which support psychosocial well-being.”<sup>34</sup>

Coordinated assessments should elicit the views of disaster-affected communities, among them those whose suffering will be greater unless provision of shelter and NFIs:

- ↳ meets immediate needs
- ↳ helps reduce additional risk which existed before the emergency or due to the emergency.

Shelter response may not address the underlying causes of vulnerability but humanitarian agencies have a duty to provide humanitarian assistance without discrimination. Projects that analyse and take into consideration the needs, priorities and capacities of different groups are far more likely to improve lives.<sup>35</sup> Applications to coordinate funding appeals are required to consider gender (refer to Chapter 13: Coordinated funding appeals). The IFRC and HelpAge International have developed guidelines on inclusion of older persons in shelter projects. These recommend that agencies:

- ↳ focus on older men and women who are:
    - single, isolated or abandoned
    - caring for children
-

- main family breadwinners
- living with chronic diseases, disability or have mobility or mental health problems
- over 80 years of age.
- ↳ target older widows, female-headed households and other vulnerable older women
- ↳ target older men and women, in longer-term projects, who rank as the poorest.<sup>36</sup>

*Refer to section on Key readings for more detailed list of additional resources and tools.*

## PART 7/ TECHNICAL COORDINATION

### **What is technical coordination?**

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The Shelter Cluster helps raise and maintain awareness of appropriate shelter, settlement and NFIs through its role in technical coordination. It helps to ensure that the goods and services offered by cluster partners are appropriate, of consistent quality and conform to agreed standards.

### **What is the role of the technical coordinator?**

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The technical coordinator is among the first deployed following an emergency. S/he coordinates technical advice and guidelines on the type and quality of assistance required at different phases of the response. Depending on the context and the availability of funding and personnel, other staff may support the technical coordinator (e.g., an environment advisor and/or a shelter recovery advisor).

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### Technical coordinator

The technical coordinator provides technical advice and convenes technical working group (TWIG) meetings. S/he reports to the SAG and main Shelter Cluster meeting on work in progress and presents final outputs.

## Key activities

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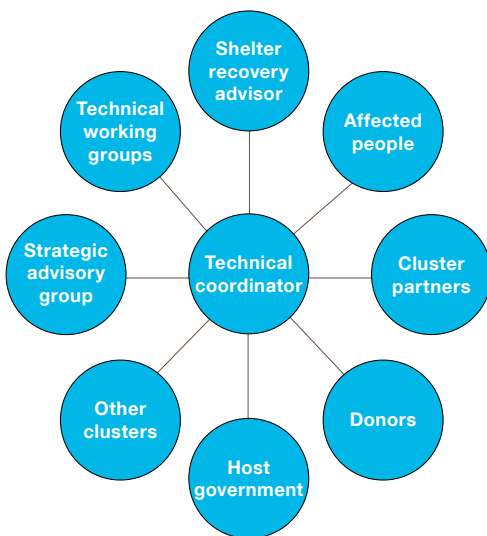
The tasks for which the Shelter Cluster technical coordinator is responsible include:

1. Identifying local and international partners and other stakeholders with appropriate technical expertise that can be adapted and/or shared for use in the Shelter Cluster.
2. Convening and ensuring proper working of TWIGs at national- and/or hub-level.
3. Advocating shelter and non-food projects which involve the affected population, and reflect cross-cutting concerns (i.e., by incorporating features that make shelter designs appropriate for older persons) and which address local preferences and traditions.
4. Ensuring that cluster strategy and partner response are informed at different phases of the response by appropriate policy guidelines and standards, including national and international ones (refer to Chapter 14: Guidance, principles and standards as well as and Annex 6).
5. Promoting emergency response solutions that connect with contingency planning, early recovery and risk reduction strategies.

## Key relationships

The Shelter Cluster relies on others to share their technical expertise and experience. They in turn rely on the cluster for different kinds of technical support and guidance. The technical coordinator develops and maintains relationships with cluster partners and other stakeholders who have expertise and experience to share and/or who require shelter advice and services from the cluster.

### Managing relationships: technical coordinator



### Affected people

The technical coordinator supports cluster partners in ensuring that the right of affected people to information and consultation about the shelter response is fulfilled and that they are involved in shelter development and decision-making processes.

S/he supports cluster partners in ensuring that participatory – and whenever possible separate – consultations with women, girls, boys and men inform construction of shelter and development of shelter/NFI kits.

S/he ensures that the current shelter response builds on local experience and experience from previous emergency responses.

S/he ensures that technical information from the cluster is available in local languages.

### **Cluster partners**

The technical coordinator elicits information from cluster partners, for example, about the situation before the disaster and current plans, and about sources of technical expertise and in-country shelter experience.

S/he ensures partners receive information about cluster shelter policy, standards and TWIG recommendations.

S/he ensures partners receive relevant technical information, for example about shelter standards, local market prices, contingency planning, etc.

### **Donors**

The technical coordinator ensures donors receive cluster technical recommendations for funding estimates.

### **Host government**

The technical coordinator may elicit pre-disaster and response information from the host government which leads damage and needs assessment and which requires support and information from the cluster.

S/he should seek guidance on national standards, for example, on urban zoning, building codes, environment and forestry

protection, and agree on shelter standards for the current response with the government.

### Other clusters

The technical coordinator ensures counterparts in other clusters receive or share experience from previous emergencies and share current information of common interest, for example:

- Camp Management Cluster: shelter and NFIs needed in camps
- Logistics Cluster: shelter and NFIs import and warehousing
- Protection Cluster: protection threats at shelter sites and how to mitigate such threats in shelter response
- WASH Cluster: shelter recipients needing WASH products and services.

### Strategic advisory group

The technical coordinator liaises with the SAG. The SAG informs the terms of reference for TWIG. It receives TWIG and other technical recommendations and uses these to inform cluster strategy and action plans.

### Technical working groups

The technical coordinator ensures proper working of TWIGs. S/he works with members to agree technical recommendations and standards that inform cluster strategy and action plans (refer to Chapter 11: Cluster forums: national).

### Shelter recovery advisor

The technical coordinator works with the shelter recovery advisor who may have experience to share from the pre-disaster phase and who is likely to be involved in the transition from emergency shelter to longer-term shelter recovery and housing reconstruction.

Refer to section on Key readings for more detailed list of additional resources and tools.



## PART 8/ SHELTER RECOVERY

### **What is shelter recovery?**

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During and immediately after a crisis, the primary focus is on urgent life-saving measures. Early recovery approaches emphasize the need to begin supporting restoration of basic services, livelihoods, shelter, governance, security and the rule of law as soon as possible.<sup>37</sup> Therefore, Shelter Coordination Teams normally include an advisor whose focus is on shelter recovery and longer-term housing reconstruction, land and settlement issues.

### **What is the role of the shelter recovery advisor?**

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The shelter recovery advisor is a core member of the Shelter Coordination Team. S/he is normally appointed by UN-HABITAT. S/he assesses shelter-related recovery needs with partners, and chairs relevant TWIGs. S/he acts as shelter focal point for the work of the early recovery cluster and participates in relevant inter-cluster coordination on behalf of the Shelter Cluster. S/he



may also lead or be a member of the team that leads the Shelter Cluster after the emergency phase is over.

### Shelter recovery advisor

The shelter recovery advisor provides strategic and technical advice on shelter-related recovery activities and convenes TWIG meetings related to recovery.

S/he reports to the Shelter Cluster coordinator and represents the Shelter Cluster in meetings regarding recovery with counterparts in the government, other clusters and agencies. S/he may lead or support coordination of the Shelter Cluster during the recovery phase.

## Key activities

The tasks for which the shelter recovery advisor is responsible include:

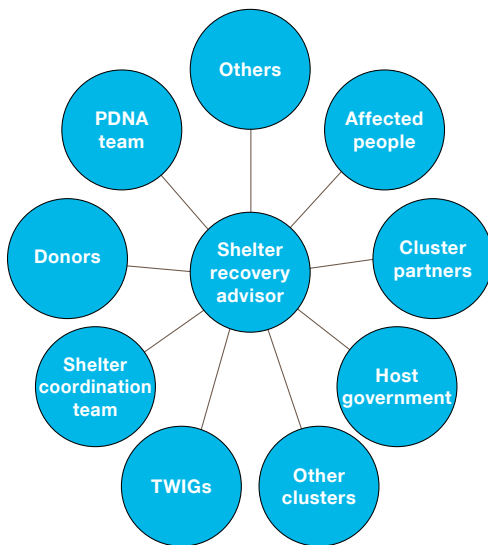
1. Identifying local and international partners and other stakeholders with early recovery expertise and responsibility, and building working relationships with them.
2. Ensuring that cluster shelter strategy and partner response are informed by shelter recovery guidance and technical advice on housing, land and settlements.
3. Convening and leading TWIGs at national- and/or hub-level that focus on aspects of shelter recovery.
4. Developing a shelter recovery strategy that incorporates and reflects work on early recovery by the government, other agencies and clusters.
5. Supporting work on handover and leading or supporting coordination of the Shelter Cluster during the recovery phase of the response (refer to Chapter 15: Handover).

## Key relationships

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The Shelter Cluster relies on others to share their technical expertise and experience. They in turn rely on the cluster for different kinds of technical support and guidance. The shelter recovery advisor develops and maintains relationships with cluster partners and other stakeholders with an interest in and responsibility for shelter recovery and early recovery.

### Managing relationships: shelter recovery advisor



### Affected people

The shelter recovery advisor supports cluster partners in ensuring that the right of affected people to information and consultation is fulfilled and that they are involved in shelter recovery plans and decision-making. S/he ensures that the current shelter response builds on local experience from before the disaster and in previous emergencies.

S/he supports cluster partners in ensuring that participatory – and whenever possible separate – consultations with women, girls, boys and men inform shelter construction and site selection.

S/he ensures that information from the cluster about shelter recovery is available in local languages.

### Cluster partners

The shelter recovery advisor elicits information from cluster partners about the situation before the disaster and recovery from previous emergencies, recovery expertise and plans. S/he ensures partners receive information about shelter recovery and early recovery policy, standards and TWIG recommendations.

S/he ensures partners receive relevant technical information in appropriate languages, for example about shelter standards, local market prices, contingency planning, etc.

### Host government

The shelter recovery advisor elicits pre-disaster and recovery-related information from the host government; the government leads on early recovery and requires cluster support and information.

S/he also seeks guidance on national standards, for example, on urban zoning, building codes, environment and forestry protection, and agrees shelter standards and sites.

### Other clusters

S/he ensures counterparts in other clusters, particularly Protection, Early Recovery, WASH and Health, can share information of common interest with the Shelter Cluster.

### Technical working groups

The shelter recovery advisor works with TWIG members to agree on policies, technical recommendations and standards that will inform cluster strategy and action plans.

### Shelter Coordination Team

S/he shares and receives information about the transition from emergency shelter to long-term shelter response and cluster handover, if appropriate.

### Donors

S/he ensures donors receive information on shelter recovery for funding estimates.

### Post-disaster needs assessment team

S/he liaises on issues relating to housing, land and settlement for the post-disaster needs assessment with the host government, World Bank, European Commission, UN representatives, etc.

S/he ensures that the post-disaster needs assessment builds on damage and needs assessments carried out in the shelter sector during the emergency and recovery phases.

### Others

S/he liaises with other organizations, for example, professional, academic, private and financial institutions, which have relevant experience or expertise to share.

*Refer to section on Key readings for more detailed list of additional resources and tools.*

## PART 9/ STRATEGY AND MONITORING

### Shelter Cluster strategy

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The Shelter Cluster strategy is an essential coordination tool. It provides guidance to individual agencies and the Shelter Coordination Team. It provides information about the shelter response to government, donors, the UN humanitarian/resident coordinator, and to OCHA as inter-cluster coordinator.

In addition, it forms part of the strategy for the emergency response as a whole. All sectors in the response should share the overall strategic objective. If they do not, the Shelter Cluster should advocate for them to do so.

Development and monitoring of shelter strategy and response plans are a priority for the Shelter Cluster coordinator. Strategy development and monitoring are processes that should involve representatives of the host government as co-chair of the Shelter Cluster and the SAG. The SAG's terms of reference include:

- ↳ formulation and agreement of the Shelter Cluster strategy as well as:
    - ensuring its formal ratification by the government
    - ensuring it complements the government's policies and plans at the local level
-

- updating it regularly according to changing needs and inter-cluster strategy.

If the cluster cannot immediately secure formal ratification, the document should be adopted as an interim strategy.

### Shelter Cluster strategy <sup>38</sup>

The cluster coordinator ensures that initial, longer-term and complementary cluster strategies are developed in association with government counterparts and the SAG. S/he seeks government endorsement of the Shelter Cluster strategy.

Members of the Shelter Coordination Team (e.g., information manager, technical coordinator, shelter recovery advisor and hub-coordinators) contribute to strategic areas related to their expertise.

The cluster coordinator ensures that strategies are communicated to the Shelter Coordination Team, cluster partners and interested parties outside the cluster. This is to ensure that shelter plans are adequately reflected in overall response strategies, advocacy and funding appeals.

S/he ensures that strategy and performance against it are monitored and reported to partners and other interested parties.

## Strategy framework

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Strategy may develop incrementally. However, an initial strategy should be developed and shared as soon as possible. It will contribute to overall response strategy and to coordinated fundraising via the Central Emergency Response Fund (CERF) and flash appeals (refer to Chapter 13: Coordinated funding appeals). Initial strategy may be no longer than one or two pages. It should state the general aims and purpose of the Shelter Cluster, the assumptions that have informed the initial strategy, and any limitations

that have affected strategy development (e.g., lack of access to affected areas). A longer-term strategy template adds further detail about activities and coordination.

The *Shelter Cluster Toolkit* includes a checklist, timetable and templates to help in developing of initial, longer-term and complementary strategies. The Sphere Shelter and Settlement Standard on Strategic Planning can also help provide a generic basis for initial and longer-term Shelter Cluster strategy. Refer to Annex 15D a Shelter Cluster strategy template.

## Monitoring

Strategy should be reviewed at least every month to ensure that it remains relevant. The Shelter Cluster and the *Shelter Cluster Toolkit* offer a number of options for monitoring Shelter Cluster strategy and response plans, including:

- ↘ information management processes
- ↘ Shelter Coordination Team meetings
- ↘ meetings of Shelter Cluster forums
- ↘ communications with/by the affected population
- ↘ coordination visits to affected areas and hubs
- ↘ SAG meetings.

Wherever possible, monitoring should elicit and include the views of the affected population, including women, men, girls and boys and vulnerable groups. Annex 9 suggests questions to assist the

SAG in monitoring. Chapter 10 includes suggestions and resources on communications with disaster-affected people.

In order to shape an emergency response that is effective in responding to the needs of the affected population, the availability of sex- and age-disaggregated data is critical. In situations like the post tsunami response, the fact that 80 per cent of the victims were women and children was sometimes overlooked. Yet it could have informed shelter strategy (setting out of shelters to ensure the safety of female-headed households, specific needs of male-headed households on non-food items and on parenting and cooking skills, etc.). (Delphine Brun, Gen-CAP)<sup>39</sup>

*Refer to section on Key readings for more detailed list of additional resources and tools.*



## PART 10/ COMMUNICATIONS

The role of every Shelter Coordination Team member includes communications and building relationships with different groups. Communications may involve ensuring government and affected people know what the cluster does, sharing who-what-where-when information with partners, advocating for shelter funds, or providing leaflets about safe construction. The people affected by the disaster have a right to information about the response, and to be consulted and give their opinion about it.<sup>40</sup> Communications with affected people is not only a principle of good practice but also an obligation.

In some emergencies, the Shelter Coordination Team includes a media and communications advisor. His/her role is to support the cluster in ‘translating’ information into products and services appropriate to different groups, forums and media (refer to Annex 11). S/he also supports the cluster coordinator by acting as a spokesperson with national and international media. If there is no media and communications advisor, these typical activities will remain the responsibilities of others in the Shelter Coordination Team or of partners that can support the cluster.

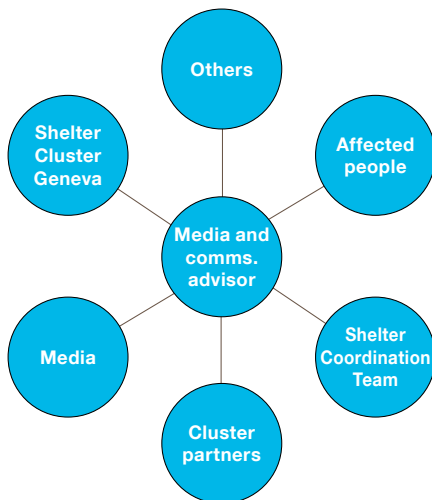
1. Working with information managers to communicate evidence used in measuring shelter response.

2. Identifying national and international media commonly used by cluster stakeholders (e.g., radio, TV, newspapers, information panels, social media, and aid sector bulletins).
3. Representing the Shelter Cluster to national and international media in appropriate languages and formats; acting as a spokesperson for the shelter sector; supporting cluster partners in dealing with media requests (usually the role of the cluster coordinator).
4. Identifying other local sources of trusted information (e.g., faith-based or women's organizations) through which the cluster can share communications material.
5. Monitoring national media to help partners identify gaps in delivery and the concerns of affected people.
6. Supporting Shelter Cluster partners in two-way communication with affected people and in development of communications materials.
7. Ensuring the cluster distributes communications materials about their entitlements to shelter and NFIs to people of cross-cutting concern, including women and girls, and older persons.
8. Monitoring international media to be aware of issues they are – or are not – addressing.
9. Facilitating simultaneous translation of meetings between local and international languages.
10. Developing key advocacy messages with the cluster coordinator and/or SAG.

## Key relationships

The Shelter Cluster relies on others to share their technical expertise and experience. They in turn rely on the cluster for different kinds of support and guidance. The media and communications advisor develops and maintains relationships with cluster partners and others who have an interest and role in communications about the shelter response.

### Managing relationships: media and communications advisor



#### Affected people

S/he supports cluster partners in ensuring that the right of affected people to information and consultation is fulfilled and that they are involved in shelter plans and decision-making.

S/he supports cluster partners in ensuring that participatory – and whenever possible separate – consultations with women, girls, boys and men enable all sections of the affected population

to express their opinions on the shelter response and inform decision-making.

S/he ensures that information from the cluster is available in local languages.

### **Shelter Coordination Team**

The media and communications advisor supports the Shelter Coordination Team in communicating information and evidence concerning the shelter response to a wider audience.

S/he helps the Shelter Coordination Team develop cluster media and advocacy messages.

S/he supports the Shelter Coordination Team in communicating with affected people and the media.

### **Cluster partners**

The media and communications advisor works with and supports cluster partners in communicating with affected people and in shaping cluster media and advocacy messages.

S/he provides support to cluster partners in addressing questions from the media.

### **Media**

The media and communications advisor liaises with the national and international media which reflect and shape perceptions of the shelter response. S/he ensures they receive information from the cluster in appropriate languages.

S/he monitors national and international media for news of the shelter response and any reported gaps and concerns.

## Global Shelter Cluster

The media and communications advisor liaises with the Global Shelter Cluster Coordinator in order to communicate an understanding of needs at country level and to inform advocacy at the global level.

## Others

S/he liaises with other local and international agencies, clusters and networks that provide or require support in communications and in consulting affected people.

The rights of affected communities to full, free and impartial information, and to full consultation are part of the right to information and freedom of expression guaranteed by human rights law. In order to ensure that information is easily accessible and that there is access to different groups within the affected population international actors should use a variety of outreach methods. Particular attention should also be paid to the fact that disaster victims, and particularly those belonging to minority groups, may require information and consultation in a language other than the official languages. (Brookings-Bern Project on Internal Displacement 2008) <sup>41</sup>

*Refer to section on Key readings for more detailed list of additional resources and tools.*

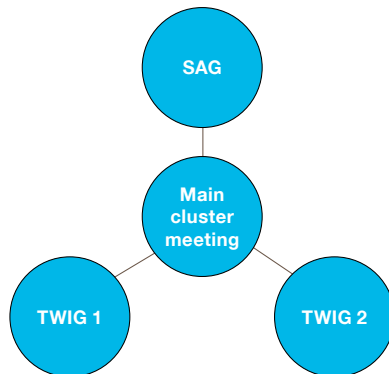
# PART 11/ CLUSTER FORUMS: NATIONAL

## Shelter Cluster meetings

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At the national level, partners in the Shelter Cluster can meet via three forums: the main cluster meeting, the SAG and the TWIGs.

### Cluster coordination forums: national level



## Main Shelter Cluster meeting

The main Shelter Cluster meeting usually attracts a large number of participants, particularly at the start of a response. Refer to Annexes 15B and C for a cluster meeting agenda template and meeting checklist. The Shelter Cluster Toolkit includes detailed guidance on how to set up and run coordination meetings, including templates for meeting agendas, posters and minutes, and checklist for action before and after a meeting.

### Main Shelter Cluster meeting <sup>42</sup>

The cluster coordinator convenes the Shelter Cluster main meeting, chairing it alongside a government counterpart if possible. S/he reports to the meeting on the general situation, including updates from government and inter-cluster coordination meetings, and the Shelter Cluster SAG.

The information manager is responsible for presenting collated information to partners.

The technical coordinator reports the outcomes of TWIG discussions to the meeting

The main Shelter Cluster meeting is open to any national or international agency or individual involved in the shelter response. Partners have an equal voice. Not all of those who attend will plan to deliver shelter and NFIs. They may be involved in related work such human rights or support for women's issues. They may support the work of cluster partners by enhancing participation by disaster-affected people.

Annex 8 suggests ways in which local NGOs, frequently under-represented in clusters, can be involved. This can be done, for example, by ensuring that the meeting venue is easy to reach, that the meeting space is open to local people and that meetings are conducted in the local language.

The main meeting is used to share information, including information about the Shelter Cluster and how it works. The main meeting should also provide time and space for informal networking. The frequency of meetings depends on need. Meetings will be most frequent at the start of a response but take place weekly or less often as the response gets underway.

Topics for discussion can include:

- ↳ assessments
- ↳ government plans and priorities
- ↳ information on general categories of programming being undertaken, and any gaps in coverage, for example:
  - NFIs distribution
  - shelter distribution – who-what-where-when
  - public information campaigns
  - vulnerable groups
- ↳ recommendations from the SAG or TWIGs
- ↳ communication with/participation by the affected population
- ↳ support needed by Shelter Cluster partners
- ↳ updates from other clusters
- ↳ updates from the humanitarian country team or OCHA who lead inter-cluster coordination
- ↳ updates on funding appeals.

## **Strategic advisory group**

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The SAG is a smaller forum tasked with making recommendations and decisions on the Shelter Cluster's response. The SAG must balance the imperative of rapid decision-making with the need for participation and effective management. SAG meetings are likely to take place three to four times in the first week



of response, once a week for the following three weeks, later as needed.

### Strategic advisory group

The cluster coordinator normally convenes meetings of the SAG.

The coordinator co-chairs the SAG with a government counterpart, if possible, and reports on recommendations and decisions to the main cluster meeting and to other interested parties.

The SAG should include a *maximum* of 15 participants but a smaller number than this is preferable. The SAG should include representatives from the government, the UN system, Red Cross Red Crescent, local and international NGOs and umbrella groups, other clusters and donors. It may invite the ICRC, MSF and the inter-cluster coordinator to send observers. Both national and local organizations should participate and their interests should be fully considered.

Topics for discussion at a meeting of the SAG are likely to include:

- ↘ formulation and agreement of Shelter Cluster strategy (refer to Chapter 9: Strategy and monitoring)
- ↘ integration of Shelter Cluster strategy with the strategies of other clusters
- ↘ strategic oversight of the work of the cluster:
  - Are shelter agencies working well?
  - Is there a need to steer the response in a different direction?
  - Are all issues being addressed?
  - Is good practice adopted and demonstrated?
  - Terms of reference for TWIGs.

Minutes of all SAG decisions and recommendations should be taken and included in situation reports, shared with partners via main and hub meetings and posted on the cluster website.

## Technical working group

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The TWIG is a smaller forum than the main cluster meeting. TWIG members make recommendations to the cluster on topics that call for specialist knowledge, technical expertise, experience, guidance and/or standards. The technical coordinator normally chairs TWIG meetings.

A TWIG may be convened during any phase of the response. Its lifespan and membership are determined by its purpose, the TWIG disbands once it has achieved its purpose. The SAG contributes to the terms of reference that set out TWIG outputs and deadlines. The SAG should endorse the TWIG's recommendations before they are presented to the cluster.

### Technical Working Group

The technical coordinator normally convenes the TWIG meetings. S/he reports to the SAG and main Shelter Cluster meeting on work in progress and presents final outputs.

When TWIG recommendations have been agreed to, the SAG endorses them, and they are shared with cluster partners and other interested groups.

Membership of a TWIG should not exceed 15 persons in order that it can make recommendations as rapidly as possible. Individual members may come from national or international partner agencies and other organizations (e.g., donors and universities) which have relevant experience or technical expertise.

Partners at hub-level may also establish TWIGs to inform standard setting and strategy and to support implementation.

Topics for discussion by a TWIG are likely to include:

- ↘ technical inputs into coordinated assessments (e.g., assessment of damage to shelter)
- ↘ shelter and non-food kits: guidance and specifications on contents
- ↘ standards for shelters
- ↘ support to host families
- ↘ appropriate shelter design
- ↘ environmental guidance
- ↘ rubble removal or re-use
- ↘ training
- ↘ materials procurement, etc.

*Refer to section on Key readings for more detailed list of additional resources and tools.*



## PART 12/ CLUSTER FORUMS: HUBS AND SUB-HUBS

If disaster damage is widespread, the Shelter Cluster may have its national base in the capital and hold the main meeting there. If damage is localized, the national base may be close to the affected area.<sup>43</sup>

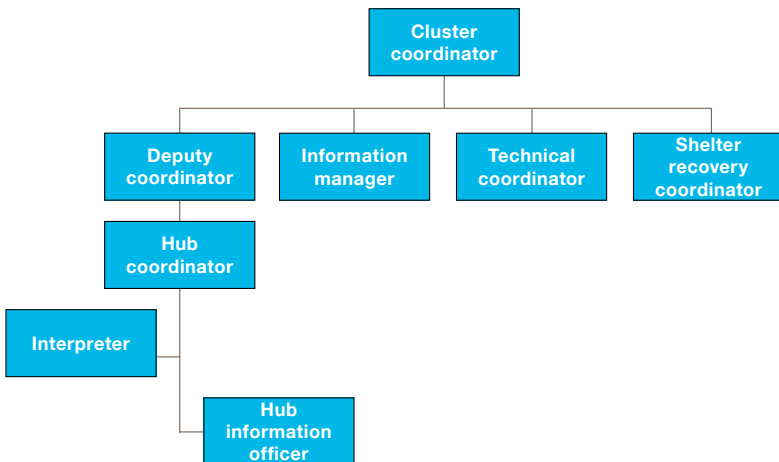
However, there may be a need for coordination forums in different places. This depends on the scale of the response, the number and needs of cluster partners, and the availability of funding and personnel for coordination.

## **Support for shelter coordination hubs**

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The Shelter Coordination Team may establish or provide support for one or more regional coordination hubs. 'Regional' can refer to a geographical or an administrative area.

## Support for shelter coordination hubs



The regional hub team, shown in in the diagram, should include at least a coordinator and an information officer.

The role of the hub-coordinator in managing activities and relationships is similar to that of the cluster coordinator, described in Chapter 4. Hub-team members working outside a capital city should have good local language skills. If they do not, interpreters should be employed.

## Hub meetings

Hub meetings provide a forum for local information-sharing and informal networking. They should be open to all the national and international organizations in the region involved in shelter and NFIs response. The meeting venue should be accessible to local agencies. Meetings should be conducted in the local language and/or interpreters should be available.

A hub feeds information into the centrally established TWIGs.

#### Hub meeting <sup>44</sup>

The hub-coordinator convenes hub meetings, co-chairing them with a government counterpart or local NGO, if possible. S/he reports to hub partners on the work of the main cluster. S/he provides the cluster coordinator or deputy with information on the situation in the hub area and on the coordination needs of hub partners.

The hub information officer collates local who-what-where-when information. S/he presents it to partners at the hub meeting and forwards it to the cluster information manager.

The cluster coordinator or deputy ensures that the hub coordinator receives relevant, up-to-date information from the main cluster, the main TWIG and other shelter hubs.

Topics for discussion at a meeting of hub partners may include:

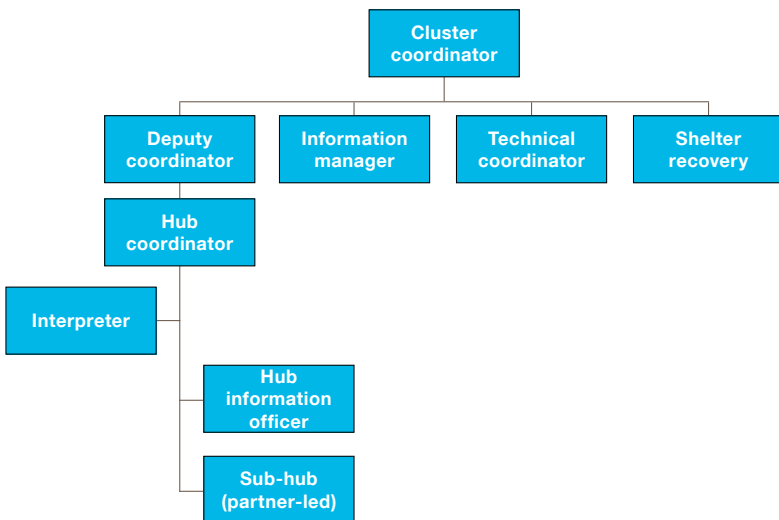
- ↳ local assessments
- ↳ regional government plans and priorities
- ↳ national priorities
- ↳ information on the general categories of programming being undertaken, and any gaps in coverage, for example:
  - regional distribution – who-what-where-when
  - public information campaigns
  - gaps and vulnerable groups
- ↳ recommendations from the SAG or national TWIGs
- ↳ communications with/participation by the affected population
- ↳ support needed by hub partners
- ↳ updates from other clusters
- ↳ updates from the humanitarian country team or OCHA who lead inter-cluster coordination
- ↳ updates on funding appeals.

## Support for shelter coordination sub-hubs

In severely damaged or densely populated regions where many agencies are working, the Shelter Coordination Team may be able to support local coordination in smaller geographic or administrative areas. The Shelter Coordination Team may help the local government and partners working in a single district or neighbourhood through assistance to sub-hubs. The responsibilities of the partner(s) leading the sub-hub and the support the Shelter Coordination Team will provide should be agreed in writing.

It may also be appropriate for the Shelter Coordination Team to offer logistical support to local government and non-government officials, particularly if the disaster has caused injury to key personnel or damage to infrastructure.

### Support for shelter coordination sub-hubs



## Sub-hub meetings

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Sub-hubs should be jointly chaired by a government representative where possible and held in the local language. Minutes of all meetings and decisions should be taken. A volunteer coordinator from a shelter NGO or the Red Cross Red Crescent should assist in convening, chairing and taking minutes of the meetings.

Members of the Shelter Coordination Team should attend local meetings when possible to advise, share information or answer queries. Care should be taken to involve local NGOs that deliver shelter or which otherwise represent the local community (e.g., faith-based groups or women's groups). Sub-hubs should also address the need for communications with and participation by the affected population.

After the Shelter Cluster's deployment in Haiti in 2010, the Port au Prince Hub Coordinator proposed that each 'commune' or municipality in the densely populated capital have its own shelter sub-hub. In response, staff of CARE, Concern Worldwide and the French Red Cross volunteered to be sub-hub coordinators, organizing meetings in the communes of Carrefour, Tabarre, Delmas and Croix-des-Bouquets. (Shelter Cluster Coordination at the Sub-Hub Level).<sup>45</sup>

*Refer to section on Key readings for more detailed list of additional resources and tools.*



## PART 13/ COORDINATED FUNDING APPEALS

The Shelter Cluster advocates for priorities and funding needs in the shelter sector to be addressed. The cluster coordinator highlights the shelter situation and funding needs of all partners in meetings of the humanitarian country team and in meetings with donors. When possible and appropriate, Shelter Cluster partners too should advocate for shelter priorities and present their own activities in the context of the overall shelter response strategy.

### **Why are funding appeals coordinated?**

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The coordination work of the Shelter Cluster is funded by the IFRC, its member National Societies and by global cluster partners. To preserve its independence and neutrality, the IFRC fundraises for its coordination activities through appeals which are separate from those of the UN. However, the Shelter Cluster helps partners to raise funds for shelter projects by coordinating appeals. Being part of a coordinated appeal enables a single request for funding to reach many donors at once. It does not prevent partners from continuing to seek funds independently.

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## Flash appeal

A flash appeal is normally issued as soon as possible after the emergency. The Shelter Coordination Team works with cluster partners to assess needs and develop initial shelter sector response plans. It vets shelter proposals for inclusion in the appeal to ensure that they meet agreed criteria.

Flash appeals should include priority projects from all shelter implementing agencies, including NGOs. Inclusion of projects in a flash appeal does not guarantee funding and Shelter Cluster partners must continue to seek funds independently. The UN resident or humanitarian coordinator is responsible for issuing the flash appeal.

A revised flash appeal is normally scheduled for completion approximately four weeks after the original appeal in order to incorporate more detailed assessment data and new or revised response projects.<sup>46</sup>

Vetting of projects for a flash appeal may include consideration of:

- ↘ life-saving impact
- ↘ number of people assisted
- ↘ availability of resources (including funding) required
- ↘ assistance to priority vulnerable groups or locations
- ↘ whether shelter projects complement one another and/or work in other clusters
- ↘ cost
- ↘ contribution to early recovery and emergency preparedness<sup>47</sup>
- ↘ capacity of the implementing agency
- ↘ in-country presence of implementing and partners agencies.

## Consolidated appeal

A consolidated appeal is a longer-term version of the flash appeal. It starts approximately six months after the onset of an emergency whose effects are likely to be prolonged, for example,

because devastation is widespread. The consolidated appeal offers more analysis and detail, and draws on sectoral assessments and strategies. It provides a link between emergency and recovery. In long-term emergencies, a consolidated appeal may be prepared annually.

The flash appeal and CERF provide short-term project funding based on initial strategies. The consolidated appeal process is based on an overall strategy called the Common Humanitarian Action Plan (CHAP). The development of this strategy should involve government, donors, NGOs, UN agencies, IOM, the International Red Cross and Red Crescent Movement.

The consolidated appeal has been described as a ‘catalogue’ from which donors can select the projects they wish to fund. It is, therefore, important for both advocacy and fundraising. It should include all relevant shelter projects that require funding, including those of NGOs, in order to provide the fullest possible picture and to reinforce cluster messages about funding gaps. However, inclusion in a consolidated appeal does not guarantee project funding hence Shelter Cluster partners must continue to seek funds independently.

The Inter-Agency Standing Committee (IASC) has developed ‘gender markers’ or codes which indicate the level to which gender equality has been considered in proposal design. Use of gender markers is mandatory in all consolidated appeals. The code given to an individual project can be viewed online. Donors increasingly use this information to inform their funding decisions. A tip sheet for shelter agencies is available.<sup>48</sup>

Gender Code	Key	Rationale
0	Project has no visible potential to contribute to gender equality.	There is a risk that the project will unintentionally fail to meet the needs of some population groups and may even do harm.
1	Project has potential to contribute in a limited way to gender equality.	There are gender dimensions in only one or two components of the project.
2a	Project has potential to contribute significantly to gender equality.	A gender analysis is included in the project's needs assessment and is reflected in one or more project activities and one or more project outcomes.
2b	Principal purpose of the project is to advance gender equality.	Gender analysis in the needs assessment justifies this project in which all activities and all outcomes advance gender equality. All targeted actions are based on gender analysis.

## What happens if there are funding gaps for shelter?

In some emergencies, other shelter funding opportunities may be available, for example the Emergency Response Fund (ERF). This funds mainly NGOs. The humanitarian coordinator makes decisions on ERF grants with assistance from a technical review board and by the clusters.<sup>49</sup> The Shelter Coordination Team will make partners aware of other sources of funding such as this.

Where gaps in shelter funding persist, the Shelter Coordination Team works with partners, the Global Shelter Cluster, national authorities, the humanitarian coordinator and donors to advocate for provision of additional resources.

*Refer to section on Key readings for more detailed list of additional resources and tools.*

## PART 14/ GUIDANCE, PRINCIPLES AND STANDARDS

Guidance, principles and standards of importance to the Shelter Cluster are referred to throughout this handbook. They are derived from a number of sources:

- human rights and humanitarian law
- national law
- humanitarian sector standards
- policies, guidelines and standards adopted by the Shelter Cluster.

They determine the way in which the cluster and its partners deliver shelter to the affected people and the norms they observe.

### Sources of Shelter Cluster guidance, principles and standards



## Human rights and humanitarian law

States are directly responsible for respecting, protecting and fulfilling the human rights of their citizens and other persons on their territory or under their jurisdiction. International humanitarian organizations, though not directly bound by international human rights treaties, accept that human rights underpin all of their actions.

The *Sphere standards* 'Humanitarian Charter' is a statement of the legal rights and obligations of states and of the shared belief of humanitarian organizations. It affirms the right to:

- ↳ life with dignity
- ↳ receive humanitarian assistance
- ↳ protection and security
- ↳ seek asylum or sanctuary.<sup>50</sup>

The *Sphere standards* emphasize both the human right to shelter and the principle of non-discrimination that underpins concern regarding cross-cutting issues of age, gender, environment, HIV status, and psychosocial well-being (refer to Annex 7). The *Sphere Shelter Standards* reflect the right to adequate housing and contribute to the progressive realization of this right in different situations.

The *Shelter Cluster Toolkit* and cluster websites also include the UN's *Guiding Principles on Internal Displacement* and the manual *Human Rights and Natural Disasters* which brings together human rights and operational guidance in non-legal language.



## National law

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The cluster and its partners are expected to abide by national laws and to support the host government. The cluster should draw on the knowledge of government and local partners concerning relevant legislation (e.g., on disability or environmental issues) and bring this to the attention of partners.

Human rights and humanitarian law may provide greater protection for the rights of people affected by the disaster than national legislation. In these cases, the cluster should work with others (e.g., the Protection Cluster) in advocating for greater protection.

## Humanitarian sector principles and standards

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Sectoral principles and standards that govern the work of the Shelter Cluster and its partners are referred to throughout this handbook. They include:

- *Code of Conduct for the International Red Cross and Red Crescent Movement and NGOs in Disaster Response Programmes* (refer to Annex 14)
- *Sphere Project's Humanitarian Charter and Minimum Standards In Humanitarian Response* (refer to Annex 6).

In addition, the Shelter Cluster is likely to include partners which have adopted the:

- People In Aid Code
- HAP Principles of Accountability
- Quality COMPAS framework.

Although these principles and standards have been developed by different organizations and forums, they complement and reinforce one another. Most provide tools and resources that aid both operations and coordination.

## **Policies, guidelines and standards adopted by the Shelter Cluster**

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In order to coordinate partners' work, in accordance with the *Sphere standards*, as well as taking into account the aim of the cluster approach, the Global Shelter Cluster has developed or collated a number of technical and environmental guidance documents for use in different settings. Government and other partners should inform the cluster about standards used by local agencies and umbrella organizations. The IASC provides guidance on cross-cutting issues and the cluster approach (refer to Annex 7).

The SAG or TWIGs may be asked to develop additional guidelines, policies and technical standards. The aim should be to know and build on existing standards before developing new ones. The cluster should promote knowledge of rights, and of existing guidance and principles. Its policies and guidelines should be communicated in appropriate formats to partner agencies and to the affected population (refer to Chapter 10: Communications).

Partners have no formal accountability to the Shelter Cluster. They remain answerable to the disaster-affected population, host government, their donors, and the humanitarian coordinator for the quality, coverage and coordination of their programmes. Nevertheless, whether response is local, national or international,

coordination between those involved is seen as essential if humanitarian assistance is to be effective. Cluster policies, guidelines and standards will help partners respond more effectively and efficiently, particularly to the needs of the most vulnerable.

*Refer to section on Key readings for more detailed list of additional resources and tools.*

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## PART 15/ HANDOVER

### **Emergency phase**

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The IFRC is committed to leading or convening the Shelter Cluster during the emergency phase. After this, the IFRC transfers leadership to an organization which can lead the cluster during the recovery phase, for example, UN-HABITAT or UNDP.

Recovery will, however, have been discussed during the emergency phase. The role of the shelter recovery advisor is to ensure that questions about shelter recovery (e.g., permanent shelter, urban planning, and property rights) are considered from the start of the response. In medium-scale responses, the emergency usually lasts for approximately three months. As a rule of thumb, when more than half of all cluster discussions relate to shelter recovery, the emergency phase is likely to be at an end.

Transfer of cluster leadership depends on the nature and scale of the response, funds available for coordination, and capacity of other organizations to take over coordination. Like recovery, however, cluster handover should be planned from the start and an outline of the handover process included in the cluster strategy. Ideally, the shelter recovery advisor will become the

cluster coordinator in the recovery phase, at the very least, s/he will come from the organization that takes over Shelter Cluster leadership.

Although the IFRC has made a commitment to coordination during the emergency phase, it may continue leadership subject to certain conditions:

- There is a request by cluster partners, the government and the humanitarian/ resident coordinator for the IFRC to continue in this role.
- The IFRC delegation is in agreement.
- The IFRC has sufficient dedicated funding for shelter coordination.
- Suitably qualified and experienced coordination personnel are available.

## Handover arrangements

The IFRC shelter and settlements department, the Shelter Cluster coordinator and the organization taking over from the IFRC share responsibility for handover arrangements. Others, including the host government, humanitarian coordinator, the IFRC delegation, Shelter Coordination Team and shelter partners, should be kept fully informed about handover in order that the process is transparent. This enables changes – of staff, strategy or size of team – to be anticipated. It also gives the new coordination team an opportunity to meet partners and counterparts and to work with the original team.

The online toolkit includes examples of handover documents from different deployments. The Shelter Cluster has a handover agreement template which provides a checklist. The agreement

should provide a summary of tasks completed during the emergency phase. These tasks include, for example, endorsement of strategy, establishment of website, guidance in local languages, flash appeal, etc.

The agreement should also indicate the extent of shelter coverage and any gaps, on-going projects or outstanding tasks, for example, advocacy or the work of TWIGs. It should state that the IFRC will take responsibility for coordinating the shelter sector during the emergency phase of a future natural disaster in the affected country unless otherwise agreed.

The handover document should include the names of staff who will transfer to the new coordination team, of any staff who remain under contract to the IFRC or those who will provide remote support: for example, the former cluster coordinator or information manager.

*Refer to section on Key readings for more detailed list of additional resources and tools.*

# Annex 1/ SPHERE CORE STANDARD 2: COORDINATION AND COLLABORATION (SUMMARY)

Humanitarian response is planned and implemented in coordination with the relevant authorities, humanitarian agencies and civil society organisations engaged in impartial humanitarian action, working together for maximum efficiency, coverage and effectiveness.

#### Key actions:

- Participate in general and any applicable sectoral coordination mechanisms from the outset.
- Be informed of the responsibilities, objectives and coordination role of the state and other coordination groups where present.
- Provide coordination groups with information about the agency's mandate, objectives and programme.
- Share assessment information with the relevant coordination groups in a timely manner and in a format that can be readily used by other humanitarian agencies.
- Use programme information from other humanitarian agencies to inform analysis, selection of geographical area and response plans.
- Regularly update coordination groups on progress, reporting any major delays, agency shortages or spare capacity.

- ↘ Collaborate with other humanitarian agencies to strengthen advocacy on critical shared humanitarian concerns.
- ↘ Establish clear policies and practice regarding the agency's engagement with non-humanitarian actors, based on humanitarian principles and objectives.

The full text is available at [www.sphereproject.org](http://www.sphereproject.org)



## Annex 2/ DUTY OF GOVERNMENTS IN HUMANITARIAN RESPONSE (EXTRACT)

The UN General Assembly set out the duty of governments in humanitarian response in a 1991 Resolution:

4. Each State has the responsibility first and foremost to take care of the victims of natural disasters and other emergencies occurring on its territory. Hence, the affected State has the primary role in the initiation, organization, coordination, and implementation of humanitarian assistance within its territory.
5. The magnitude and duration of many emergencies may be beyond the response capacity of many affected countries. International cooperation to address emergency situations and to strengthen the response capacity of affected countries is thus of great importance. Such cooperation should be provided in accordance with international law and national laws. Intergovernmental and nongovernmental organizations working impartially and with strictly humanitarian motives should continue to make a significant contribution in supplementing national efforts.
6. States whose populations are in need of humanitarian assistance are called upon to facilitate the work of these organizations in implementing humanitarian assistance, in

particular the supply of food, medicines, shelter and health care, for which access to victims is essential.

The full text is available at [www.un.org/documents/ga/res/46/a46r182.htm](http://www.un.org/documents/ga/res/46/a46r182.htm)

## Annex 3/ GLOBAL CLUSTER LEAD AGENCIES

There are 11 recognized clusters. In March 2011, global cluster lead arrangements were as follows:

Cluster	Global cluster lead agencies
Camp Coordination and Camp Management	IOM in natural disasters UNHCR in armed conflict
Early Recovery	UNDP
Education	UNICEF Save the Children
Food Security	WFP FAO
Emergency Telecommunications	WFP
Health	WHO
Logistics	WFP

Nutrition	UNICEF
Protection	UNHCR
Shelter	IFRC in natural disasters UNHCR in armed conflict
WASH	UNICEF

## Annex 4/ CLUSTER ACTIVATION: WHO DOES WHAT?

This is the standard procedure by which the Shelter Cluster is activated. The procedure rarely involves the Shelter Coordination Team who normally arrive only after the decision to activate has been made.

Cluster activation is likely to have taken place in a period of urgency and uncertainty. Those involved in activation may be unable to meet or they may not fully understand the procedure or agree with the cluster approach. However, if coordination is slow to start, organizations involved in the response may make major operational decisions before it is in place.

Who	Where	Role in Shelter Cluster activation <sup>51</sup>
UN humanitarian/ resident coordinator	Affected country	<p>Consults humanitarian country team and relevant partners on the need for clusters. Consultation should include government and member agencies of the IASC.</p> <p>Proposes which clusters are to be activated and sends proposal to UN emergency relief coordinator within 24 hours of the disaster, if possible</p>

UN emergency relief coordinator	New York	Shares with international cluster lead agencies the proposal on country-level cluster leads for the emergency phase.
UNHCR (conflict) or IFRC (natural disaster)	Geneva	Global lead agency agrees to accept role as cluster lead agency in disaster-affected country or, if unable to do so, proposes another agency.
UN emergency relief coordinator	New York	Within 24 hours of receiving proposal from affected country, communicates agreement to UN humanitarian coordinator/UN resident coordinator.
UN humanitarian/resident coordinator	Affected country	Informs host government and all other relevant partners.

Circumstances where the IFRC does not lead or convene the Shelter Cluster include if:

- ↘ the scale of the disaster and international response does not warrant cluster involvement
- ↘ existing coordination mechanisms are adequate
- ↘ the location of a natural disaster is affected by conflict
- ↘ another agency is better positioned and equipped to lead
- ↘ the ICRC is the lead for the International Red Cross and Red Crescent Movement in the affected country.
- ↘ the IFRC is unable to find funds or personnel (perhaps due to commitments in other emergencies)
- ↘ the IFRC has no delegation in the affected country and the National Society is unable to provide support to the Shelter Cluster.<sup>52</sup>

## Annex 5/ SPHERE CORE STANDARD 6: AID WORKER PERFORMANCE (SUMMARY)

Humanitarian agencies provide appropriate management, supervisory and psychosocial support, enabling aid workers to have the knowledge, skills, behaviour and attitudes to plan and implement an effective humanitarian response with humanity and respect.

### Key actions:

- Provide managers with adequate leadership training, familiarity with key policies and the resources to manage effectively.
- Establish systematic, fair and transparent recruitment procedures to attract the maximum number of appropriate candidates.
- Recruit teams with a balance of women and men, ethnicity, age and social background so that the team's diversity is appropriate to the local culture and context.
- Provide aid workers (staff, volunteers and consultants, both national and international) with adequate and timely inductions, briefings, clear reporting lines and updated job descriptions to enable them to understand their responsibilities, work objectives, organisational values, key policies and local context.
- Establish security and evacuation guidelines, health and safety policies and use them to brief aid workers before they start work with the agency.

- Ensure that aid workers have access to medical care and psychosocial support.
- Establish codes of personal conduct for aid workers that protect disaster-affected people from sexual abuse, corruption, exploitation and other violations of people's human rights. Share the codes with disaster-affected people.
- Promote a culture of respect towards the disaster-affected population.
- Establish grievance procedures and take appropriate disciplinary action against aid workers following confirmed violation of the agency's code of conduct.
- Carry out regular appraisals of staff and volunteers and provide feedback on performance in relation to work objectives, knowledge, skills, behaviour and attitudes.
- Support aid workers to manage their workload and minimise stress.
- Enable staff and managers jointly to identify opportunities for continual learning and development (see guidance note 6).
- Provide appropriate support to aid workers who have experienced or witnessed extremely distressing events.

The full text is available at [www.sphereproject.org](http://www.sphereproject.org)



## Annex 6/ SPHERE MINIMUM STANDARDS IN SHELTER, SETTLEMENT AND NON-FOOD ITEMS (SUMMARY)

The minimum standards for shelter, settlement and non-food items are a practical expression of the shared beliefs and commitments of humanitarian agencies and the common principles, rights and duties governing humanitarian action that are set out in the Humanitarian Charter.

### **Shelter and settlement standard 1: Strategic planning**

Shelter and settlement strategies contribute to the security, safety, health and well-being of both displaced and non-displaced affected populations and promote recovery and reconstruction where possible.

### **Shelter and settlement standard 2: Settlement planning**

The planning of return, host or temporary communal settlements enables the safe and secure use of accommodation and essential services by the affected population.

### **Shelter and settlement standard 3: Covered living space**

People have sufficient covered living space providing thermal comfort, fresh air and protection from the climate ensuring their privacy, safety and health and enabling essential household and livelihood activities to be undertaken.

#### **Shelter and settlement standard 4: Construction**

Local safe building practices, materials, expertise and capacities are used where appropriate, maximising the involvement of the affected population and local livelihood opportunities.

#### **Shelter and settlement standard 5: Environmental impact**

Shelter and settlement solutions and the material sourcing and construction techniques used minimise adverse impact on the local natural environment.

#### **Non-food items standard 1: Individual, general household and shelter support items**

The affected population has sufficient individual, general household and shelter support items to ensure their health, dignity, safety and well-being.

#### **Non-food items standard 2: Clothing and bedding**

The disaster-affected population has sufficient clothing, blankets and bedding to ensure their personal comfort, dignity, health and well-being.

#### **Non-food items standard 3: Cooking and eating utensils**

The disaster-affected population has access to culturally appropriate items for preparing and storing food, and for cooking, eating and drinking.

#### **Non-food items standard 4: Stoves, fuel and lighting**

The disaster-affected population has access to a safe, fuel-efficient stove and an accessible supply of fuel or domestic energy, or to communal cooking facilities. Each household also has access to appropriate means of providing sustainable artificial lighting to ensure personal safety.

**Non-food items standard 5: Tools and fixings**

The affected population, when responsible for the construction or maintenance of their shelter or for debris removal, has access to the necessary tools, fixings and complementary training.

The full text is available at [www.sphereproject.org](http://www.sphereproject.org)

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## Annex 7/ SHELTER AND CROSS-CUTTING ISSUES

There are five cross-cutting issues of relevance to all clusters. If these issues are not addressed, projects may add to the vulnerability of individuals, groups or the affected population in general. Failure to address cross-cutting issues may also result in rejection of funding appeals.

Key resources below provide brief, basic information on each topic of particular relevance to shelter operations. The 'Quick Performance Check' series, included in the *Shelter Cluster Toolkit*, covers questions on cross-cutting issues.

### **Age (HelpAge)**

HelpAge and IFRC (2011), *Guidance on including older people in emergency shelter programmes*

[www.helpage.org/download/4d7f6047c84ff/](http://www.helpage.org/download/4d7f6047c84ff/)

### **Environment (UNEP)**

IASC, Humanitarian Action and the Environment leaflet

[http://onerresponse.info/crosscutting/environment/publicdocuments/IASC\\_leaflet.pdf](http://onerresponse.info/crosscutting/environment/publicdocuments/IASC_leaflet.pdf)

The Shelter Cluster may recruit specialized staff via partner agencies such as WWF to address environment and shelter.

### **Gender (IASC Sub-Working Group on Gender)**

IASC: Gender Handbook, Chapter 7: Gender and Shelter in Emergencies <http://onerresponse.info/crosscutting/gender/publicdocuments/Gender%20Handbook%20Shelter.pdf>

IASC Guidelines for gender based violence interventions in humanitarian settings, Chapter 4 Shelter, site planning and non-food items

<http://onerresponse.info/crosscutting/gender/Pages/Gender.aspx>

IASC, (2011), Shelter Gender Marker Tip Sheet, July 2011

<http://onerresponse.info/crosscutting/gender/publicdocuments/Shelter%20and%20%20NFIs%20Gender%20Marker%20Tipsheet%20July%202011.pdf>

### **HIV/AIDS (WFP and UNHCR)**

IASC Guidelines for addressing HIV in humanitarian settings: Action sheet 3.6.1. Integrate HIV in shelter activities

[www.aidsandemergencies.org/cms/documents/20101015/IASC\\_HIV\\_Guidelines\\_2010\\_En.pdf](http://www.aidsandemergencies.org/cms/documents/20101015/IASC_HIV_Guidelines_2010_En.pdf)

### **Mental Health and Psychosocial Support (UNICEF and ACT)**

IASC Guidelines on Mental Health and Psychosocial Support in Emergency Settings, Section 10: Shelter, Site Planning

[www.who.int/mental\\_health/emergencies/guidelines\\_iasc\\_mental\\_health\\_psychosocial\\_june\\_2007.pdf](http://www.who.int/mental_health/emergencies/guidelines_iasc_mental_health_psychosocial_june_2007.pdf)

Links to other documents are available on the OneResponse website at <http://onerresponse.info/crosscutting/Pages/Content.aspx>

## Annex 8/ STRENGTHENING PARTNERSHIP WITH NATIONAL/LOCAL AGENCIES<sup>53</sup>

The 2007 evaluation of the cluster approach and Shelter Cluster reviews have highlighted weaknesses in the development of partnerships with national and local NGOs.

Ways of strengthening local partnership include:

- ↘ hiring cluster staff who speak local languages
- ↘ hiring local staff
- ↘ providing business cards, posters, leaflets, information management templates and website information in local languages
- ↘ holding meetings where representatives of local NGOs can easily access them (e.g., UN offices, UN bases, government buildings or hotels)
- ↘ providing interpreters at Shelter Cluster meetings and/or for key staff
- ↘ providing cluster information in hardcopy as well as electronic formats
- ↘ working with local umbrella organizations
- ↘ facilitating partnerships between more experienced cluster partners (national or international) and less experienced ones (national or international) through training, small-scale funding, or shared cluster and hub responsibilities
- ↘ ensuring opportunities for involvement in decision-making and training.

Other institutions outside the shelter sector may also help in strengthening partnerships with local NGOs, such as:

- traditional authorities, elders, religious leaders
- women's organizations
- academic and research institutions
- human rights organizations
- faith-based organizations
- other civil society/professional associations
- Local radio, TV, newspapers and news agencies or networks (e.g., InterNews)
- International umbrella organizations/networks, for example HAP, ECB, Communicating with Disaster Affected Communities

## Annex 9/ MONITORING SHELTER CLUSTER STRATEGY: SUGGESTED QUESTIONS<sup>54</sup>

The SAG should monitor the Shelter Cluster strategy and work plan every month. Some general questions are listed below. The Shelter Cluster 'Quick Performance Checks' should also be used in order to monitor and score specific aspects of cluster performance.

Suggested questions to guide monitoring:

- What is the overall progress of the response in relation to strategy and work plan?
- To what extent is the response on target in terms of quantity and quality?
- To what extent is it on schedule?
- What are the main variations in targets and timetable? What are the reasons for these variations? Where are the bottlenecks?
- How well does the response take into consideration and respond to cross-cutting issues, for example, gender, age and disability? To what extent is this monitored?
- How does allocation of resources (shelter funds, materials and staff) compare with progress achieved? Is allocation comparable with similar emergencies and in line with targets and timetable set?
- What changes have occurred within the emergency context or in relation to available capacity?



- To what extent do the original assumptions and priorities still apply, e.g., numbers affected, needs, work by other clusters, government or UN agencies?
- What are the unexpected or negative impacts of the shelter intervention to date?
- What is the source of monitoring findings? Has the affected population been involved? Have different groups, such as women or older persons been involved?
- What changes are required?

Shelter timetable	Shelter options
Shelter funding	Cluster strategy
Shelter Coordination Team skills anstaffing	Monitoring

- How will changes in strategy and the reasons for them be recorded: SAG minutes? SitRep? Website?
- To what extent do advocacy, media and communications messages convey changes?

# Annex 10/ KEY QUESTIONS FOR INFORMATION MANAGEMENT<sup>55</sup>

Analysis	Key questions
Needs	<p>What are the principal shelter and non-food needs?</p> <p>Which groups are most seriously affected? Where are they? Are cross-cutting themes addressed in assessments</p> <p>What type/scale of intervention is required?</p>
Capacity	<p>What capacities and resources are immediately available? Where are they?</p> <p>What are the additional planned (pipeline) resources/capacities?</p> <p>When are they expected?</p> <p>What are the major capacity/resource gaps?</p>

**4Ws**

Who is working in the shelter sector? What are they doing, and where?  
 What are planned activity start and completion dates?

WHO	WHERE		WHAT		WHEN	
Agency name	Province	District	Plastic sheet kits (2 plastic sheets per household)	NFI kits (1 NFI kit per household)	Programme start date	Programme end date
Agency 1	Province 1	District 3	225	0	1 Oct	30 Nov
Agency 1	Province 1	District 12	357	0	1 Oct	30 Nov
Agency 2	Province 1	District 3	5000	1000	10 Oct	15 Dec
Agency 2	Province 1	District 12	1000	200	10 Oct	15 Dec
Agency 3	Province 2	District 5	2000	400	10 Oct	15 Dec
		Totals	8582	1600		

**Output**

What has been done? Where, by whom and when?  
 How does this relate to planned allocation of resources/capacities?  
 What are the predominant trends?

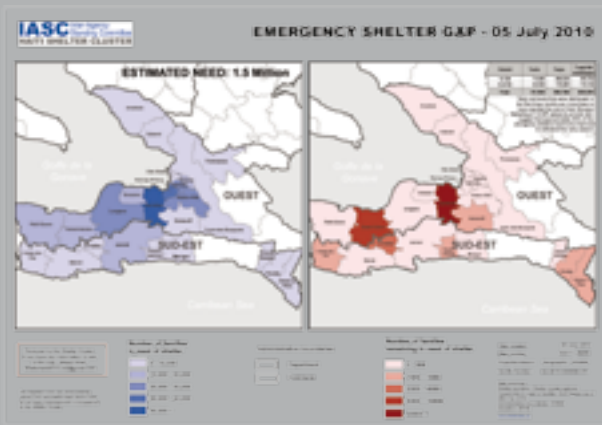
Gap

What is the difference between current need and current requirements?

What is the difference between current capacity and current requirements?

Where are the gaps in coverage? Duplication?

What additional resources are required and how can they be mobilized, e.g., advocacy, shift in priorities, redistribution, need to address cross-cutting themes?



Impact

What is the difference between the current conditions/problems and those at the start or before the disaster onset?

# Annex 11/ INFORMATION MANAGEMENT PRODUCTS AND OPTIONS FOR DISTRIBUTION

1. Forum/medium	2. Example of information management products/ services
<b>Meetings</b>	
Agency	Mentoring on data collection
Inter-Cluster	Briefing on trends, discussion of common tools, reporting templates
Other stakeholders	Formal/informal meetings
Shelter Cluster forums	Presentation of information, maps
Shelter Coordination Team meeting	Briefing, discussion of analysis
Site visit	Workshop

<b>Paper / hardcopy</b>	
	Map
	Hand-out
	Leaflet
	Poster
	Analysis report
	Other standard information management products*
<b>Local / international media</b>	
Newspaper	Briefing for communications coordinator
News agency	Information for press release
Radio	Information for press release
TV	Briefing for cluster coordinator
	'Infographics'

<b>Electronic</b>	
Cluster website	Standard information management products; maps; electronic versions of documents in hard copy
CDs and DVDs	Standard data collection products; training materials
SMS texting	Warnings, reminders, updates, requests
USB keys	
<b>Emerging technologies (Web 2.0)</b>	
Blog	Narrative
Crowdsourcing (e.g., Ushahidi)	Incidents
Google/Yahoo groups	Discussion
Google docs	Spread sheets
Interactive mapping	
Microblogging (e.g., Twitter)	Update
Smartphones	Location information
Social networking (e.g., Facebook)	Photos
Wikis	Case study

\*Standard information management products include:

- ↳ assessment information
- ↳ charts
- ↳ cluster meeting schedules
- ↳ contact lists
- ↳ maps
- ↳ minutes of meetings
- ↳ public information materials
- ↳ situation Reports
- ↳ who-what-where-when information



## Annex 12/ GOOD PRACTICE IN COORDINATED ASSESSMENTS

The *Sphere standards* and ECB's Good Enough Guide describe good practice and easy-to-use assessment tools.

IASC's Operational Guidance for Coordinated Assessments in Humanitarian Crises includes methodologies and shelter indicators for use in joint assessments. Annex 10 includes key questions for information management.

Whichever assessment tools and questions are used, the following principles apply:<sup>56</sup>

- Assessments should be led by national governments when possible.
- Planning for coordinated assessments should be part of emergency preparedness and contingency planning.
- Each assessment should build on existing data.
- Ensure links between assessment and monitoring.
- Assessments should collect the data required for decision-making (not more, not less). Whenever possible, assessments should break down household and other demographic data by sex and age.
- Assessments should be designed and conducted using participatory approaches and communicated in a transparent manner. Separate focus group discussions for women and for men are preferred.

- ↘ Assessments should address priority cross-cutting issues, including gender, age, HIV and AIDS status, disability, and the environment.
- ↘ Assessments should integrate information management considerations throughout.
- ↘ Contextual analysis should be undertaken when interpreting assessment findings.
- ↘ Early recovery activities take place during emergency response, in parallel with relief activities.

The full text of the principles is available at <http://onere-sponse.info/resources/NeedsAssessment/publicdocuments/Operational%20Guidance%20for%20Endorsement%20-%20%20Final%20Version.pdf>

Information on assessments conducted in shelter responses is available at:

[www.sheltercluster.org](http://www.sheltercluster.org)

# Annex 13/ COORDINATED FUNDING – SUMMARY

## a) Flash appeals

When is the flash appeal issued to donors?	Approximately one week after the emergency.
Main criteria	Projects meet acute needs in next three to six months.
Role of Shelter Cluster partners	Develop individual proposals for life-saving/recovery projects that can be implemented within three to six months.
Role of Shelter Coordination Team	<p>Conducts initial shelter assessment.</p> <p>Draws up initial shelter strategy with SAG.</p> <p>Briefs partners on funding criteria and restrictions.</p> <p>Vets partners' project proposals with SAG.</p> <p>Submits partner project proposals to OCHA.</p>
Role of UN	<p>Humanitarian country team makes initial overall assessment.</p> <p>UN humanitarian coordinator's team drafts general sections of flash appeal.</p> <p>OCHA puts proposals from all clusters into flash appeal.</p> <p>UN humanitarian coordinator issues flash appeal to multiple donors.</p>

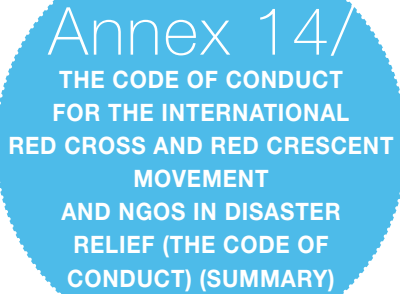
Role of donors	Communicate directly with Shelter Cluster partners. If funds are granted, they are channelled directly to the partner.
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## b) CERF appeals

When is CERF submission made?	In parallel with flash appeal.
Main criteria	Lifesaving activities which cannot wait for decisions regarding flash appeal.
Role of Shelter Cluster partners	Same as for flash appeal. Indicate most urgent lifesaving activities.
Role of Shelter Coordination Team	Same as for flash appeal, in coordination with selected UN agency or IOM. Channels partner proposals via selected UN agency or IOM.
Role of UN	Selected UN agency or IOM submits partner proposals to UN humanitarian coordinator. UN humanitarian coordinator allocates available CERF funds to the highest-priority flash appeal.

### c) Consolidated appeals

When is a consolidated appeal issued to donors?	Approximately six months after emergency.
Main criteria	Projects meet needs identified in CHAP.
Role of Shelter Cluster partners	Submit individual proposals for projects.
Role of Shelter Cluster	<p>Contributes to coordinated needs assessment.</p> <p>Develops Shelter Cluster strategy.</p> <p>Contributes to development of CHAP.</p> <p>Vets project proposals.</p> <p>Submits partner project proposals to UN</p>
Role of UN	<p>Coordinates overall needs assessment.</p> <p>Coordinates development of CHAP.</p> <p>Puts proposals from all clusters into consolidated appeal.</p> <p>Issues consolidated appeal to multiple donors</p>
Role of donors	<p>Communicate directly with Shelter Cluster partner.</p> <p>If funds are granted, they are channelled directly to the partner.</p>



# Annex 14/

THE CODE OF CONDUCT  
FOR THE INTERNATIONAL  
RED CROSS AND RED CRESCENT  
MOVEMENT  
AND NGOS IN DISASTER  
RELIEF (THE CODE OF  
CONDUCT) (SUMMARY)

The code of conduct lays down ten points of principle that all humanitarian actors should adhere to in their disaster response work. It was developed and agreed upon by eight of the world's largest disaster response agencies in the summer of 1994. Since then numerous agencies have become signatories.

## Principles

1. The humanitarian imperative comes first.
2. Aid is given regardless of the race, creed or nationality of the recipients and without adverse distinction of any kind. Aid priorities are calculated on the basis of need alone.
3. Aid will not be used to further a particular political or religious standpoint.
4. We shall endeavour not to act as instruments of government foreign policy.
5. We shall respect culture and custom.
6. We shall attempt to build disaster response on local capacities.
7. Ways shall be found to involve programme beneficiaries in the management of relief aid.
8. Relief aid must strive to reduce future vulnerabilities to disaster as well as meeting basic needs.
9. We hold ourselves accountable to both those we seek to assist and those from whom we accept resources.

10. In our information, publicity and advertising activities, we shall recognize disaster victims as dignified human beings, not hopeless objects.<sup>57</sup>

The full text of the code of conduct is available at

<http://www.ifrc.org/en/publications-and-reports/code-of-conduct/>

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## Annex 15/ COORDINATION TEMPLATES

### **15a: Coordination in the first 24-72 hours – checklist**

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Before you arrive, aim to:

- Identify focal points in government and key agencies.
- Set up first in-country meetings and a security briefing by phone.
- Review as much information on the situation as possible.

After you arrive, aim to:

- Meet IFRC country representative for briefing.
  - Have a security briefing as soon as possible.
  - Meet OCHA or HC/RC for briefing.
  - Understand existing coordination mechanisms and gauge/set expectations of shelter coordination.
  - Meet government partners (line ministries, departments).
  - Meet key agency representatives (UN, NGO, Red Cross Red Crescent).
  - Review latest information (situation reports, assessments, national contingency plans).
  - Attend (or convene) an overall coordination meeting, such as the inter-agency coordination meeting and initiate contacts.
-



- Review/initiate information management system. What is already in place? What is needed, e.g., contacts, sources of information, information on capacity?
- Hold a Shelter Cluster coordination meeting, if necessary/feasible.
- Review (or request) initial assessment. What is being organised, by whom, where, what capacity is available, what criteria are being used?
- Plan actions and priorities for first week.
- Plan to see disaster-affected area as soon as possible.

## 15b: Shelter coordination meeting agenda – template

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[Country] [Date]  
[City] [Time]  
[Emergency] [Venue]

### Administration

1. Welcome and introductions, new members
2. Changes to the agenda
3. Review of minutes from [Date]

### Operations

4. Information management
5. Field reports
6. TWIG reports
7. Coordinated funding: update
8. Strategic Advisory Group report
9. Performance management
10. Any other business
11. Next Meeting [Date] [venue]

### Contacts

To contact the Shelter Coordination Team:

Coordinator: [name, email, phone]  
Information Manager: [name, email, phone]  
Technical Coordinator [name, email, phone]  
[Others]

Website: [address]

## 15c: Facilitating a shelter coordination meeting <sup>58</sup>

Facilitating a meeting with many actors present (sometimes over 50 NGOs) can be challenging.

Being seen to be impartial, independent, a good listener, and someone who is not afraid to ask advice goes a long way to engendering trust.

- If you do not speak the local language, use a simultaneous interpreter.
- Speak slowly and avoid metaphors and other references to your own culture. If speaking English, use plain English.
- Sit in the most prominent position so it is clear that you are chairing the meeting.
- Start with a statement that sets the tone and style of the meeting. In general, avoid humour, as this can be misinterpreted. (You could begin: “It is a pleasure to welcome you to this Shelter Cluster meeting.”)
- Avoid talking too much and getting personally involved in discussions.
- Listen actively (be aware of body language).
- Stick to the agenda, manage time and keep discussions focused on key issues, but allow some flexibility (utilize “Any Other Business - AOB” at the end of the meeting).
- Encourage wide participation. Ask for information and opinions, especially from smaller NGOs and donors. Ask open-ended questions.
- Obtain agreement from those present on specific proposals and allocate responsibilities there and then (it helps to write the proposal on a flipchart).

- ↘ Despite changing members and levels of participation, treat the group as a constant, continuing body. This will allow strategy to progress and develop – problems that have been solved will remain in the past.
- ↘ Test continually for consensus (“Do you all agree...?”).
- ↘ Clarify and elaborate points of discussion when requested or necessary.
- ↘ Summarize, re-formulate and record key points (“If I understand correctly ...”, “So we agree to...” “Then, if we all agree, let’s make that an action point...”).
- ↘ Don’t be defensive and don’t take comments personally.
- ↘ Have business cards and name badges/A4 name stands (also blank ones for others if possible).
- ↘ Always include your and your team’s contact details at the bottom of every email and every meeting agenda, minutes or ad hoc document.

## 15d: Shelter Cluster/sector strategic framework - template

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[Country]

[Emergency]

[Date]

*This document will be updated and amended to reflect changes in the emergency situation, the response, and the data available.*

### Introduction

Include

1. Data available on the disaster:
  - a. date
  - b. description
  - c. impact on physical infrastructure,
  - d. geographic areas affected
  - e. description and number of persons affected
  - f. source of above data
2. Coordination bodies and systems established, if any
3. Government strategy to date (phases of response, areas of response to be covered by government only, etc.)

### Objectives and results

#### General objective

Note to shelter coordinators: the shelter strategy, together with strategies in other sectors, contributes to the general (overall) objective of the emergency response. All sectors should have the same general objective and the shelter sector should advocate for that.

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An example of the response general objective might be:  
*‘This strategy aims to contribute to the recovery of people affected by the [specify disaster and country] and reinforce their capacity to respond to similar disasters in the future.’*

### Specific objective

Note to shelter coordinators: the specific objective that should be reached if the strategy is implemented. It should be within the capacity of the shelter sector to achieve.

An example of a shelter sector specific objective might be:  
*‘This strategy aims to cover the emergency shelter needs of the most vulnerable people affected by [specify disaster and country], to reinforce their capacity to respond to similar natural disasters and assist them to build back safer.’*

### Results

Note to shelter coordinators: in order to fulfil the shelter sector specific objective, a number of different results must be achieved. These results reflect the characteristics of the disaster, the profile of the affected population (wherever possible disaggregated by age and gender) the capacity of agencies to respond, and the areas of action which the government allocates to the shelter sector. The results should be easy to quantify. Quantifiable results (numeric indicators) should be capable of verification through evidence documented by agencies and collated at sectoral level.

Examples of **results** for the specific objective above might be:

1. *The emergency shelter and non-food items needs of IDPs in camps and collective centres will be covered by distribution of:*
  - a. Tents
  - b. Temporary shelter
  - c. Non-food items

2. *The emergency shelter needs of the most vulnerable people living outside camps and collective centres will be covered by*
  - a. *Support to host families.*
  - b. *Support to affected people living with host families*
  - c. *Support to vulnerable people living in damaged or destroyed house*
  - d. *Support which targets people whose physical or social status adds to their vulnerability*
3. *The capacity of the population to build back safer will be reinforced through:*
  - a. *Training in improved construction techniques*
  - b. *Outreach and information campaigns*
4. *Permanent shelter needs of the most vulnerable, including e.g. older people, will be covered through support for reconstruction of houses.*

### **Guiding Principles**

Note to shelter coordinators: shelter sector agencies should design their projects in such a way as to achieve some of the results of the specific objective. However, this will not guarantee a coherent response if agencies do not agree on guiding principles to follow.

### **General Principles**

General principles are those which apply to the policy and behaviour of agencies.

An example of a **general principle** might be:

- *Shelter sector partners will harmonise their responses in order to provide a similar level of aid to different groups and populations affected by the emergency, promoting equity within and between affected communities.*

### **Guiding principles for project design and implementation**

Examples of these principles might be:

- *Projects will target primarily those families most affected by the disaster and those whose means of self-recovery are most limited.*
- *Projects will encourage participation by beneficiaries in the identification and implementation of shelter solutions.*

- *Projects will ensure that materials provided (wood, bamboo etc.) are procured via legally harvested sources and minimise environmental impact.*
- *Projects will be designed to maximize the positive impact on local and regional economies.*

### **Coordination**

Note to shelter coordinators: describe the coordination forums and procedures of the shelter sector. Include a description of the Strategic Advisory Group, TWIG and information management procedures. Encourage members to participate in shelter sector coordination via these forums and procedures. An example might be:

*‘Partners in the shelter sector will provide a coordinated response to shelter needs in the areas affected by the disaster, following the objectives, results and guiding principles included in this document.*

*Shelter sector partners will coordinate their activities through meetings and other means in order to:*

- 1. Exchange and update information on shelter projects and shelter-related NFI distributions, avoid overlapping, and increase the overall effectiveness of combined efforts*
- 2. Exchange advice and technical expertise with shelter sector partners.*
- 3. Support the coordination role and tasks of government at national and local level through dissemination of policies, regulation and codes.’*

*‘A Strategic Advisory Group (SAG) will meet each time a modification of this strategy is required. The SAG will submit any modification to the Shelter Sector Meeting for approval.*

*Technical Working Groups (TWIG) will be created each time a technical question needs to be solved. TWIGs will be created and disbanded according to need.*



Documents developed by the SAG, TWIGs and information management staff will be accessible for consultation and download on the following web site: [web address]

### Guidance and Standards

Provision of emergency and transitional shelter assistance will strive to comply with the guidance and standards outlined in the following documents:

- Government policies, regulations, and codes related to housing and shelter
- Humanitarian Charter and Minimum Standards in Humanitarian Response (The Sphere Project, 2011) Available for download at: [www.sphereproject.org](http://www.sphereproject.org)
- The Code of Conduct for the International Red Cross and Red Crescent Movement and NGOs in Disaster Relief Available for viewing at: <http://www.ifrc.org/en/publications-and-reports/code-of-conduct/>
- Transitional Settlement: Displaced Populations (Corsellis and Vitale, 2005). With specific reference to Chapter 7. Available for download at: <http://sheltercentre.org/library/transitional-settlement-displaced-populations-tsdp>
- Guide to the use and logistics of plastic sheeting in humanitarian relief (IFRC and Oxfam, 2007). Available for download at: <http://www.plastic-sheeting.org/>
- IASC Gender Handbook in Humanitarian Action (IASC, 2006) with specific reference to pages 97 to 104. Available for download at: [http://ochanet.unocha.org/p/Documents/IASC%20Gender%20Handbook%20\(English\).pdf](http://ochanet.unocha.org/p/Documents/IASC%20Gender%20Handbook%20(English).pdf)
- IFRC and HelpAge, (2011), International Guidance on including older people in emergency shelter programmes [www.helpage.org/download/4d7f6047c84ff/](http://www.helpage.org/download/4d7f6047c84ff/)
- Transitional settlement and reconstruction after natural disasters, (United Nations, 2008). Available for download at: <http://ochaonline.un.org> and [www.sheltercentre.org](http://www.sheltercentre.org)

## Further reading

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### 1. Coordination and the cluster approach

IASC, (2006). *Guidance Note on Using the Cluster Approach to Strengthen Humanitarian Response* [www.ochaonline.un.org/OchaLinkClick.aspx?link=ocha&docid=34187](http://www.ochaonline.un.org/OchaLinkClick.aspx?link=ocha&docid=34187)

Sphere Project, (2011). *Humanitarian Charter and Minimum Standards In Humanitarian Response* <http://www.sphereproject.org/>

Shelter Cluster, (2007). Chapter 1: The Cluster Approach, *Shelter Cluster Toolkit* [www.sheltercluster.org](http://www.sheltercluster.org)

### 2. The Shelter Cluster and natural disasters

Global Humanitarian Partnership, (2007). *Principles of Partnership* [www.globalhumanitarianplatform.org/pop.html#pop](http://www.globalhumanitarianplatform.org/pop.html#pop)

IASC. *Generic Terms of Reference for Sector/Cluster Lead Agencies at the Country Level* [www.ocha.unog.ch](http://www.ocha.unog.ch)

ICRC and IFRC, (2007). *The International Red Cross and Red Crescent Movement at a glance* [www.ifrc.org/Global/Publications/general/at\\_a\\_glance-en.pdf](http://www.ifrc.org/Global/Publications/general/at_a_glance-en.pdf)

IFRC, (2009). FAQ: The Cluster process and the International Federation's cluster commitment [www.un.org.np/attachments/fq-cluster-process-and-international-federations-shelter-cluster-commitment](http://www.un.org.np/attachments/fq-cluster-process-and-international-federations-shelter-cluster-commitment)

Sphere Project, (2011). Core Standard 2: Coordination and Collaboration, *Humanitarian Charter and Minimum Standards In Humanitarian Response* [www.sphereproject.org/](http://www.sphereproject.org/)

### 3. The Shelter Coordination Team

IFRC, (2011). Shelter Cluster: Case study: the Shelter Cluster – the Shelter Coordination Team [www.sheltercluster.org](http://www.sheltercluster.org)

IFRC, (2009). IFRC SCT Approach, (PowerPoint) [www.sheltercluster.org/.../IFRC%20SCT%20Approach.pptx](http://www.sheltercluster.org/.../IFRC%20SCT%20Approach.pptx)

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↳ Tool 14: How to say goodbye

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The IFRC gratefully acknowledges the work of all contributors to Shelter coordination in natural disasters :

- ↘ Neil Bauman
- ↘ Edward Benson
- ↘ Kaat Boon
- ↘ Delphine Brun
- ↘ Arnaud de Coupigny
- ↘ Jim Kennedy
- ↘ Marc Maestre
- ↘ Gregg McDonald
- ↘ Anna Pont
- ↘ Jyri Rantanen
- ↘ Katherine Roux
- ↘ Graham Saunders
- ↘ Suphana (Wan) Sophonpanich
- ↘ Miguel Urquia

The handbook also draws on a number of written sources by the shelter cluster and others:

### **Shelter Cluster 'Key Operational Information' (2008)**

- ↘ Malcolm Johnstone (editor)
- ↘ Javier Barrera
- ↘ Steve Barton
- ↘ Eelko Brouwer
- ↘ Phillip Charlesworth
- ↘ Gustavo Domato
- ↘ Graham Eastmond
- ↘ Martin Fisher
- ↘ Valle Galan
- ↘ Lucien Lefcourt
- ↘ Ian Logan
- ↘ Marc Maestre
- ↘ Gregg McDonald
- ↘ Alberto Monguzzi
- ↘ Jyri Rantanen
- ↘ Andrea Reisinger
- ↘ Graham Saunders
- ↘ Anna Maria Selleri
- ↘ Suphana (Wan) Sophonpanich
- ↘ Corinne Treherne
- ↘ Miguel Urquia

### **'WASH Cluster Coordination Handbook' (2009)**

- ↘ Gill Price

**'Clusterwise' blog** [www.clustercoordination.org](http://www.clustercoordination.org)

- ↘ James Shepherd-Barron
- ↘ Dave Hodgkin
- (editor)
- ↘ Brian Kelly
- ↘ Joseph Ashmore
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## End notes

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# The Fundamental Principles of the International Red Cross and Red Crescent Movement

**Humanity** The International Red Cross and Red Crescent Movement, born of a desire to bring assistance without discrimination to the wounded on the battlefield, endeavours, in its international and national capacity, to prevent and alleviate human suffering wherever it may be found. Its purpose is to protect life and health and to ensure respect for the human being. It promotes mutual understanding, friendship, cooperation and lasting peace amongst all peoples.

**Impartiality** It makes no discrimination as to nationality, race, religious beliefs, class or political opinions. It endeavours to relieve the suffering of individuals, being guided solely by their needs, and to give priority to the most urgent cases of distress.

**Neutrality** In order to enjoy the confidence of all, the Movement may not take sides in hostilities or engage at any time in controversies of a political, racial, religious or ideological nature.

**Independence** The Movement is independent. The National Societies, while auxiliaries in the humanitarian services of their governments and subject to the laws of their respective countries, must always maintain their autonomy so that they may be able at all times to act in accordance with the principles of the Movement.

**Voluntary service** It is a voluntary relief movement not prompted in any manner by desire for gain.

**Unity** There can be only one Red Cross or Red Crescent Society in any one country. It must be open to all. It must carry on its humanitarian work throughout its territory.

**Universality** The International Red Cross and Red Crescent Movement, in which all societies have equal status and share equal responsibilities and duties in helping each other, is worldwide.



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