

What is a shelter?



How do we define “shelter”



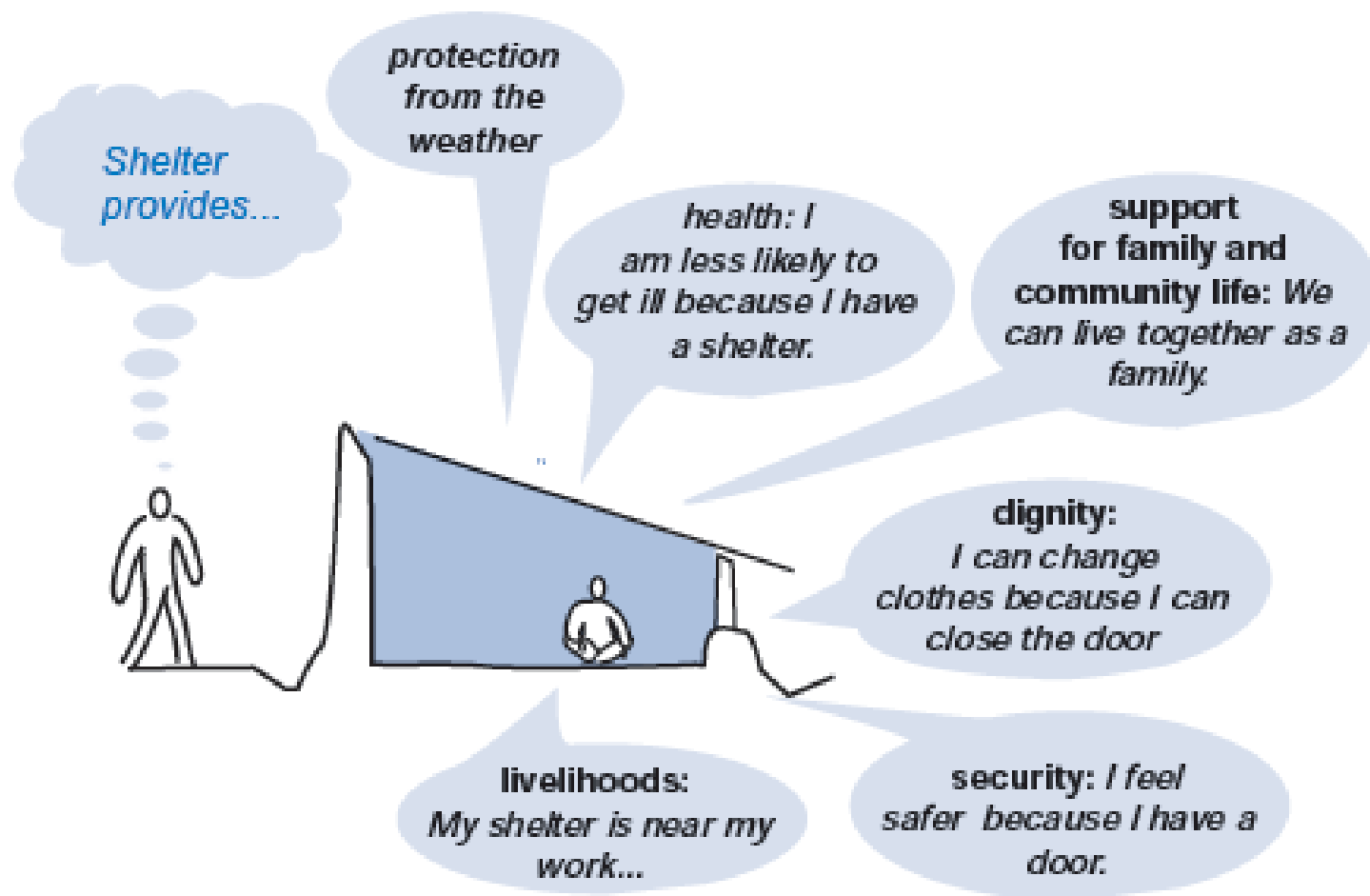
Shelter: why, what's it for?

- ☐ **Protection - health**
- ☐ **Security – feeling safer**
- ☐ **Privacy & Dignity**
- ☐ **Livelihoods**
Essential activities?
- ☐ **Others....**



*"A habitable covered living space, providing **a secure, healthy living environment with privacy and dignity to those within it**"*
(Corsellis & Vitale 2004)

Some of the functions of appropriate emergency shelter:



Dictionary definition

- Shelter: 'a place giving temporary protection from bad weather or danger'

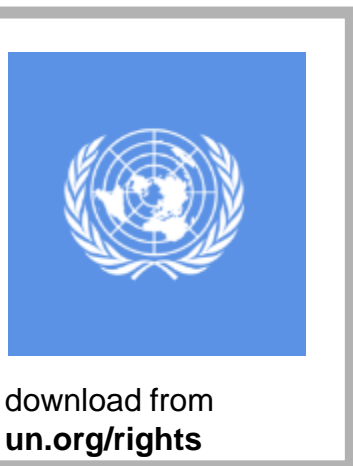


Shelter as a Human Right

The 'Universal Declaration of Human Rights' provides the basis for materials planning in four different areas

- **security of person:** “everyone has the right to life, liberty and security of person”
- **privacy:** “no one shall be subjected to arbitrary interference with his privacy, family, home or correspondence”
- **peaceful enjoyment of possession:** “everyone has the right to own property... no one shall be arbitrarily deprived of his property”
- **adequate housing:** “everyone has the right to a standard of living adequate for the health and well-being of himself and of his family”

These need to be implemented through understandings of **age, gender and diversity**



Shelter: What is it?

- ☐ **Clothing, blankets**
- ☐ **Shelter (roof)**
- ☐ **Mattress**
- ☐ **Wind proofing**
- ☐ **Insulation - warm room**
- ☐ **Stoves & fuel**
- ☐ **Sanitation?**



Shelter: who, when, how?

- Who needs shelter?
 - Varying needs, age, gender, disability etc
 - Protection issues - location, construction?

- When?
 - How will shelter needs change?
 - Seasons?

- How will it be provided?
 - And what is our role (as Cluster Leads) in this?

Some things to consider

- Lifespan of the shelter
- Climate – hot, cold, rain, wind, etc
- Space/privacy – for family size, women/children
- Security – for families and possessions
- Hazards - winds, flooding rivers
- Culturally appropriate
- Healthy – vector control, draught proof, cooking smoke
- Accessibility – aged, disabled



Some things to consider

- Water supply – to wash, clean and drink, drainage
- Sanitation and laundry facilities
- Consider the environment
- Use local advice, traditional construction.
- Participation of affected households in the design and construction
- Allow upgrade at a later stage by the people who use it
- What worked locally when the last disaster struck and what didn't



Some things to consider

- Access to livelihood opportunities – access to markets
- Access to community facilities – health facilities, schools
- Access to transport links
- Support social networks, family and friends



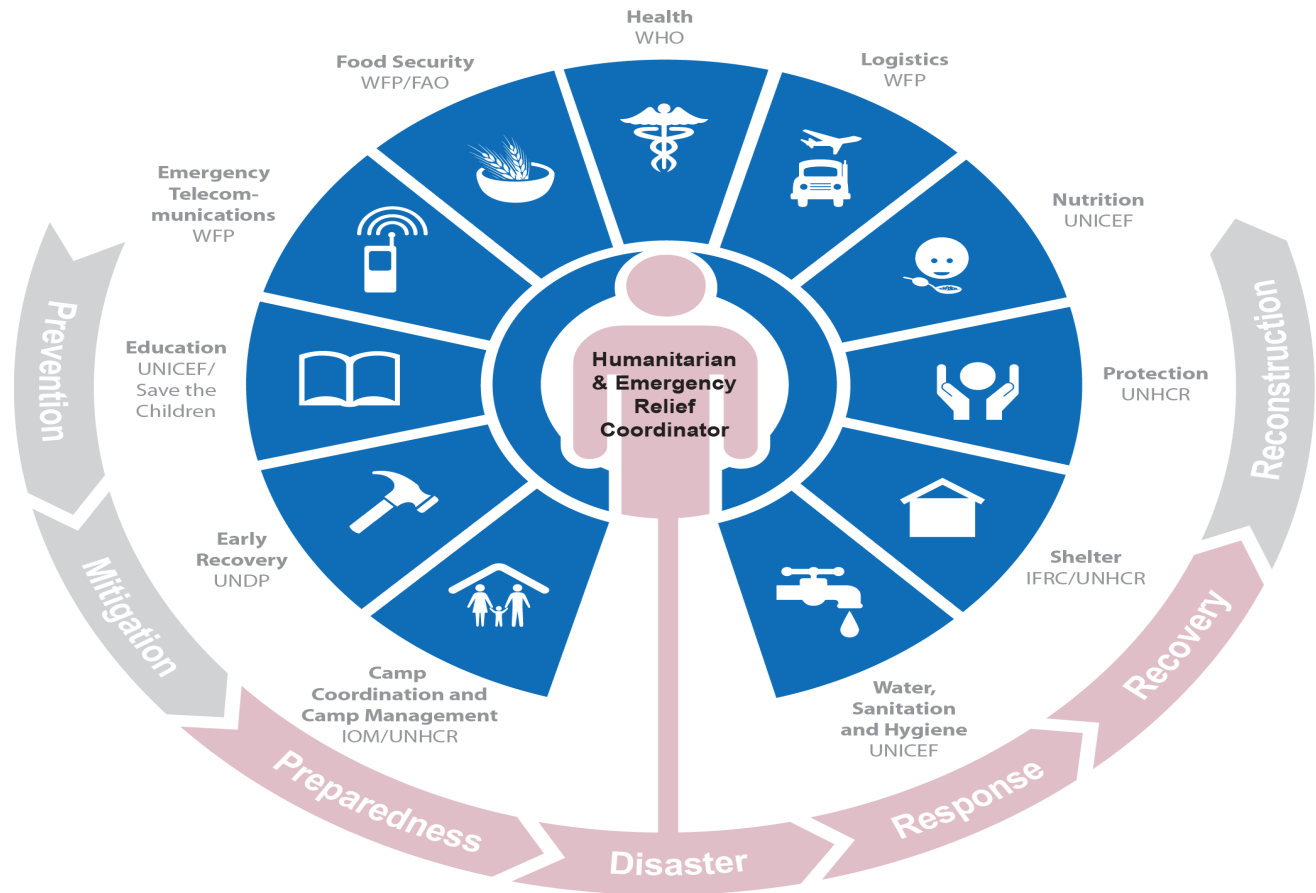
Understand what do the Red Cross Red Crescent do in shelter

- Red Cross and Red Crescent National Societies are usually the first responders after a disaster delivering emergency relief – food, NFI's and first aid support.
- As part of the emergency relief National Societies implement a wide range shelter responses including tents, tarpaulins and household NFI.
- Often National Societies are also part of longer term recovery programmes which include repairing and rebuilding permanent houses.

Some shelter achievements...

- **66 million** – people with houses damaged by 2007 Asia floods (Nepal, Bangladesh, Pakistan, China, DPRK, Vietnam, India)
- **1.8 million** – homes destroyed or damaged in Pakistan by the last Floods in 2010
- **47.9%** - housing as a percentage of total cost of tsunami damage in Indonesia
- **CHF 100 million** - IFRC spend on Aceh transitional shelter programme
- **140,000 HH** helped by RCRC in Haiti with Emergency Shelter (covering kit, tents & STK)
- **100,000 families** supported by RCRC in Philippines in response to Typhoon Haiyan with shelter relief

IFRC are the lead agency for shelter in the IASC (for natural disasters in non conflict areas)



- Inter agency standing committee

IFRC and shelter cluster...

- For many years the IFRC has been a leading agency in the shelter sector for natural disasters– and few other agencies have shelter in their mandate
- At the 2005 General Assembly, the IFRC committed to convening the Shelter Cluster in disaster response operations in non conflict areas.
- IFRC subsequently signed an MOU with OCHA.
- National Societies implement a wide range of emergency, transitional and permanent housing.
- IFRC have had a dedicated shelter and settlements unit in Geneva and the zone offices from 2006.

Special role of the IFRC as Shelter Cluster “convener”

- Not accountable to the HC/ERC because of independence and neutrality of the Red Cross Red Crescent Movement
- Not a “provider of last resort”
- IFRC does not receive money from the CERF – UN funding mechanisms

Coordination and the cluster approach

- The people who survive a disaster are the first to provide emergency assistance to their family and community.
- But when the disaster is large and overwhelms a country's own capacity to respond a range of regional and international organisations may send money, goods and workers to their aid.
- Whether the response is local, national or international coordination between those involved is needed.

But coordination can be difficult

What
organisations
are already
here?

Who needs
assistance?

What
standard do
we use?

Where can I get
information?

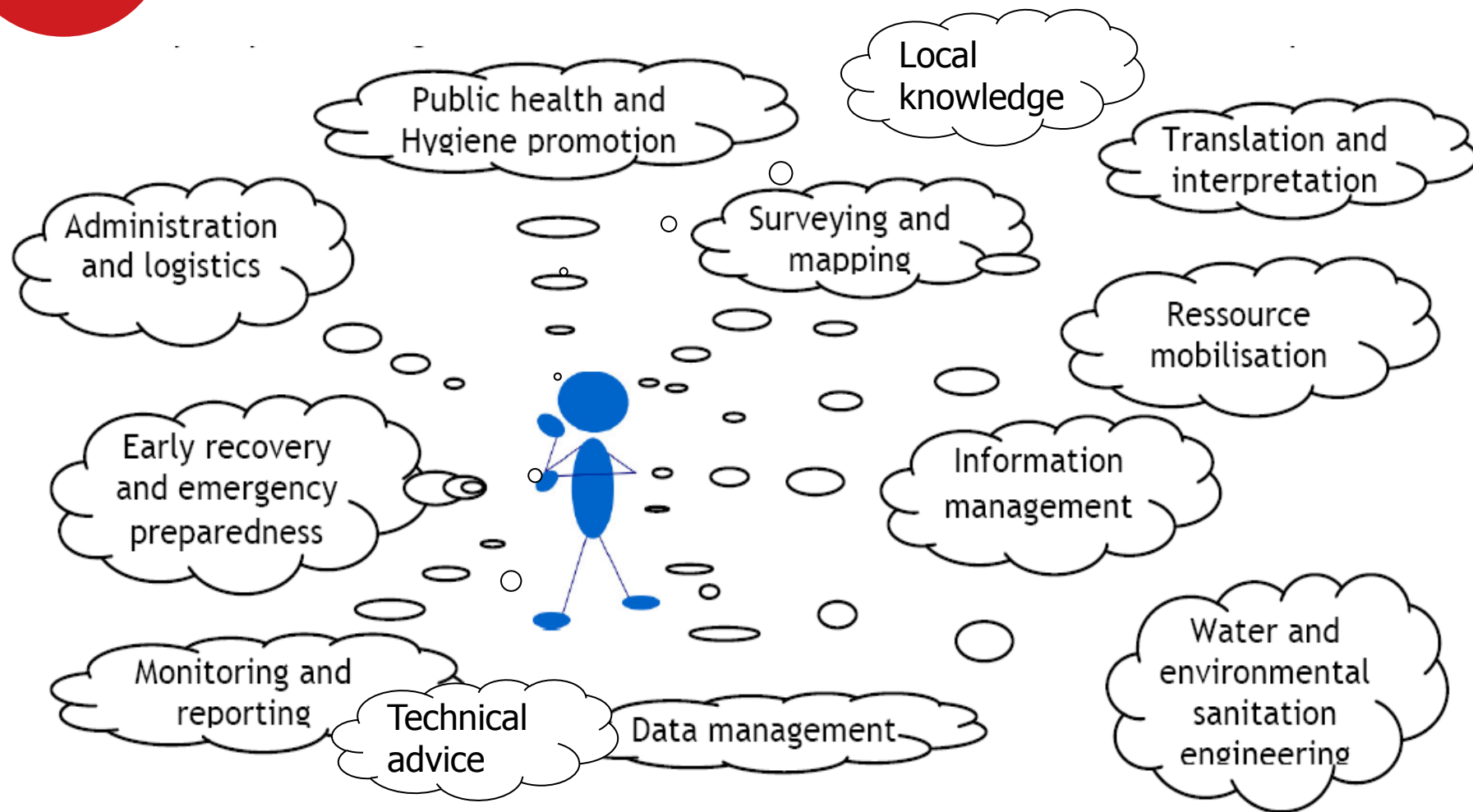
Who is doing
what, where
and when?

Where do
people need
assistance?

How can I
get funds?

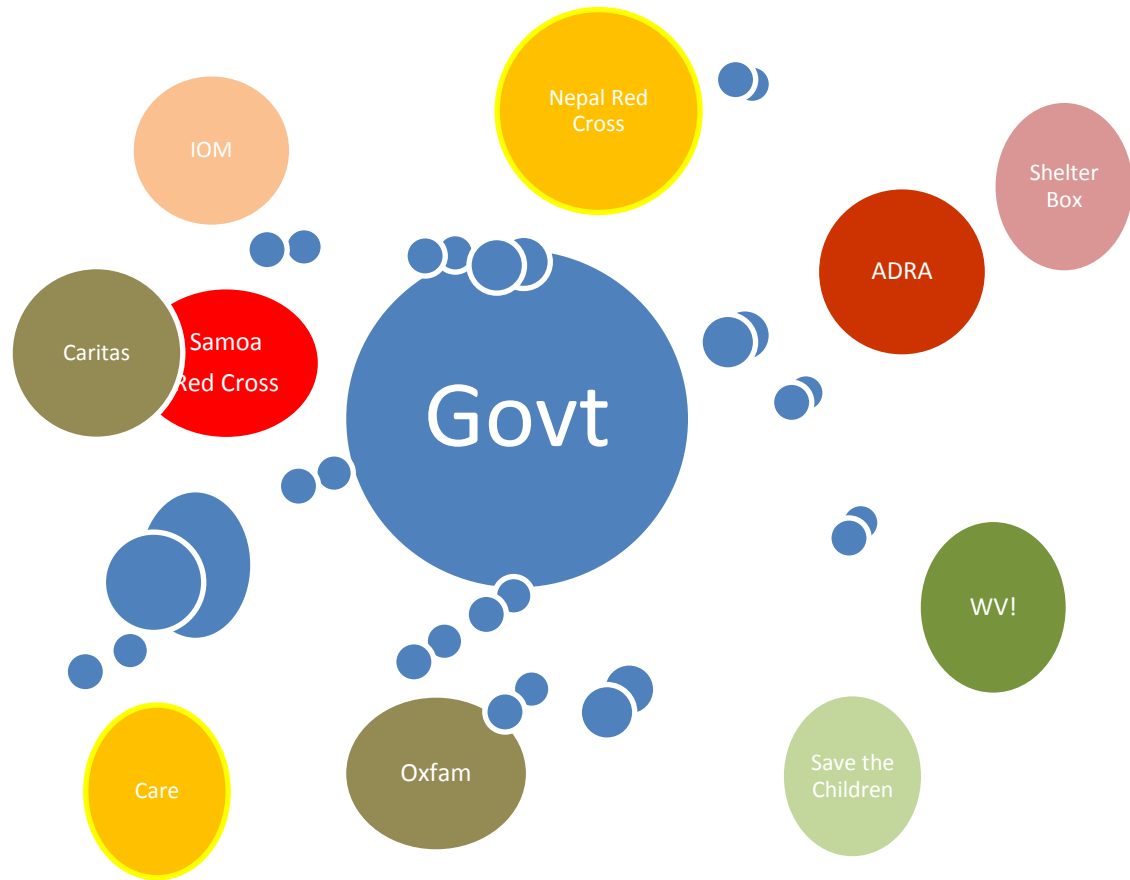
What is the
government
doing?

There is a lot to coordinate.

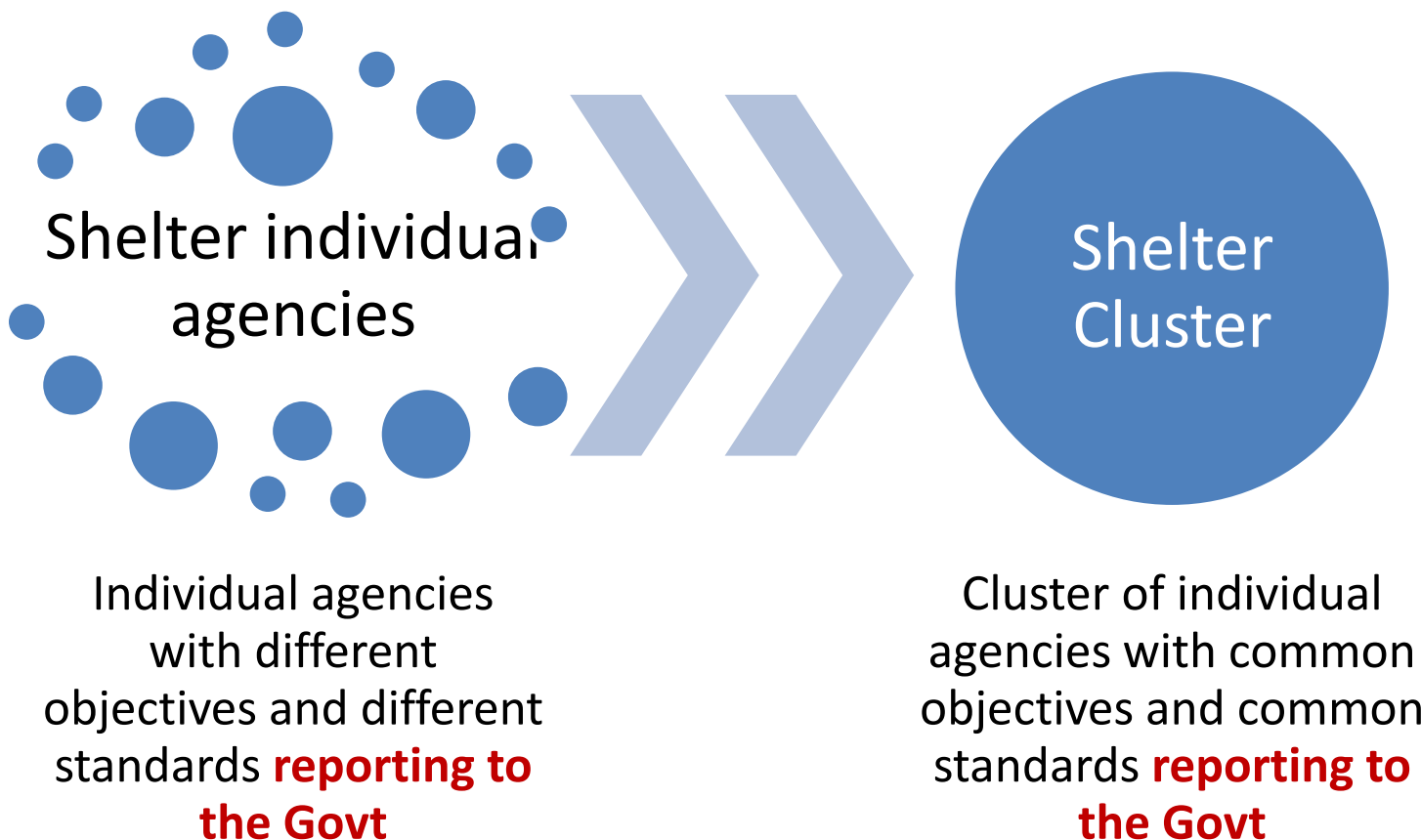


Many agencies

- Many agencies.
- Some familiar to Govt, some not.
- Working in different locations.



With coordination



We find many different standards of response

.....

- Too many agencies with no clear focus.
- Doing their own thing where they wanted because they got there first.
- Too many different standards in the response – unequitable responses.
- Not enough accountability and transparency.
- There was a need for better coordination to provide a needs-based, rather than capacity-driven, response.
- To ensure a coherent and complementary approach, identifying ways to work together for better collective results for the affected populations



We try to avoid different standards....with coordination

- Different tarpaulins
 - IFRC/UNHCR standard 6x4
 - Rolls of plastic sheeting
- Different tents
 - IFRC/UNHCR tent
 - Shelter Box tent
- Different repair kits
 - One agency gives 10pcs CGI, 8x2', Ga 28
 - One agency gives 16pcs, CGI, 10x3', Ga26

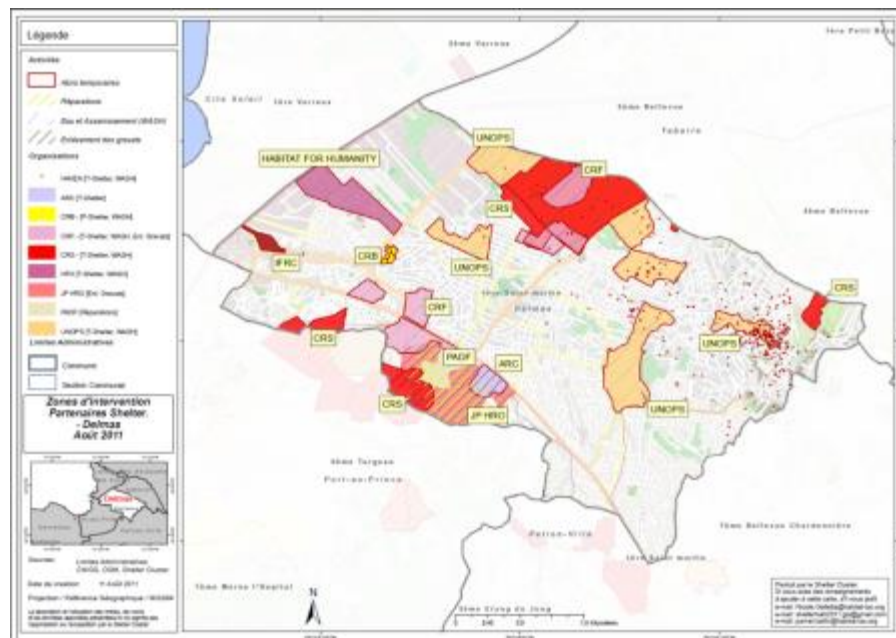


We agree technical standards....with coordination

- We all agree the tarpaulins will be this quality
 - xyz, \$
- We all agree the tent will be this quality
 - xyz, \$
- We all agree the repair kit will contain this and cost about that
 - xyz, \$
- We all agree the minimum design standards for a new house

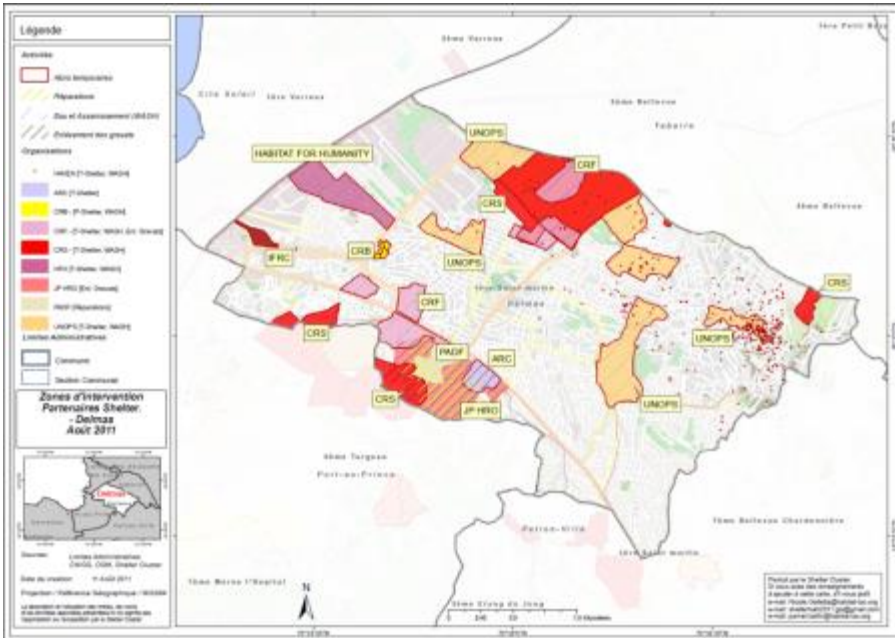
We agree common information management.....with coordination

- We all agree what locations we will work in
- We all agree how we will report our facts and figures – who, what, where, when
- We all agree to cover gaps



***We agree common assessment indicators
.....with coordination***

- Definitions of damage
- Vulnerabilities



Humanitarian Response Review

- In 2005 the UN Emergency Relief Coordinator commissioned the Humanitarian Response Review.
- The Review identified a 4 key areas to improve coordination in humanitarian emergencies:
 1. Adequate capacity and predictable leadership in all sectors – (cluster approach)
 2. Effective leadership and coordination through the UN Humanitarian Coordinators role.
 3. Adequate, timely and flexible humanitarian financing.
 4. Strong partnership between UN and non-UN agencies.
- The Review was implemented by the Inter Agency Standing Committee (IASC) - comprised of UN agencies, RCRC Movement and the primary NGO consortia bodies

The aims of the Cluster approach

Joint strategic and operational planning:

- The formal process of coordination within and between Clusters enhances efficiency while improving effectiveness.

Enhanced predictability:

- Sector and thematic responsibilities are now clearer, and formal mechanisms exist to clarify those areas where they are not, both at national and international level.

Increased transparency and accountability:

- Greater transparency in resource allocation, co-leadership, and operational performance leads to greater accountability.

More effective advocacy:

- Where the Clusters, singly or collectively, speak with one voice on issues of common concern, including those affecting groups who are not normally heard.

Engagement with national and local authorities:

- Having a single person to call speeds up the resolution of issues, and allows greater access for the non-governmental community to government and UN decision-makers.

Inclusion of affected communities:

- Tools and services developed through the Cluster ensures that those who know the most appropriate solutions to their problems be engaged in formulating the response.

National Governments and cluster

- Governments remain responsible for assistance to people.
- 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

UN vs IASC

- The Cluster approach is *NOT* a UN (only) coordination mechanism.
- However, the majority of global cluster leads are UN agencies

What does the shelter cluster do?

- The shelter cluster coordinates the work of organisations involved in the provision of shelter and household NFI's.
- Following major natural or technological disasters to which there is an international response, the IFRC normally leads the shelter cluster.

What does the shelter cluster do?

- The aim of the shelter cluster is to enable partner agencies to take a strategic approach to collective response.
- It aims to ensure that:
 - Overall response by agencies delivering shelter and NFI's is adequate, effective, coherent and coordinated.
 - Gaps and duplication in the provision of shelter and NFI's are minimal
 - Assistance is given in accordance with humanitarian principles, standards and guidelines

Which agencies are partners in the shelter cluster?

- Any organisation involved in fulfilling rights to humanitarian shelter and NFI's can become a shelter cluster partners
- Partners include organisations that have different mandates, perspectives, roles and priorities within the response.
- Partners include: Govt, RCRC, NGO's/INGO's, UN agencies, etc.
- However, the overall objectives of the clusters work is humanitarian; the cluster and its work are governed by the principles, standards and practice of the humanitarian sector.

Shelter Cluster partners

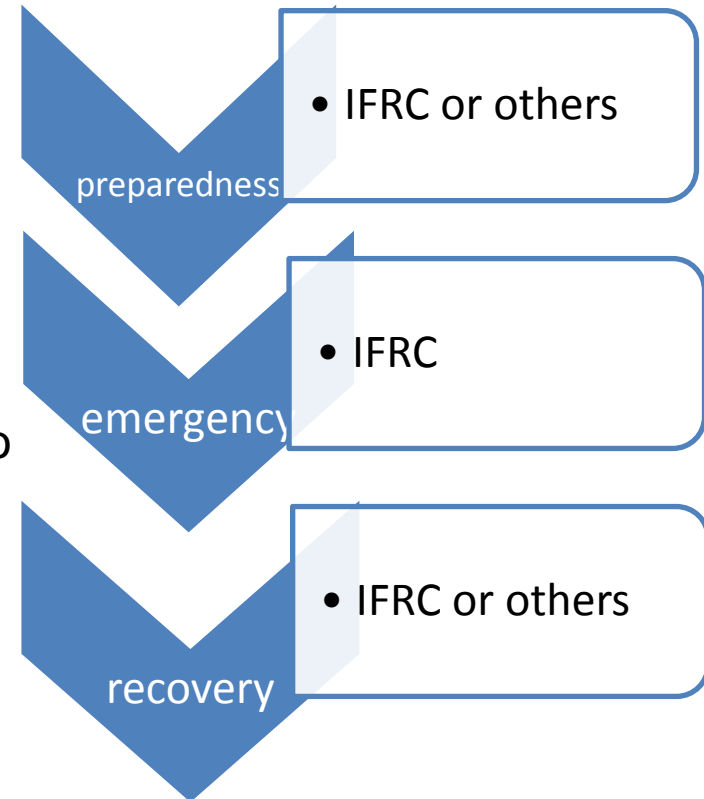


How long does the cluster be active?

- The IFRC usually lead the shelter cluster for at least 6 weeks to 3 months.
- But this varies greatly depending on the scale of the disaster and response and the country context.
- Largest scale and response so far by IFRC:
 - 18 people in Haiti, 2010, 10 months
 - 13 people in Philippines Haiyan, 2013-14, 1 year
- Small scale, 1 person for a few weeks to few months.

Phases....and handover

- **Preparedness:** an appropriately placed UN agency or NGO can lead the cluster.
- **Emergency response:** The IFRC for disasters caused by natural events in non conflict areas.
- **Recovery:** the IFRC normally hands the cluster to an appropriately placed agency such as UN-HABITAT, UNDP, or an INGO.



Clusters and Cluster Leads

- Not all Clusters are activated in each emergency
- Clusters can be combined (for example Shelter and CCCM)
- Global Cluster leads and local Cluster leads don't have to be identical.
- New thinking: train national NGOs in coordination so they can lead Clusters
- Global Cluster leads are accountable to the Emergency Response Coordinator (ERC). Exception: IFRC

The Cluster Functions



What does the shelter cluster coordination team do

- Contributes to the effective provision of emergency shelter and NFI's.
- Through timely and efficient coordination of partners.
- Support the host government in its humanitarian role.



Cluster Coordination



The shelter cluster coordination team provides the table where all **cluster members (including Govt)** can sit down to develop “strategic field level coordination.”

There are 7 core functions of coordination in the cluster

1. Support service delivery
2. Informing HC/HCT strategic decision-making
3. Planning and strategy development
4. Advocacy
5. Monitoring and reporting
6. Contingency planning and preparedness
7. Accountability to affected population

Basic outputs from the shelter cluster

- Cluster Response Plan – the strategic framework - which covers inputs to the appeals (CERF/FLASH/HAP)
- Technical guidelines/standards
- Needs assessment reports
- WWW and gap analyses
- Factsheets, website updates



Shelter coordination team



Shelter coordination team



Technical
coordinator



Coordinator



Information
manager

Typical shelter cluster structure

Coordinator:

- From Red Cross Red Crescent
- Team leader responsible for cluster coordination

Information Manager

- Can be from cluster partners
- Collecting, analysing and distribution of data (4W's)
- Includes working with REACH

Technical Coordinator

- Can be from cluster partners (CARE, OXFAM...)
- Familiar with local context

The size of the coordination team depends on the context

- For example in Philippines for the Typhoon Haiyan response now we have **13 people working in the cluster for 12 months.**
- But sometimes its only one person deployed to support tier Govt counterpart **for 4 weeks to 6 months.**
- In Nepal we have IFRC/NRC who provide shelter cluster coordination – Sanjeev and Ramesh
- But whatever the team the basic function are the same. Only the scale changes to be appropriate to the context.
 - Coordination
 - Information management
 - Technical coordination

Shelter cluster extended coordinator team



Remote support



Dept./Hub
coordinators



Environment



Land rights



Mapping/GIS



Contingency
planning



Tech



Coord



IM



Debris



Logistics



Gov. liaison



Urban settlement



Community liaison



Media

Shelter cluster workshop

We have JD's and TOR's for all these positions

Shelter Cluster

The Shelter Cluster – The shelter coordination team (SCT)



Humanitarian Reform

The Inter-Agency Standing Committee (IASC) is the primary mechanism for inter-agency coordination of humanitarian assistance. It is a unique forum involving the key humanitarian partners. Its membership includes various UN agencies, the IFRC, the International Committee of the Red Cross and the main NGO consortium.

The Humanitarian Reform was adopted by the Inter-Agency Standing Committee (IASC) following a 2005 review of international responses to humanitarian emergencies, known as the Humanitarian Response Review.

The Humanitarian Reform seeks to improve the effectiveness of humanitarian response by ensuring greater predictability, accountability and partnership. It is an ambitious effort by the international humanitarian community to reach more beneficiaries, with more comprehensive needs-based relief and protection, in a more effective and timely manner.

The Cluster Approach

The cluster approach is a component of the Humanitarian Reform. It was designed as a way of addressing gaps and strengthening effectiveness in support of the host government. By clarifying the division of labour, and better defining organisations' roles and responsibilities, the cluster approach helps ensure predictability and accountability, and creates a more structured, accountable and professional system.

At country level, the number, type of clusters activated, as well as the lead organisation is determined by the humanitarian country team. The table on next page outlines the clusters and their leads at the global level.

Shelter Cluster

Environmental Advisor

of the Shelter Coordination Team (SCT)

Background

After a disaster, environmental considerations are a key aspect in achieving a sustainable and effective shelter response, as well as reducing future risk and vulnerability. In the shelter coordination team (SCT), the environmental advisor evaluates and provides practical, solution-oriented techniques for integrating an environmentally sustainable approach to the shelter response. This case study outlines the role of the environmental advisor, key activities and the impact of this role on the Shelter Cluster.



The role of environmental advisor

An environmentally sustainable approach to recovery after a disaster has a positive impact on the provision of shelter assistance. With an expertise in the field of environmental sciences and natural resource management, the environmental advisor evaluates the context of a response, and provides necessary guidance and technical advice to shelter agencies on a range of issues including shelter materials, transport and logistics, water and sanitation, and disaster risk reduction. He/she communicates and advocates both internally to the Shelter Cluster, and externally among other clusters and humanitarian agencies such as the UN Environmental Programme, for the integration of an environmentally sustainable approach to the response.

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Shelter Cluster

Cluster Coordinator

of the Shelter Coordination Team (SCT)

Background

As convener of the Shelter Cluster for natural disasters, the IFRC aims to support shelter agencies in their shelter response through the provision of coordination services. This process is managed by the shelter coordination team (SCT), which is led by a coordinator. The following case study outlines the role of the cluster coordinator, as well as the key activities and services he/she provides, and the impact it has on the shelter response.



Shelter Cluster coordinator, Gerhard Tauscher, addresses shelter agencies during a coordination meeting in Port-au-Prince, Haiti, in 2010.

The role of the cluster coordinator

At a strategic level, the cluster coordinator provides coordination services to shelter agencies as well as to the Global Shelter Cluster coordinator in Geneva. He/she ensures that the shelter response is guided by relevant policy guidelines and technical standards, and oversees the Shelter Cluster transition from the emergency to recovery phase, or handover to another agency for lead role of the Shelter Cluster.

As head of the SCT, the cluster coordinator is responsible for the daily administrative, financial and operational decisions in the field, including local staff supporting coordination activities. He/she has a technical reporting line to the IFRC Global Shelter Cluster in Geneva, and for security, administration, country or Red Cross Red Crescent National Society related issues, the cluster coordinator reports to the most senior IFRC representative in-country.


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What's the role of the shelter cluster coordinator

- Provides coordination services to the cluster agencies.
- Ensures the shelter response is guided by relevant policy, guidelines and technical standards.
- Oversees the transition from emergency to recovery phase, or hands over to other agencies.
- Identifies key partners and acts as the focal point with government, inter cluster coordination, NGO's, UN agencies and UN RC/HC.
- Advocates for the best interests of the shelter cluster and shelter beneficiaries.
- Takes a lead in the compilation of appeal documentation and is a direct liaison with the donor community and supports fund raising initiatives.

Main activities

Coordination

- Coordinating provision of shelter assistance to the affected community – to achieve equality, efficiently and effective response.
- Critical linkage in coordination between all partners: Govt, agencies, donors, community.
- Links partners together to provide solutions and avoid gaps and duplication
- Supports building capacity in Govt and agencies.

National shelter cluster and hub meetings

- These meetings are an integral part of the cluster activities.
- The coordinator supports the Govt representative to chair or co chair the meetings.

Main activities

Advocacy

- For both shelter cluster partners and affected community.
- Responds to inquiries from Govt, represents shelter agencies with external partners to provide one voice for the sector.
- Advocates, sometimes defends, the policies, mandates and capacities of cluster partners.
- Advocates with donors to ensure requirements are aligned with the humanitarian response and needs of the beneficiaries

The Strategic Advisory Group – see later

Reporting and monitoring performance

- Reporting monitoring performance ensures the shelter response is effective and aligned to global and national objectives as well as technical standards.

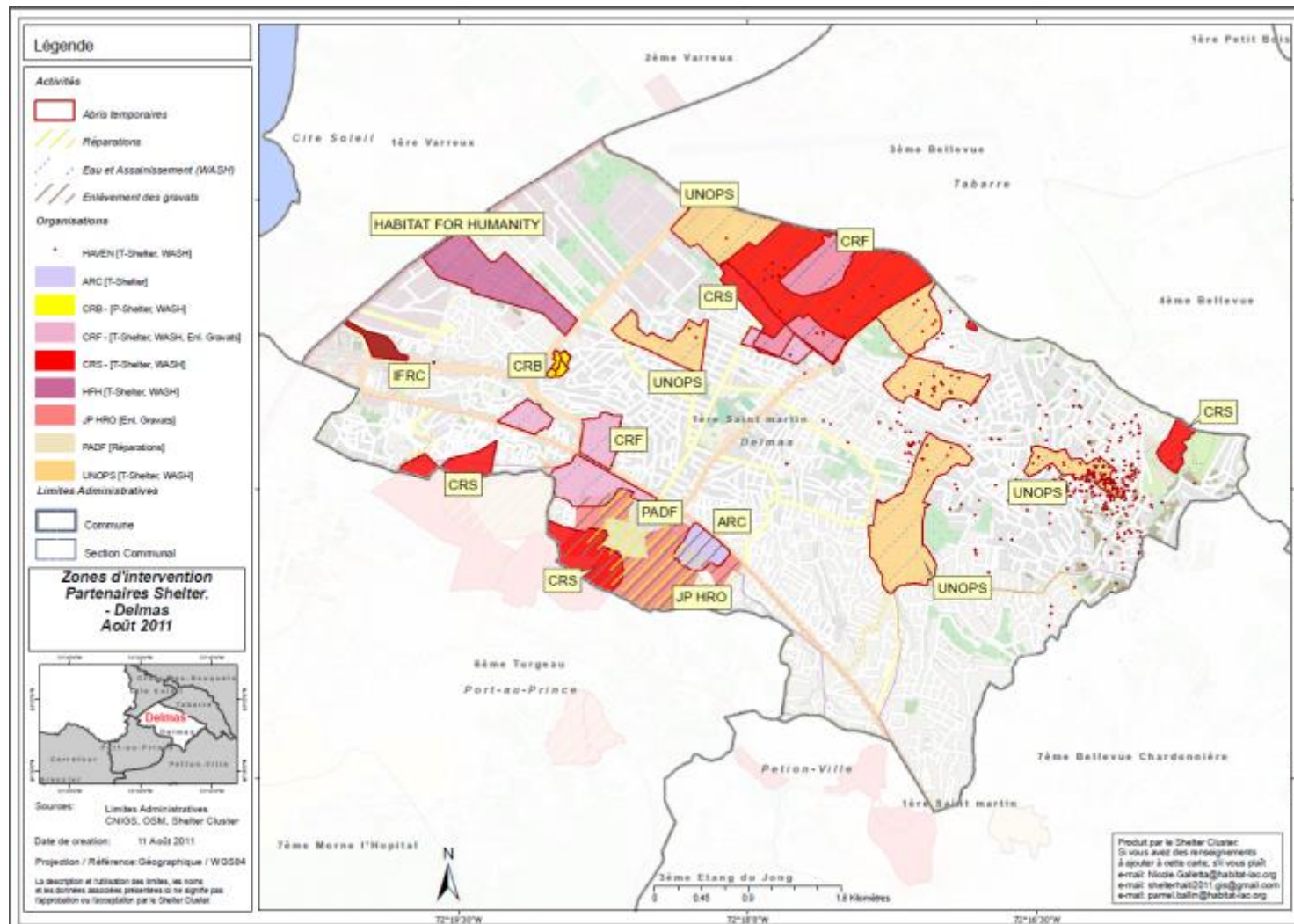
What's the role of Information Manager (IM)

- Provides **timely, consistent and compatible** data and information
- Supports **inter cluster IM**
- Ensures dissemination and adaptation of **IM tools - WWW, gaps, maps, graphics**
- Ensure **links with all stakeholders** for risk mapping and gap identification
- Maintain **cluster partner lists**
- Supports **assessments**
- Updated the **website**



Shelter cluster
workshop

IM products
- maps



Shelter cluster workshop

IM products – fact sheets

SHELTER IN HAITI

188,383 DEATHS
OR 680,000
DAMAGED HOMES IN HAITI
1.5 MILLION PEOPLE NEED
SHELTER ASSISTANCE



EMERGENCY SHELTERS consist primarily of tarpaulins and flaps with no space, walls, a bathroom etc. Tents can also be used for emergency shelter but, even if they are less vulnerable than tents, their use is limited. Emergency shelter can be distributed quickly but offers only limited protection against heavy rains.



TRANSITIONAL SHELTERS are simple wooden or steel frame structures that provide better protection, more privacy and more space. Transitional shelter is not often built on a concrete foundation and can last years. Once people have found permanent homes, transitional shelter can be put to other uses. They take longer to build but can be dismantled and moved if necessary.

THE ACHIEVEMENTS

AS OF
26/10

MEMBERS OF THE SHELTER AND NON-FOOD-ITEMS CLUSTER have delivered vital aid to the estimated 1.5 million people who were directly affected by the earthquake. Despite a destroyed port, a severely damaged airport and a lack of infrastructure, cluster members reached an average of 30,000 people per week in the first four months of the response operation. Each family received two tarpaulins or one tent.

TRANSITIONAL SHELTERS

Today, shelter cluster agencies are increasingly focusing on transitional shelters. These are simple structures that provide better protection than tents or tarpaulins but take longer to build.

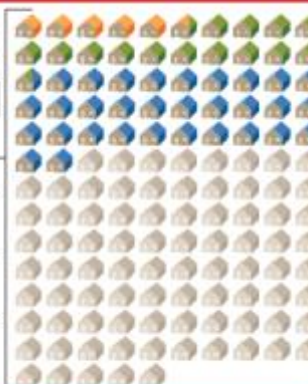
1 TENT = 15 TRANSITIONAL SHELTERS

OF TOTAL
135,000
PLANNED

5,657
COMPLETED

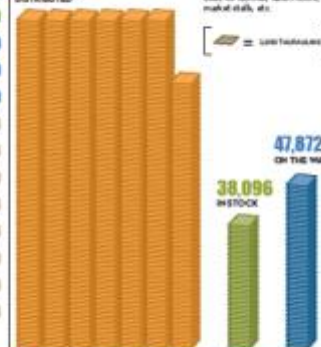
14,932
IN COUNTRY

31,335
IN PIPELINE



HEAVY DUTY TARPULINS

681,490
DISTRIBUTED



Tarpaulins are primarily used for family shelters, but can also be used for latrines, nurseries, market stalls, etc.

HOTSPOTS



500,000-600,000
PEOPLE LIVING WITH
A HOT SPOT

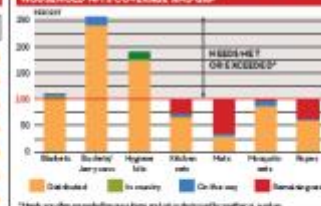
30%
TO BE REPLACED
PEOPLE
RECEIVED OR
COPIES PEOPLE
LIVING WITH A HOT
SPOT

TENTS

97,054
DISTRIBUTED

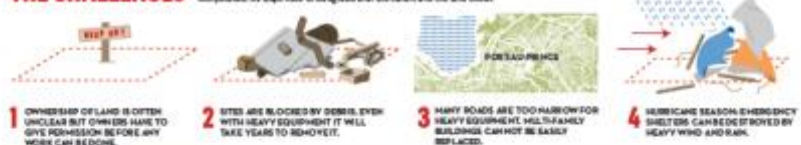


HOUSEHOLD HTS COVERAGE AND GAP



THE CHALLENGES


Because most people were in rural areas and don't own land, all aspects of shelter are very complicated. All steps have to be agreed with the tenant and the land owner.



THE WAY FORWARD

The provision of transitional shelter is a growing emergency, particularly in rural areas where more land is available. It is essential that the identification of additional, safe relocation sites, debris removal and the required planning permissions are urgently addressed by the authorities to enable the large scale construction of transitional shelter and ultimately the provision of permanent housing solutions.




Typhoon Pablo 2012
 ShelterCluster.org
 Coordinating Humanitarian Shelter

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Typhoon Pablo 2012
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 Information Management
 Shelter Cluster Reports
 Maps
[Assessments](#)
 REACH Assessment
[Technical Guidance](#)

Typhoon Pablo 2012(Bopha)
 Typhoon Bopha (PAGASA designation: Pablo) was a powerful late-season tropical cyclone which formed unusually close to the equator. Bopha made landfall over Mindanao late on December 3, an island devastated by Washi in December 2011, becoming the strongest tropical cyclone ever to hit Mindanao. Source: Wikipedia

Featured Documents

Strategy, Advocacy, and Situational Analysis	Information Management
Shelter Cluster Strategic Framework 121222 The strategic framework of the Typhoon Pablo Shelter Cluster for 22 Dec 2012 Shelter Cluster Advocacy Update 121219 A shelter cluster advocacy position shared with the Philippines Humanitarian/Resident Coordinator 19 Dec 2012 ToR - Municipal Shelter Cluster Focal Points 121230 Terms of Reference for Municipal Focal Point for the Shelter Cluster Final Philippines Typhoon Bopha-Pablo REACH Assessment Report Final report for REACH (Detailed Shelter Assessment) conducted December 2012	Shelter Cluster Agency Reporting Template v3.3 AGENCY REPORTING TEMPLATE ver 1.3 - a tool used to track the planned and completed interventions made by Shelter Cluster partners to affected communities Shelter Cluster Information Report 121220 Information report for 20 Dec 2012

Technical Guidance
 Typhoon Pablo - Shelter Cluster Minimum Technical Standards 121213
 A table that describes the various technical standards for interventions advocated for in the Shelter Cluster initial strategy

Quick Facts
Event Date:
 December 2012
Event Type:
 Windstorms , Flood , Slide
Damage Location:
 Rural , Peri-Urban , Urban
Degree of Displacement:
 Medium
Status:
 Active
Emergency Lead Agency:
 IFRC/ICM
Recovery Lead Agency:

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Recent Documents

Type	Name	Document Description	Publishing Agency	Report Date	File Size
	SC Agency Report - COMVAL 13 02 16	Shelter Cluster Agency overview report Compostela Valley 16 Feb 2013	Shelter Cluster	16/02/2013	132 KB
	SC Agency Report - CARAGA 13 02 15	Shelter Cluster Agency overview report Caraga Region 15 Feb 2013	Shelter Cluster	15/02/2013	84 KB
	SC Agency Report - Davao Oriental 13 02 14	Shelter Cluster Agency overview report Davao Oriental 14 Feb 2013	Shelter Cluster	14/02/2013	88 KB

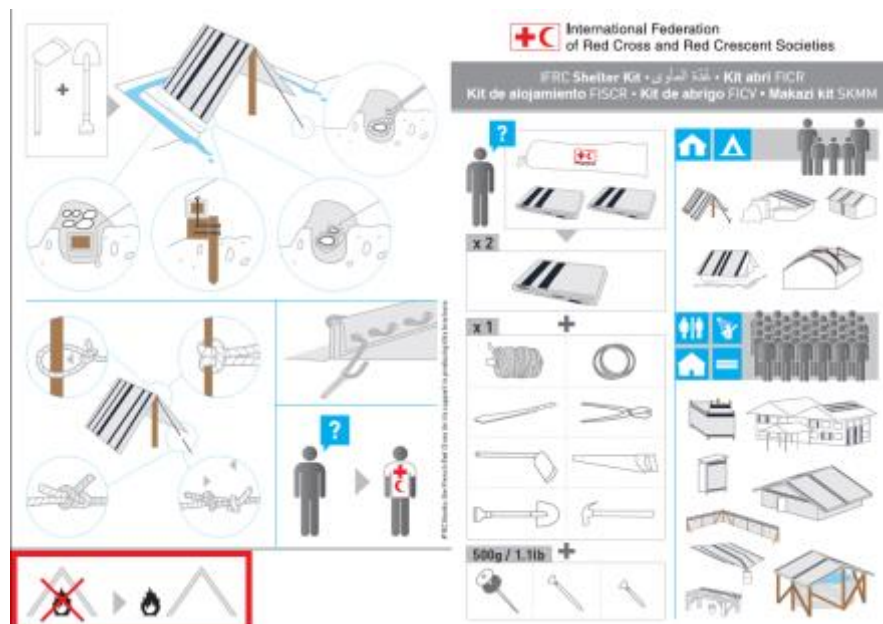
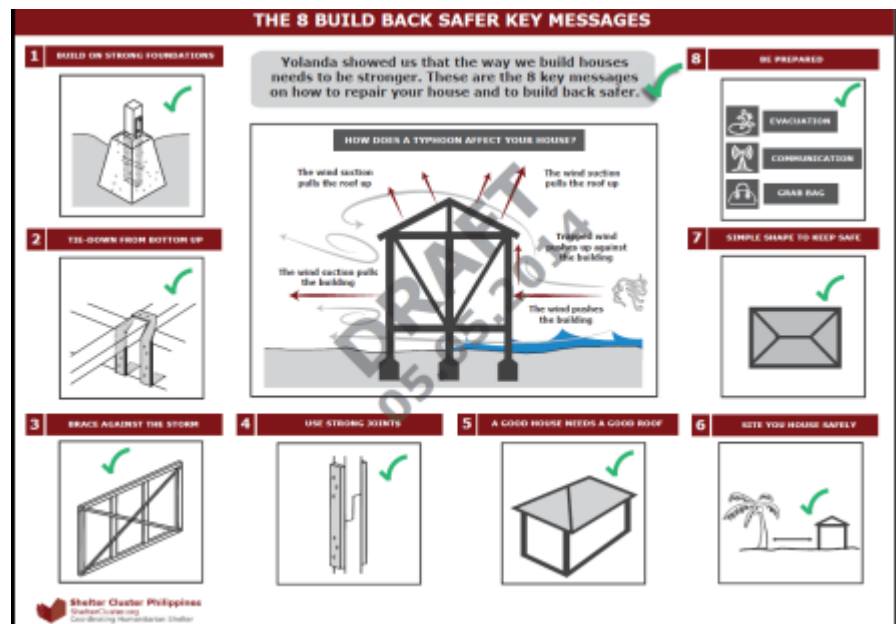
What's the role of the Technical Coordinator



Provides:

- Technical guidance
- Facilitates Technical Working Groups
- Supports advocacy and resource mobilisation
- Technical capacity building
- Assessment and monitoring

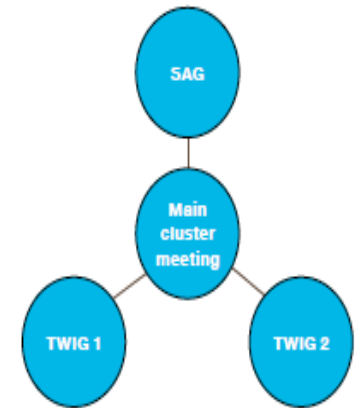
Technical guidance



Shelter cluster structures

The cluster can meet via 3 forums

- **Main Shelter Cluster meeting:** Everyone: Gov., INGO's, NGO's UN, RCRC, donors, etc.
- **Strategic Advisory Group:** Max 15 key operational partners. Develops the overall strategy and provides strategic oversight. Vets proposal for Flash appeal etc.
- **Technical Working Groups:** Specific, short-term. For example: Drainage, Temporary shelter design, Unaccompanied/seperated minors ...



Main shelter cluster meeting

- Usually attracts the largest number of participants, especially at the start of a response.
- The cluster coordinator convenes the meeting chaired by or along with the Government counterpart.
- The meeting is open to all national and international agencies involved in the shelter response.
- Partners have an equal voice.
- Some will be implementing shelter and NFI's others will be related to rights issues, e.g. protection, etc.
- Its important to make sure there is representation from national NGO's and local partners.

Main shelter cluster meeting

- The coordinator reports to the meeting on:
 - General situation.
 - Situation reports/assessments from Govt and inter cluster agencies.
 - Updates from other clusters
 - Updates from OCHA
 - Government plans and priorities.
 - Updates on funding
 - Any output form the SAG and TWIG.
 - Cross cutting issues