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:

- Shelter provides protection from the weather
- Health: I am less likely to get ill because I have a shelter.
- Support for family and community life: We can live together as a family.
- Dignity: I can change clothes because I can close the door.
- Livelihoods: My shelter is near my work...
- Security: I feel safer because I have a door.
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 Hiayan 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?
- Where can I get information?
- How can I get funds?
- Who needs assistance?
- Who is doing what, where and when?
- What standard do we use?
- Where do people need assistance?
- 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.
Shelter cluster workshop

With coordination …..

Shelter individual agencies

Individual agencies with different objectives and different standards reporting to the Govt

Cluster of individual agencies with common objectives and common standards reporting to the Govt
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
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 ensure 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.
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 Philipines Haiyan, 2013-14, 1 year

- Small scale, 1 person for a few weeks to few months.
Shelter cluster workshop

**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 it's 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
Logistics
Gov. liaison
Urban settlement
Tech
Coord
IM
Debris
Community liaison
Mapping/GIS
Contingency planning
Land rights
Environment
Shelter cluster workshop
**We have JD’s and TOR’s for all these positions**

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 effective governance by clarifying the division of labour and better defining organizations’ roles and responsibilities. The cluster approach helps ensure predictability and accountability, and creates a more structured, accountable and professional system.

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

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**The role of the environmental advisor**

An environmentally sustainable approach to recovery after a disaster has a positive impact on the provision of disaster resilience. With an expert in the field of environmental science and natural resource management, the environmental advisor evaluates the context of a response, and provides necessary guidance and technical advice to the core team in order to assume the role and the water and sanitation and disaster risk reduction. He/She coordinates and advises 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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**The role of the cluster coordinator**

As a strategic level, the cluster coordinator provides coordination services to cluster agencies and as such to the Global Cluster Coordinator in Geneva. Based on national and regional guidelines, the cluster coordinator will develop, implement, monitor and assess the Shelter Cluster and response, and coordinates the Shelter Cluster transition from the emergency to recovery phase, or handover to another agency for lead role of the Shelter Cluster.

As lead of the SCT, the cluster coordinator is responsible for the daily administration, strategic and operational decisions in the field, including technical supporting coordination activities. The cluster coordinator is also in charge of any related issues, and the cluster coordinator reports to the most senior IFRC representative on-country.
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.
- Overseas the transition from emergency to recovery phase, or hands over to other agencies.
- Identifies key partners and acts as the focal point with government, intercluster 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 polices, 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**

www.ifrc.org
Saving lives, changing minds.
IM products - maps
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/separated 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.

- It’s 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