



Briefing of enumerators for an inter-agency rapid shelter assessment. Photo courtesy of ACTED.

Review of the IFRC-led Shelter Cluster: Tropical Storm Washi

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Abbreviations and Acronyms

CERF	United Nations Central Emergency Response Fund
CHR	Commission on Human Rights
CRS	Catholic Relief Services
DENR	Department of Energy and Natural Resources
DSWD	Department of Social Welfare and Development
DREF	Disaster Relief Emergency Fund
DTI	Department of Trade and Industry
ERU	Emergency Response Unit
FACT	Field Assessment and Coordination Team
GIS	Geographic Information System
HCT	Humanitarian Country Team
HLURB	Housing and Land Use Regulatory Board
HUDCC	Housing and Urban Development Coordination Committee
IASC	Inter-Agency Standing Committee
IFRC	International Federation of Red Cross and Red Crescent Societies
IM	Information Management/Manager
IOM	International Organization for Migration
LGU	Local Government Unit
MGB	Mines and Geosciences Bureau
MoU	Memorandum of Understanding
NDRRMC	National Disaster Risk Reduction and Management Council
NFIs	Non-Food Items
NHA	National Housing Authority
NGO	Non-Governmental Organization
OCD	Office of Civil Defense
OCHA	United Nations Office for the Coordination of Humanitarian Affairs
PCA	Philippines Coconut Authority
PICE	Philippines Institute of Civil Engineer
SAG	Strategic Advisory Committee
SCT	Shelter Coordination Team
SOP	Standard Operating Procedures
TESDA	Technical Education and Skills Development Authority
TOR	Terms of Reference
TWIG	Technical Working Group
UN	United Nations
UN-Habitat	United Nations Agency for Human Settlements
UN HC	United Nations Humanitarian Coordinator
UN RC	United Nations Resident Coordinator
UNDAC	United Nations Disaster Assessment and Coordination
UNDP	United Nations Development Programme
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
WASH	Water, Sanitation and Hygiene

Executive Summary

On 16-18 December Tropical Storm Washi (locally known as Sendong) hit the Northern Mindanao region carrying in its wake strong winds and rain and causing flash floods and landslides. The storm left over 1,400 people dead, more than 2,000 people injured and approximately 1,000 missing. The government estimated that almost 630,000 people were affected and that 430,500 people were displaced from their homes. The storm affected a total of seven regions across southern Philippines, with Cagayan de Oro and Iligan cities, in Northern Mindanao, the hardest hit.

As part of the initial response the government established 56 evacuations centres for approximately 70,000 people and together with the international humanitarian community provided emergency assistance and coordination. Almost simultaneously, shelter partners started working on transitional and permanent shelter solutions for those who had been displaced or whose houses had been totally damaged by the storm.

On 20 December, following a government's request for international support and the Humanitarian Coordinator's offer of assistance, clusters for Mindanao were officially activated. The government body in charge of the overall coordination is the National Disaster Coordination Council (NDCC). Government agencies, such as the Office of Civil Defence (OCD) and the Department of Social Welfare and Development, are responsible at the regional and local levels. In 2007 the NDCC institutionalized the Cluster Mechanism in the Philippines through the establishment of eleven "permanent clusters" led by government departments and humanitarian agencies. These clusters operate at the national level from the capital, Manila.

Although IFRC offered to lead the Emergency Shelter Cluster, the Humanitarian Country Team decided that IOM and UN-Habitat would provide leadership, jointly covering Camp Coordination and Camp Management, Shelter and Non-Food Items. As a result of a lack of information on shelter needs, on 4 January 2012 the Humanitarian Coordinator requested the IFRC to officially convene the Shelter Cluster.

The IFRC swiftly accepted the request and deployed two Shelter Cluster staff within days of the decision. A Deputy Coordinator and a Coordinator arrived in Mindanao on 8 and 10 January, respectively. The lapse of time between when the disaster occurred and the request from the Humanitarian Coordinator challenged the ability of the IFRC to secure the required funding on time (the IFRC Emergency Appeal had already been launched). Moreover, the change of leadership had an impact on the smooth provision of information and coordination services to shelter partners.

The deployment of a Shelter Coordination Team (SCT) was exemplary. Not only it was fast, the team setup (a Coordinator and a Deputy Coordinator with Information Management capacity) complied with the needs of the Humanitarian Coordinator and the shelter partners in general.

The only noted weakness with regards to deployment procedures was on the communication flow between headquarters, the zone and the country office, which resulted in the sharing of information, including on security matters, somewhat slowed down. However, this did not have a significant impact on the deployment of the team.

The Shelter Cluster was formally handed over to IOM, in collaboration with DSWD, on 15 February to continue the coordination of shelter activities in the recovery phase. While discussions on the handover took place early on, partners expressed concern

over the ability of IOM, both in terms of financial and human resources, to effectively assume the coordination role. The lack of funds for coordination in the recovery phase is a recurrent problem in emergencies and more consideration should be given, at the country and global levels, to handover/deactivation/scaling down processes.

The SCT's priorities focused on providing information and mapping services and strengthening the coordination structure by streamlining the working groups that had been established prior to their arrival. Information structures were quickly set up and information became more reliable and accessible. Most shelter partners adopted and used the Shelter Cluster database and government counterparts praised its value as an information source. The website was highly regarded by their users, however a few technical challenges constrained the ability of the web manager to maximize its potential.

Technical working groups were merged and made more relevant. IOM, and UNHCR and UN-Habitat led the Temporary Shelter and Material Supply Working Group and the Housing, Land and Property Working Group, respectively. The Strategic Advisory Group (SAG) was chaired by OCD and together with other government partners it played a key role in the direction and activities of the SAG. Sharing the leadership role with partners is key to ensuring the sustainability of the coordination effort. However, more guidance should have been given to both the technical groups and the strategic group in order to ensure their effectiveness.

One of the most visible and appreciated activities of the Shelter Cluster was the implementation of a shelter assessment. For the first time, IFRC partnered with REACH Initiatives to, through ACTED, conduct an assessment of the shelter needs in the affected areas. The SCT requested ACTED to provide support shortly after they arrived in Mindanao and with support from headquarters a team arrived in mid-January. The shelter assessment team not only produced a comprehensive report in a short period of time, it also supported the Shelter Cluster with secondary data gathering, mapping and assessment related databases. It also provided inputs to the revised UN Flash Appeal and to OCHA's Rapid Needs Assessment (MIRA). This was a remarkable endeavour, which should become part, as much as possible, of the standard activities of the Shelter Cluster.

The provision of coordination support to Iligan City, one of the cities most affected by the storm, was more challenging due to logistical constraints as well as the institutional set up. While in Iligan the coordination structure under the leadership of the Mayor seem to have been better organized, partners noted that the presence of the Shelter Cluster was less prominent and that more guidance and support was required.

Overall, the IFRC at the headquarters, zone and country level provided continuous and effective support to the SCT. This was strengthened by the fact that the Head of Delegation of the IFRC in Philippines had previous exposure and knowledge of the cluster approach, facilitated strategic discussions with other humanitarian partners and encouraged the role of the IFRC as Shelter Cluster convenor. Moreover, the IFRC Delegation in Philippines supported the Shelter Cluster efforts by designating a staff to work with the SCT in Mindanao and is currently looking to have a permanent staff dedicated to the activities of the permanent Shelter Cluster. This scenario should be encouraged.

The existence of 'permanent clusters' in the Philippines provides the Philippines Red Cross with an opportunity to increase its awareness of the Shelter Cluster and the

role of the IFRC plays in it, and to the IFRC to strengthen its role and leverage within the humanitarian community in the Philippines at the policy and strategic levels.

Although with a few minor shortcomings, this deployment reflects the experience that the IFRC has acquired over the years fulfilling its responsibility as the convenor of the Shelter Cluster. Mechanisms are in place to ensure that a team is swiftly deployed to support coordination and information efforts in response to a disaster. The weaknesses highlighted in this report are minor and could be easily overcome. The challenge is to ensure that the mechanism continues to respond effectively to the demands of an ever evolving humanitarian environment and to ensure that systemic constraints are addressed through sustained advocacy efforts.

Summary of Recommendations

Activation

1. Advocate at the global level for the development of more specific selection criteria of Shelter Cluster leads at the field level. Selecting a lead organisation that is not able to immediately provide the capacity required to assume the coordination responsibility can not only cause delays in the smooth provision of services, but also, in the worse case scenario, prevent assistance from being delivered in a timely manner. The HCT's decision to request an organisation to assume the leadership of the shelter cluster at the field level should be based, primarily, on whether they are able to swiftly deploy a dedicated team with the appropriate coordination expertise.
2. Simultaneously, HCTs should be encouraged to take into account in their decision making process the roles and skills that agencies on the ground have and to exert the required pressure to ensure that those organisations have the financial and human means to assume the coordination role, if so agreed.
3. Advocate to traditional donors for the creation of a pool of funds, for emergency coordination services that are flexible and can be easily accessed. Although donors are willing to finance cluster-related activities, this assistance is usually tied in core funding. A more flexible mechanism should be created that allows IFRC to finance its cluster-related activities without having to resort to measures that are untenable in the long-term.

Staffing and Deployment

4. Continue using and strengthening the Shelter Cluster Roster and issuing public alerts for potential vacancies/deployments. The benefits of an effective roster include: it contributes to the transparency and accountability of the recruitment process; it justifies the provision of trainings and capacity-building activities; it ensures that there is a pool of diverse and highly qualified professionals the IFRC can easily tap into; and it promotes trust and loyalty among the roster members.
5. Ensure that deployment-specific TORs are provided to all members of the Shelter Coordination Team. The Shelter Cluster deployment checklist developed by the IFRC includes a section on the preparation of TORs. Ensure that the instructions and reference documents linked are easily available in order to speed and facilitate the preparation of the TORs.
6. Continue strengthening and utilizing the existing checklist and/or adopt additional measures (such as time-bound SOPs) to ensure that all required steps are taken and all relevant actors are informed about SCT deployment in a timely manner.

7. Ensure that the procedures on deployment are widely shared and understood by all actors and that they are the result of a collaborative process including country, zone and headquarter-specific input.
8. Ensure that all matters with regards to the security of the team are clear/resolved before the deployment and that the team is provided with a security briefing upon arrival.

Handover

9. Ensure that information regarding the handover is discussed, shared and understood by all shelter agencies before the Cluster is handed over. To the extent possible, include the names of the incoming team members and length of deployment.
10. At the field level, promote through the permanent clusters a focused discussion on the issue of coordination resources for the recovery phase; and in particular on the adequate allocation of human and financial resources by partners taking over the cluster leadership. The quality of coordination will decrease if recovery partners are not able to allocate a team that is fully dedicated to coordination.
11. At the global level, continue advocating for stronger commitments by recovery partners and donors on providing the financial and human resources required to avoid gaps and ensure effective coordination.
12. Ensure that there is enough overlap between the outgoing and the incoming staff so as to minimize the risk of confusion and misunderstanding by other partners. If possible, ensure that there is a period in which both agencies jointly lead the Shelter Cluster in meetings, advocacy efforts and other activities.
13. Ensure that the discussions at the global level on deactivation/handover/scaling down of clusters are shared at the country and regional levels and that guidelines are adapted, to the extent possible, to the local context.

Information Management

14. Develop a set of options that look at addressing the gap in information that mostly inevitably occurs with the departure of the IFRC team. Options to be considered are embedding staff from the IFRC delegation or the National Society and building their capacity on information management; partnering with shelter actors, including the government, on the ground who might be able to provide interim support; partnering with humanitarian IM networks; and continue advocating at the global, regional and country level for stronger commitments from the recovery and information management actors and donors.
15. Alternatives should also be developed that look at addressing the question of who is in charge of the Shelter Cluster website after the IFRC Team leaves and who has the rights over the information contained in it.
16. Consider including as part of the Shelter Cluster activities, the provision of trainings to National Society, IFRC staff and shelter agencies on information management. This might allow stakeholders to have a better understanding of the IM systems put in place and of the need to continue providing and exchanging information.
17. Consider making a more in-depth evaluation on the effectiveness of the Shelter Cluster website, including user and administrator considerations, as well as

technical matters. One such option could be including a real-time survey in the Shelter Cluster website that enables the IFRC to have a better understanding of the type of users that consult the website, as well as the usefulness, quality, accessibility and relevance of the information contained in it. IFRC should seek to strengthen this tool by requesting more detailed feedback in a regular manner.

Strategic and Technical Working Groups

18. Ensure the SAG remains an effective platform, where strategic issues are discussed and decided on by a selected number of shelter agencies. Developing a TOR might contribute to ensuring the effectiveness of the group and the accountability of its members.
19. Ensure that technical working groups adequately fit within the existing coordination structure, avoiding duplication, but ensuring that they address existing/potential gaps. While the nature of these groups is task-oriented and time-limited enough flexibility in their format should be built to allow them to accommodate to the local coordination structure and the shelter partners needs.

Advocacy

20. Consider the possibility of adopting minimum deployment standards (teams are deployed for no less than two months). Additional criteria should be developed that help making a better analysis of the appropriate length of deployment.
21. To the extent possible, dedicate more time to analysing the political and cultural environment of an emergency. This would not only help the team have a better understanding of the context and target more effectively its activities, it will also serve to strengthen the handover process and identify who is best positioned to take over the long-term coordination responsibility.
22. Consider embedding from the start a local staff that provides support to the SCT on political/cultural issues and helps establishing links with government entities.
23. Actively seek to strengthen activities that aim at reinforcing the relationship with the government. The presence of permanent clusters in the Philippines might provide the appropriate venue to develop a good understanding of the cultural and political context in Philippines and to develop long-term relationships with the government.
24. IFRC should seek to capitalize on its role as member of the NDRRMC and HCT Technical Working Group to build its own capacity. This could eventually lead to better and more sophisticated advocacy planning.

Assessments

25. Continue building partnerships with other agencies that might bring additional value to the IFRC and complement the resources available.
26. If possible, ensure that the implementation of assessments is one of the standard activities of the Shelter Cluster. Given that funding is most likely to be a factor limiting the ability of the IFRC to conduct assessments, IFRC should pursue developing standing agreements with other organisations that might be able to fill this gap.
27. Advocate with OCHA for a more comprehensive and better coordinated timeline for the implementation of assessments, ensuring that information is shared in timely manner in order to avoid gaps.

28. Ensure that clear roles and responsibilities are described in the operational agreements between IFRC and supporting organisations, including on issues regarding logistics, finance, administration and security, and that this information is shared with ACTED colleagues on the ground and in headquarters.
29. Ensure that an appropriate timeline is followed and information on deployments, whether they are of IFRC or partner teams, is shared with the Security Department before the teams' departure to the field.
30. Ensure that partners (any organisation that has an agreement with the IFRC and provides support to the Shelter Cluster in the field) is thoroughly briefed on matters of security and any other issue that might be of relevance to their mission, before departure.

Support to Iligan City

31. In cases where the area affected by a natural disaster is geographically large or divided into most impacted zones steps should be taken to ensure that the coordination structures put in place appropriately cover all areas in need of support. For example, if commuting between areas is required, a schedule or programme should be developed that ensures that coordination activities are held on a consistent basis.
32. Ensure that the focal points are provided with the required support, whether that is in terms of administration and/or guidance, taking additional steps to ensure that communication and information exchange corresponds to the focal point's needs.

IFRC Support

33. At the country and regional levels, continue raising awareness of the Shelter Cluster amongst National Societies and IFRC staff through the provision of trainings, information sessions, etc. Consider the possibility of seconding staff with previous experience of the Shelter Cluster to country delegations.
34. At the headquarters level, include in the advocacy objectives of the Shelter and Settlements Department activities that aim at increasing the knowledge of IFRC Delegations and more importantly National Societies on the Shelter Cluster, including awareness sessions, trainings, and provision of information packages.
35. Continue working towards the appointment of a dedicated Shelter Cluster staff in the Philippines delegation, ensuring that funding and the necessary support from the zone office and headquarters is available.
36. Include in the TOR of the future staff member in the Philippines conducting analysis of the current permanent clusters set up and identifying options for a strengthened IFRC role.

1. INTRODUCTION

Aim and scope of the Review

The International Federation of Red Cross and Red Crescent Societies (IFRC), as global convener of the Shelter Cluster, seeks to improve the quality of the coordination services provided by the Cluster and hence to strengthen the overall shelter response in a given emergency. Therefore, it is standard practice of the IFRC to commission an independent review of every shelter cluster it convenes at the country level. This provides an opportunity to assess the impact and effectiveness of the coordination services delivered, in order to improve and inform future response. These reviews also strengthen the accountability and transparency of the Shelter Cluster.

The aim of this review is to identify lessons and recommendations on the shelter coordination process and services provided by the Shelter Coordination Team in response to Tropical Storm Washi. The evaluation covers the period during which the Cluster was led by the IFRC and examines the processes related to the provision of coordination in the Shelter sector, including activation, staffing, activities, support and handover.

Methodology

The methodology followed for this evaluation includes desk review of the documentation produced by the Shelter Cluster and other relevant materials, Skype/telephone interviews with key stakeholders, and in-person interviews and meetings with relevant actors during a field trip to the areas affected by Tropical Storm Washi in Mindanao, Philippines. A list of key documents consulted is included as an annex.

Limitations

Two key United Nations Shelter Cluster partners were not available for interviews despite repeated attempts to contact at the time the review process took place. While this did not significantly impact the analysis and outcomes of the review (additional information was obtained through other interviewees), given the role they played in the response it would have been preferable to secure their participation in this exercise. The limited time available for the review also prevented from additional cross-examination and validation for some of the issues highlighted through the document review and interview processes.

The Cluster Approach and the Shelter/NFI Cluster

In 2005, the humanitarian community initiated a reform process to strengthen the delivery of humanitarian assistance in response to emergencies. A review was commissioned by the United Nations, led by the Inter-Agency Standing Committee (IASC), to improve response and build the capacity of actors delivering humanitarian aid. The review determined that the reform of humanitarian response would be based on three pillars: the Cluster Approach, Humanitarian Financing and Strengthening of the Humanitarian Coordinator.

Humanitarian reform is based on the premise that effective partnerships are a crucial element of the quality of interventions and comprehensiveness of aid delivered. The Cluster Approach was hence adopted in order to deliver interventions in a cohesive, comprehensive and unified manner through partnerships among humanitarian actors.

The Cluster approach is “part of a wider reform process aimed at improving the effectiveness of humanitarian response by ensuring greater predictability and accountability, while at the same time strengthening partnerships between NGOs, international organisations, the International Red Cross and Red Crescent Movement and UN agencies”¹.

To facilitate coordination, the IASC recommended the appointment of global “cluster leads”, for eleven sectors², which would be in charge of leading the response in their respective area of activity.

For shelter, the designated global lead in natural disasters is IFRC. A Memorandum of Understanding between the IFRC and the United Nations Office for the Coordination of Humanitarian Affairs was signed in 2006, where the IFRC agreed to lead the coordination of the shelter response in the event of a natural disaster³. “IFRC has made a commitment to provide leadership to the broader humanitarian community in Emergency Shelter in disaster situations, to consolidate best practice, map capacity and gaps, and lead coordinated response”⁴.

IFRC’s responsibilities as a global lead include setting standards and policy, strengthening response capacity, building partnerships with other humanitarian organisations and providing operational support. At the country level, IFRC provides support by coordinating the shelter response when requested by the host government or by humanitarian partner agencies. Within IFRC the Shelter and Settlements Department is responsible for the implementation of the IFRC Shelter Cluster commitment.

2. CONTEXT

Tropical Storm Washi

On 15 December 2011 Tropical Storm Washi (locally known as Sendong) entered the Philippines area of responsibility as a tropical depression. As it moved through the south of the country the depression intensified to the category of tropical storm affecting a total of seven regions. On 16-18 December, the storm swept across Northern Mindanao (also known as Region X), carrying strong winds and heavy rains and causing flash floods and landslides. According to UN reports, more than a month’s worth of average rains fell within 12 hours causing the rapid overflow of the Mandulog and Agus river systems⁵. The worst affected areas were Cagayan de Oro and Iligan cities located on the coast of northern Mindanao region.

¹ IASC Guidance Note on Using the Cluster Approach to Strengthen Humanitarian Response. OCHA, p. 1

² There is some flexibility in this approach at the country level. Humanitarian Coordinators and the Humanitarian Country Team identify the sectors they believe require coordination based on the needs and gaps identified.

³ While IFRC is in charge of providing leadership for the shelter sector in natural disasters during the emergency phase, the IASC identified UNHCR as the global shelter lead in situations of conflict. Note also that the IFRC committed to “convene” the Shelter Cluster, rather than to be the “cluster lead”. IFRC is not committed to be the “provider of last resort”, nor it is accountable to the United Nations System.

⁴ IASC Guidance Note on Using the Cluster Approach to Strengthen Humanitarian Response. OCHA, p. 3

⁵ Philippines. Tropical Storm Washi. Situation Report No. 1, 18 December 2011. OCHA, p. 2

According to government reports, over 1,400 people died in the storm, 2,020 were injured and approximately 1,000 remain missing. An estimated 624,600 people were affected, with 430,500 people displaced from their homes. 233,000 people were affected in Cagayan de Oro and 92,000 in Iligan City. Approximately 40,000 houses were damaged and during the initial days of the response 56 evacuation shelters were established housing almost 70,000 people.

Two months after the disaster over 280,000 people remained displaced; 13,600 continued living in evacuation centres and 197,500 lived with host families or in makeshift shelters. An estimated 8,559 and 5,246 families in Cagayan de Oro and Iligan cities, respectively, still required shelter assistance⁶.

Although the Philippines are considered a highly disaster-prone country, the tropical storm that affected Mindanao took most people by surprise. The storm came late into the cyclone season, which usually occurs between the months of June and November. Severe weather typically affects the northern areas of the country and rarely hit as far south as Mindanao. According to the United Nations, “not only were the residents unaccustomed to such a disaster, the storm struck with such devastating consequences that the National Disaster Risk Reduction and Management Council (NDRRMC) announced Washi as the most destructive of the 19 tropical cyclones to hit the Philippines in 2011”⁷. A state of national calamity was declared on 20 December 2011.

Within hours of the disaster occurring, the government and humanitarian organisations initiated their response by providing emergency assistance to the affected population, including in rescue and evacuation, emergency shelter, food assistance, water and sanitation, medical and psycho-social care, protection and education.

The government, through various ministries and agencies at the national and regional levels and in collaboration with local mayors, has been supporting the response through provision of relief and coordination. On 20 December the Philippines Government accepted the offer for international humanitarian assistance made by the Humanitarian Coordinator. The cluster system was consequently activated. A multi-sectoral rapid needs assessment conducted jointly by the NDRRMC and the Humanitarian Country Team (HCT) found that critical assistance was required in the sectors of food, non-food items, shelter and water and sanitation.

OCHA launched the second emergency revision of the Humanitarian Action Plan for Mindanao on 3 February 2012. The appeal sought a total of USD 39 million to provide assistance to more than 300,000 people over a period of six months. As of the end of April 2012 the appeal was 36 per cent funded and included projects in 13 sectors from 24 humanitarian actors⁸. The shelter component of the appeal sought to raise over USD 9 million to provide temporary shelter support (including transitional shelter and shelter repair kits) to 4,800 families, and to ensure that shelter interventions are carried out in a coordinated manner.

⁶ Updated figures from OCHA’s Humanitarian Bulletin. Philippines, Mindanao. Issue 1, 17-23 February 2012.

⁷ Second Emergency Revision to the Humanitarian Action Plan. Philippines (Mindanao). Response to Tropical Storm Washi, January 2012. OCHA, p. 1.

⁸ For more details see OCHA Financial Tracking System (FTS), Emergency Philippines 2012: <http://fts.unocha.org>

IFRC's own revised appeal seeks to raise CHF 5,647,322 in cash, kind or services to support the Philippines Red Cross assist 100,000 people over a period of twelve months. In the area of shelter, the IFRC seeks to support 2,000 families with transitional shelter and additional 2,000 with shelter repair kits, within a period of 12 months. In addition, the appeal included a request for CHF 43,088 for Shelter Cluster coordination, which was later revised upwards to a total of CHF 57,957.

Institutional setup

Government Coordination Mechanisms

From the beginning of the relief operation the Government of Philippines provided emergency assistance to those affected by the storm and supported coordination efforts through various agencies at the local, regional and national levels. The government agency responsible for the coordination of assistance during the emergency phase is the Department of Social Welfare and Development (DSWD). DSWD is also in charge of addressing the needs of informal settler families during the recovery phase, while the National Housing Authority is responsible for the long-term needs of formal settler families⁹.

In the area of shelter, both DSWD and the Office of Civil Defence (OCD)¹⁰ have played a key role in providing leadership and ensuring appropriate coordination with the international humanitarian community. DSWD is the Shelter Cluster's designated government counterpart and its roles include liaising with the government emergency agencies and chairing the Cluster's meetings in Cagayan de Oro. OCD is in charge of leading the Cluster's Strategic Advisory Committee (SAG). The overall coordination in the area of shelter in Iligan City has been led by the Mayor's Office. A chart explaining the structure of the Shelter Cluster and role of key government agencies can be found under the annexes section of this document (Annex B).

At the end of January 2011, the Government created the Local Inter-Agency Committee (LIAC). The function of this coordination structure is to be the decision-making, consultative and coordination body responsible for the planning and implementation of a permanent housing programme in the areas affected by Washi. LIAC is chaired by the City Mayor and supported by a secretariat made of government housing actors and local officials. The Committee is divided into four sub-committees: Social Preparation; Beneficiary Selection, Arbitration and Awards; Resettlement Project Sites and Relocation and Transfer to Permanent Housing. The members of LIAC include government and non-government agencies/organisations, community based organisations and the private sector.

At the local level, the Mayors of Cagayan de Oro and Iligan City have played a crucial role in the response. For the international humanitarian community, securing the Mayors' support has been central to their ability to work around challenging issues. However, the political landscape in Mindanao is complex and partnerships among government agencies have been dictated by political partisanship. This intricate environment has influenced the way in which the international humanitarian community collaborates with the local leadership. In Cagayan de Oro, as of mid-February 2012, some humanitarian agencies (specifically those working on the emergency phase) had not yet been able to establish a fluid rapport with the Mayor.

⁹ In Philippines formal settlers are classified as people who are engaged in formal employment and have access to formal financial assistance/credit such as housing loans, while informal settlers are typically non-salaried and without official rights to the land they occupy.

¹⁰ OCD is also OCHA's main government counterpart

This was not the case, however, in Iligan City, where the collaboration with the Mayor was significantly stronger.

Philippines 'Permanent Clusters'

The National Disaster Coordination Council (NDCC) is the main government coordination body in charge of providing overall guidance in response to a disaster and liaising with the international humanitarian community. In 2007 NDCC took the decision to institutionalize the Cluster Mechanism in the Philippine disaster management system by designating eleven clusters led by government departments in collaboration with international humanitarian agencies. Among the clusters initially established was Emergency Shelter, led by DSWD and IFRC/UN Habitat.

In 2008 the NDCC decided to streamline this set up and merged the clusters down to eight. The Emergency Shelter Cluster became then part of the combined CCCM/Emergency Shelter/Protection Cluster, led by DSWD and IOM (for CCCM and Shelter) and UNHCR/UNICEF/UNFPA (for Protection). UN Habitat remained in charge of leading Permanent Shelter.

In 2011, a National Disaster Risk Reduction and Management Council (NDRRMC) and Humanitarian Country Team (HCT) Technical Working Group was created in order to improve coordination in response to the needs of people affected by disasters. The group is integrated by government agencies and members of the HCT, including UN agencies, OXFAM and IFRC. This group contributes to the decision-making process with regards to the cluster set up in the Philippines and to the coordination of assistance in response to a particular disaster.

The 'permanent clusters' are operational at the national level and meet on a regular basis. Local level clusters are activated in response to specific emergencies.

3. SHELTER CLUSTER – ACTIVATION, STAFFING AND DEPLOYMENT, HANDOVER

Activation

Within days of Tropical Storm Washi hitting southern Philippines, the Humanitarian Country Team (HCT) called for the activation of the cluster system in Mindanao to support the government in addressing the humanitarian needs of those affected by the disaster.

Consultations between humanitarian stakeholders took place to determine the coordination structure that would be put in place in Mindanao, including the possibility of establishing an Emergency Shelter Cluster led by the IFRC. On December 21, IFRC offered to lead the Emergency Shelter Cluster, however the HCT decided that the situation did not require a stand-alone cluster and in its place requested IOM, with UN-Habitat as co-chair, to lead a combined CCCM/Shelter/NFIs cluster.

The clusters were officially set up on December 22 and in addition to the CCCM/Shelter/NFIs Cluster, the following sectors were also activated: Early Recovery, Education, Food Security, Health, Livelihoods, Logistics, Nutrition, Protection and Water, Sanitation and Hygiene.

A few days following activation the CCCM/Shelter/NFIs Cluster proposed the establishment of shelter-related working groups, including on transitional shelter, material supply, permanent shelter and land acquisition. Although these groups were

planned in an effort to give structure to the coordination effort, it soon became evident that the key challenge the Cluster faced was the lack of capacity of the designated leads to fully provide the resources required to coordinate the shelter component of the combined CCCM/Shelter/NFIs Cluster. Moreover, the lack of information on shelter needs hindered the ability of partners to have an adequate understanding of the situation and, therefore, to identify shelter priorities and activities.

As a result of this, on January 4, 2012, the Humanitarian Coordinator (HC), following conversations with partners, decided to request the IFRC to officially convene the Shelter Cluster. It was suggested that a Shelter Coordinator and IM specialist be deployed as soon as possible for an initial period of 4-6 weeks. In accordance with their global commitment, the IFRC acted on the request and deployed a team within the week. The Shelter Cluster convened by the IFRC was operational in-country on 8 January 2012.

Although the IFRC was able to swiftly deploy a team to the affected area, because the request took place three weeks after the storm hit the provision of coordination and information services to shelter partners was inevitably affected. More detailed selection criteria should be applied in deciding on the cluster lead agency in order to avoid these shortcomings. While from a pragmatic point of view the decision to request IOM to lead the combined cluster might have been the best available option at the time (IOM not only leads the permanent cluster, but also has a vast presence on the ground -though admittedly, not as large in Mindanao) it is clear that better analysis should be used to determine whether designated cluster leads have the capacity to fully commit the human and financial resources required for effective coordination.

This delay also resulted in the IFRC losing the opportunity to use the funding window that was opened with the launch of the IFRC's Emergency Appeal. A revised version of the Emergency Appeal was available on 20 January that included a section on coordination activities and budget. However, by then, a significant amount of time had passed and the momentum that was created initially was lost. The IFRC's efforts to obtain support from traditional donors for coordination activities had limited success, as commitments and allocations had already been made following the UN and IFRC earlier appeals. In other words, this meant that the IFRC had to secure the required budget outside the appeal process and to underwrite some of its financial commitments to be able to deploy the Shelter Cluster staff on time.

Recommendations:

- Advocate at the global level for the development of more specific selection criteria of Shelter Cluster leads at the field level. Selecting a lead organisation that is not able to immediately provide the capacity required to assume the coordination responsibility can not only cause delays in the smooth provision of services, but also, in the worse case scenario, prevent assistance from being delivered in a timely manner. The HCT's decision to request an organisation to assume the leadership of the shelter cluster at the field level should be based, primarily, on whether they are able to swiftly deploy a dedicated team with the appropriate coordination expertise.
- Simultaneously, HCTs should be encouraged to take into account in their decision making process the roles and skills that agencies on the ground have and to exert the required pressure to ensure that those organisations have the financial and human means to assume the coordination role, if so agreed.
- Advocate to traditional donors for the creation of a pool of funds, for emergency coordination services that are flexible and can be easily accessed. Although donors are willing to finance cluster-related activities, this assistance

is usually tied in core funding. A more flexible mechanism should be created that allows IFRC to finance its cluster-related activities without having to resort to measures that are untenable in the long-term.

Staffing and Deployment

Staffing

Two Shelter Coordination Team (SCT) members were deployed to Mindanao within days of the request from the Humanitarian Coordinator to the IFRC. The Deputy Shelter Cluster Coordinator and the Shelter Cluster Coordinator arrived in Cagayan de Oro on 8 and 10 January, respectively.

The identification of candidates for these two positions was made through a short-list of candidates from IFRC's Shelter Cluster Roster. IFRC, as a standard practice, circulates among the roster members an alert to determine the availability of those who might be interested in being deployed to a given emergency. In the case of this emergency, however, such public call was not made. The reasons for this were twofold: time was limited and the candidates sought needed to have a very specific set of skills. Those who were involved in the selection of the team acknowledged that it would have been preferable to issue a public call, but they also recognized that for the most part, the decision to bypass the alert and short-list candidates contributed to the swiftness in which the Shelter Coordination Team was deployed.

Typically, the IFRC provides deployment-specific Standard Terms of Reference (TOR) to the SCT members before they are deployed. The Deputy Shelter Coordinator, who was also tasked with Information Management support, was provided with a TOR that included a detailed description of the scope of services to be provided in the capacity of information manager and deputy coordinator (see Annex C).

In the case of the Cluster Coordinator, who was also IFRC's Shelter Cluster Global Focal Point¹¹ and among her responsibilities is to provide stand-by capacity for Shelter Cluster deployments as required, a deployment-specific TOR was not provided. While this did not have a negative impact on the deployment, for accountability and procedural purposes, it is important to ensure that deployment-specific TORs are provided to all team members. This is particularly relevant for large-scale emergencies, where the roles and responsibilities of each team member need to be clearly defined.

Overall, the staffing and deployment of the SCT took place in a swift and smooth manner, and various actors, including the Humanitarian Coordinator were appreciative of the efficiency with which the IFRC was able to have a team on the ground within days of the request. All stakeholders commended the skills and capacities of each team member, as well as their complementarity. Having two professionals in the team ensured that the coordination and information management's tasks were accomplished independently but in a comprehensive manner. This also meant that the division of responsibilities was clearly understood, by both team members and Shelter Cluster actors, and that due time and attention was provided to each component.

¹¹ The goal of the IFRC Shelter Cluster Global Focal Point is to contribute towards ensuring that "the emergency shelter sector has the appropriate global and in-country coordination support from the IFRC". This includes coordinating the emergency shelter response in a specific disaster and deploying to serve as the Coordinator or Technical Coordinator as required.

Deployment procedures

IFRC has developed a checklist and supportive documents that help ensuring that the deployment of a SCT takes place efficiently and that all relevant stakeholders are informed in a timely manner. In this deployment these procedures were largely followed and IFRC was able to deploy a team without major constraints.

The only reported shortcoming was in the communication flow between the different IFRC offices. Normally, all relevant offices –at the country, regional and headquarters levels, are informed about and/or are participate in the decision to deploy a SCT. While this was largely the case in the initial activation and offer from IFRC to convene the shelter cluster, the delay in the formal request for support to the IFRC later in the response caused some confusion. Due to the urgency of the request and a lack of understanding at the global level of the negotiations between IFRC and ICRC at the country level, the communication flow between IFRC offices seems to have been somewhat interrupted.

This seems to have been mostly felt at the zone level, where discussions about IFRC's areas of responsibility had been taking place. Mindanao is considered a conflict area and is therefore under ICRC's responsibility. In cases where a natural disaster occurs in a conflict area it is ICRC's responsibility to coordinate assistance to the affected population. However, in the case of Tropical Storm Washi extensive negotiations were undertaken by senior management at the zone to ensure an exception was made and agreement reached that a Shelter Coordination Team would be able to operate in designated zones, including Cagayan de Oro and Iligan cities. While this was agreed before the HCT's request was made, it was not understood by all IFRC parties that this was still valid at the time the SCT was finally deployed.

As a result of this there was some confusion with regards to security, whether the team would be allowed to operate in conflict areas¹² and the procedures that needed to be followed (the team members were not provided with a security briefing upon arrival). However, the misunderstanding was quickly resolved and at no point had an impact on the deployment or the work of the team.

Recommendations:

- Continue using and strengthening the Shelter Cluster Roster and issuing public alerts for potential vacancies/deployments. The benefits of an effective roster include: it contributes to the transparency and accountability of the recruitment process; it justifies the provision of trainings and capacity-building activities; it ensures that there is a pool of diverse and highly qualified professionals the IFRC can easily tap into; and it promotes trust and loyalty among the roster members.
- Ensure that deployment-specific TORs are provided to all members of the Shelter Coordination Team. The Shelter Cluster deployment checklist developed by the IFRC includes a section on the preparation of TORs. Ensure that the instructions and reference documents linked are easily available in order to speed and facilitate the preparation of the TORs.
- Continue strengthening and utilizing the existing checklist and/or adopt additional measures (such as time-bound SOPs) to ensure that all required steps are taken and all relevant actors are informed about SCT deployment in a timely manner.

¹² A quick review undertaken by the Security Department found out that in the Philippines Security Plan Mindanao was an “out of bounds” area, but that the mechanisms in place at the country level were nevertheless sufficient to ensure the security of the SCT.

- Ensure that the procedures on deployment are widely shared and understood by all actors and that they are the result of a collaborative process including country, zone and headquarter-specific input.
- Ensure that all matters with regards to the security of the team are clear/resolved before the deployment and that the team is provided with a security briefing upon arrival.

Handover

The handover of the IFRC-led Shelter Cluster formally took place on 15 February 2012, with the Government, through DSWD, and IOM taking the lead coordination roles in the recovery phase.

Given the limited time that the Shelter Coordination Team had on the ground, streamlining shelter coordination, setting up an adequate information mechanism and developing a handover plan became the main focus of the team's work plan. The IFRC's objective was to provide a bridge between the coordination structure that was put in place before its arrival and the structure that would continue ensuring coordination support in the recovery phase after its departure.

"We did not really take-over. We supported, we streamlined what was already in place. We continued what the government was doing and changed the discourse on some of the issues. We identified all the major problems and the right actors to work on these issues, so we couldn't really handover to one actor".

Consequently, and following discussions with Shelter Cluster partners, it was decided that IOM would support transitional shelter activities (continuing the leadership of the Temporary Shelter and Material Supply Working Group) and that UN Habitat and UNHCR would take the lead on activities related to permanent shelter and land.

A handover letter between IFRC and IOM was signed on 15 February 2012, stipulating the coordination process, handover strategy and resources required to ensure effective coordination capacity following IFRC's departure (see Annex D). With regards to permanent shelter and UN Habitat, though there was no formal agreement signed, there was an implicit understanding that UN Habitat would provide coordination support to partners working on permanent shelter.

Although discussions about the Shelter Cluster handover took place almost from the start of the IFRC tenure, shelter partners indicated that one of the weaknesses in this process was the lack of detailed information on the process and agreements on the handover. According to one Shelter Agency, "it was understood that IOM would take the lead on coordination of temporary shelter, but it was not clear who exactly would be the 'go-to-person' for coordination and information matters".

Shelter Cluster partners also voiced their expectations that the IFRC would continue providing support beyond the stipulated period. Concerns that IOM would not allocate the appropriate capacity to take on the role as coordinator were expressed by OCHA and even resulted in last minute requests from the UN Humanitarian Coordinator for the IFRC to remain the cluster lead. The rotation of staff and resulting loss of institutional memory was also expressed as a concern.

Clearly, such expectations are the result of the high regard in which partners hold the commitment and coordination capacity of the IFRC; and while most understand the IFRC mandate and its limitations, it might be worth considering taking additional steps

to ensure that all actors are informed and understand the handover process, that incoming cluster leads have the required human and financial resources to assume the coordination role and that sufficient time is dedicated for staff to overlap and work on a smooth transition.

Recommendations:

- Ensure that information regarding the handover is discussed, shared and understood by all shelter agencies before the Cluster is handed over. To the extent possible, include the names of the incoming team members and length of deployment.
- At the field level, promote through the permanent clusters a focused discussion on the issue of coordination resources for the recovery phase; and in particular on the adequate allocation of human and financial resources by partners taking over the cluster leadership. The quality of coordination will decrease if recovery partners are not able to allocate a team that is fully dedicated to coordination.
- At the global level, continue advocating for stronger commitments by recovery partners and donors on providing the financial and human resources required to avoid gaps and ensure effective coordination.
- Ensure that there is enough overlap between the outgoing and the incoming staff so as to minimize the risk of confusion and misunderstanding by other partners. If possible, ensure that there is a period in which both agencies jointly lead the Shelter Cluster in meetings, advocacy efforts and other activities.
- Ensure that the discussions at the global level on deactivation/handover/scaling down of clusters are shared at the country and regional levels and that guidelines are adapted, to the extent possible, to the local context.

4. SHELTER CLUSTER ACTIVITIES

The main objective of the Shelter Cluster Team was to streamline and build on the existing coordination structure, ensuring that information and technical guidance was available, working groups were functional and leadership and advocacy were provided. From the onset, the team sought to develop the systems that were in place rather than create something new. In addition to establishing a reliable information management system much of their time was spent in making the sub-groups more efficient and ensuring that the objectives, plans and standards for shelter programming were universally understood and agreed upon.

For the Shelter Cluster Team, as well as for the supporting staff in the region and at headquarters, the goal of the deployment and its timeframe were very clear. The objective was “to re-direct the course of the cluster and establish the mechanisms that would allow people to share information and coordinate better”. This understanding was also the result of conversations with the UN, with whom the goals and parameters of the deployment were agreed from the start.

Information management (IM)

Establishing an effective information management mechanism was one of the primary objectives of the Shelter Coordination Team. The lack of information on shelter needs and shelter assistance at the beginning of the emergency was one of the reasons that drove the Humanitarian Coordinator to request support from the IFRC. With the arrival of an Information Manager steps were taken to strengthen the network of

shelter actors, obtain the information required and feed it into a platform that would allow them to make better decisions about their activities.

IM Database

Information on shelter needs and assistance was consolidated and centralized in a database that was shared on a regular basis with shelter partners via email and through the Shelter Cluster website dedicated to Tropical Storm Washi.

The database was adopted by most shelter actors and extensively used in meetings. In addition to emergency shelter, it included information on semi-permanent and permanent structures, and cash distribution (voucher support). The general IM platform also recorded information on technical issues and minimum standards, No-Build Zones and prices of construction materials. Most actors felt that they had a better understanding of shelter activities and a greater ability to discuss with partners following the arrival of dedicated Information Management capacity. According to one respondent, “the 3Ws were very informative... various types of resources were made available by participating in the meetings”. For Government partners, having a reliable source of information was essential and finding that the team was accessible and accommodating facilitated their work significantly.

A few shelter actors reported, however, concerns with regards to the sustainability of the information management products and services, including management of the website. They felt that the communication with regards to who would become the Information Manager for the Shelter Cluster following the departure of the IFRC team was not clear, and feared that their activities would be compromised by the lack of up to date information.

The IFRC should consider solutions that fill the void while additional capacity is provided, including building the capacity of IFRC or National Society personnel¹³, partnering with other organisations and strengthening the commitments of information management actors at the global level.

Shelter Cluster Website

The quick establishment of the Sheltercluster.org page for Tropical Storm Washi (www.sheltercluster.org/Asia/Philippines/TropicalStormSendong2011/) was an asset and was highly commended by various actors. Respondents found the website to be well structured and containing useful and up to date information. The page became the de facto go-to place for those wanting more general information on shelter activities and for Shelter Cluster members seeking detailed information on shelter assistance and shelter coordination activities (the website also included meeting times, agendas and meeting minutes).

One shortcoming reported by the website administrator was that the website was not fully intuitive and user-friendly and was not necessarily consistent with local bandwidth conditions (with the uploading of large documents causing the website to crash regularly). Although remote support was provided for a period of time, these challenges made the task of the administrator more complex and time consuming.

Although comments the website were generally positive, more detailed feedback would contribute significantly to improve its effectiveness and value. The IFRC should

¹³ Even though a local IFRC staff worked with the team for two weeks, this period of time was not sufficient to build the required capacity. The commitment of embedded personnel should be for the entire duration of the deployment (with, preferably, additional training prior/after the emergency).

consider making more in-depth evaluations from both, user and administrator, ends in order to determine the strengths and weaknesses of the website and improve its overall quality.

Recommendations:

- Develop a set of options that look at addressing the gap in information that mostly inevitably occurs with the departure of the IFRC team. Options to be considered are embedding staff from the IFRC delegation or the National Society and building their capacity on information management; partnering with shelter actors, including the government, on the ground who might be able to provide interim support; partnering with humanitarian IM networks; and continue advocating at the global, regional and country level for stronger commitments from the recovery and information management actors and donors.
- Alternatives should also be developed that look at addressing the question of who is in charge of the Shelter Cluster website after the IFRC Team leaves and who has the rights over the information contained in it.
- Consider including as part of the Shelter Cluster activities, the provision of trainings to National Society, IFRC staff and shelter agencies on information management. This might allow stakeholders to have a better understanding of the IM systems put in place and of the need to continue providing and exchanging information.
- Consider making a more in-depth evaluation on the effectiveness of the Shelter Cluster website, including user and administrator considerations, as well as technical matters. One such option could be including a real-time survey in the Shelter Cluster website that enables the IFRC to have a better understanding of the type of users that consult the website, as well as the usefulness, quality, accessibility and relevance of the information contained in it. IFRC should seek to strengthen this tool by requesting more detailed feedback in a regular manner.

Strategic and Technical Working Groups

The Strategic Advisory Group (SAG)

The Strategic Advisory Group (SAG) was created on 12 January 2012. The group was chaired by OCD and its members include government agencies (DSWD, OCD, NHA, HUDCC and a representative of the Mayor's Office), TWIG chairs (UN-Habitat, IOM and UNHCR), an NGO Representative (CRS) and the Shelter Cluster Lead. According to the Government, this membership expanded to include additional government housing actors. The SAG met on a weekly basis.

The Government played a predominant role in the SAG, both in a leadership and member capacity. Housing agencies, which previously had not been involved in emergency response, joined the coordination effort as a result of shelter being one of the most affected sectors in Mindanao.

Even though the SAG was set up to provide strategic focus and direction to the shelter community, shelter actors commented the forum was not able to effectively provide the guidance required due mainly to two factors: first, the membership of the SAG was too large to be effective, and secondly, its role was unclear. According to a shelter actor, "there was a feeling that there was not much difference between the issues discussed at the SAG and at other meetings (such as the LIAC), and that ultimately affected the ability of actors to make decisions".

Technical Working Groups

Following the activation of the clusters by the HCT, IOM and UN-Habitat decided to establish a number of Technical Working Groups focusing on the areas of transitional and permanent shelter, land acquisition, shelter kits and material supply. These groups did not become fully operational until the IFRC team arrived a few weeks later and decided that the planned groups would be merged and streamlined. Following discussions with shelter agencies, on January 18, the groups were combined into two technical working groups:

1. Temporary Shelter and Material Supply, chaired by IOM
2. Housing, Land and Property (HLP), chaired by UNHCR and UN-Habitat

Under the leadership of IOM, the Temporary Shelter and Material Supply Working Group focused primarily on discussing technical parameters and minimum standards as well as availability of land for the construction of temporary shelters. This platform allowed partners to bring to the table specific concerns, as well as practical issues that required collective decision. Within this forum, IOM led a price monitoring exercise, which consisted of surveying the fluctuation and availability of building materials for both repair and construction of shelter. Though some shelter actors reported that the group meetings could have been better structured, the overall feedback provided on the functioning of this group was positive and agencies appreciated having a space, aside from the general cluster meetings, where they could discuss specific issues.

The Housing, Land and Property Working Group was lead jointly by UNHCR and UN-Habitat, with a ProCap-sponsored professional as Chair. The group's aim was to collect information on land-related issues in Mindanao and raise awareness on issues of concern among humanitarian and recovery actors, as well as government agencies. At the time of the review, however, only two HLP meetings had taken place and the Chair was considering the possibility of closing down or merging the group with other coordination fora.

Only limited feedback was provided on the effectiveness of this group, but most respondents agreed that there was significant duplication of the issues being discussed in the HLP Working Group and in other meetings. Even though there was a clear need to have focused discussions on land-related issues, the HLP in its existing form did not provide the required space for these discussions to effectively take place. Though merging the HLP within LIAC was one of the possibilities that was discussed at the time, looking at LIAC's sub-groups it was clear that non of them were set up to include land issues.

Shelter actors expressed their concern that the lack of an adequate forum for the discussion of land issues had an impact on their implementation and planning capacity, and that linked to this was the need to have a better understanding of the government coordination structures and the way in which the local humanitarian architecture fit in them. However, they also recognized that the Shelter Cluster Team made very good use of the available resources, particularly partnering with other actors and sharing the coordination leadership with them.

Recommendations:

- Ensure the SAG remains an effective platform, where strategic issues are discussed and decided on by a selected number of shelter agencies. Developing a TOR might contribute to ensuring the effectiveness of the group and the accountability of its members.
- Ensure that technical working groups adequately fit within the existing coordination structure, avoiding duplication, but ensuring that they address

existing/potential gaps. While the nature of these groups is task-oriented and time-limited enough flexibility in their format should be built to allow them to accommodate to the local coordination structure and the shelter partners needs.

Advocacy

The SCT played a very important role as liaison between the cluster members and the government and as chief advocate for issues of concern to the appropriate humanitarian and government actors. One of the tasks of the SCT was to identify partners and build relationships with key humanitarian and government counterparts. The SCT succeeded in positioning itself as a reliable and trusted partner (agencies thought the relationship between the regional authorities and the Shelter Cluster Team was exemplary) and effectively promoting the goals of the Shelter Cluster.

SCT advocacy activities focused on ensuring that minimum standards were followed for emergency and transitional shelter and site planning. They also addressed issues related to permanent shelter, return, building material supply and quality, availability of land, beneficiary criteria and the delineation of the No-Build Zones.

Availability of land for transitional shelters was one issue where advocacy was conducted but shelter partners felt not enough time was allocated to properly understand it and address it. Their concerns were twofold: first, access to land was a challenge right from the start of the emergency and steps should have been taken to address this issue in a more strategic manner; and secondly there was not enough engagement of the international community with the Mayor of Cagayan de Oro.

“A bigger effort should have been made to integrate the local government [the Mayor’s Office and the barangay¹⁴ captains]... sometimes identifying the need for flexibility early is crucial, so that we can develop a strategy, as a team, about the actors we must engage with”.

“The City [the Mayor] is both the problem and the solution. But it was left out from the start... If I had been in their place I would have approached the Mayor and convinced him to send a senior official to get involved in the Shelter Cluster... There is a very strong local government culture. They are very empowered. There is a code.”

There is little evidence that more interaction with the Mayor would have significantly benefited the activities and advocacy efforts of the Shelter Cluster. Moreover, it was felt from the start that OCD was the appropriate interlocutor between the Shelter Cluster and the local leadership and that actors working on permanent shelter had direct communications with the Mayor. However, the lack of more proactive engagement with the Mayor, who was by week four of the deployment the government actor with considerable decision-making power, was reported as a weakness in the general advocacy efforts.

While bearing in mind the limitations of the IFRC’s mandate, as well as the commitments that have been made locally to provide support, a few options could be considered to address these concerns. Other reviews have suggested developing

¹⁴ Barangay: a term referring to the smallest administrative division in the Philippines. It also refers to village, district or ward. At the time the review was being conducted, however, efforts were being made to identify focal points among the cluster agencies that would liaise with the barangay captains.

more detailed criteria that helps determining the length of a deployment or adopting minimum times of deployment (of no less than two months). Another solution that could be explored is embedding from the start within the team a local staff that can provide links and insights into the local political context and culture¹⁵. In the context of the Philippines, the existence of 'permanent clusters' provides an opportunity to capitalize on the time available between emergencies and develop strong relations with the national, regional and local government institutions.

Recommendations

- Consider the possibility of adopting minimum deployment standards (teams are deployed for no less than two months). Additional criteria should be developed that help making a better analysis of the appropriate length of deployment.
- To the extent possible, dedicate more time to analysing the political and cultural environment of an emergency. This would not only help the team have a better understanding of the context and target more effectively its activities, it will also serve to strengthen the handover process and identify who is best positioned to take over the long-term coordination responsibility.
- Consider embedding from the start a local staff that provides support to the SCT on political/cultural issues and helps establishing links with government entities.
- Actively seek to strengthen activities that aim at reinforcing the relationship with the government. The presence of permanent clusters in the Philippines might provide the appropriate venue to develop a good understanding of the cultural and political context in Philippines and to develop long-term relationships with the government.
- IFRC should seek to capitalize on its role as member of the NDRRMC and HCT Technical Working Group to build its own capacity. This could eventually lead to better and more sophisticated advocacy planning.

Assessments

Within days of the Shelter Cluster Team arriving in Mindanao it became evident that a shelter-specific assessment needed to be implemented in order to have a clearer understanding of the impact the disaster had on shelter and subsequent needs.

IFRC had been looking at strengthening the assessment capacity of the Shelter Cluster and for that purpose it partnered with other humanitarian organisations and donors and agreed on sharing their resources and expertise in the event of an emergency. This resulted in IFRC calling for ACTED's support (through an initiative called REACH¹⁶) to the Shelter Cluster in Mindanao. The agreement included deploying ACTED personnel to a given emergency to conduct shelter assessments and assist the IFRC Team on related tasks. This emergency provided the IFRC with the opportunity to operationalize the agreement for the first time since it was signed.

On 12 January, shortly after the IFRC Team arrived, a request was made to ACTED to provide assessment support. The consequent turn around of staff and activities

¹⁵ A local staff was actually embedded for two weeks in the SCT but his tasks consisted mainly on providing technical support. This is discussed further on the section below: IFRC Support

¹⁶ REACH is an initiative in which ACTED, Impact Initiatives and UNOSAT work jointly to enhance aid effectiveness by promoting and facilitating data collection, processing and dissemination among aid actors before, during or in the aftermath of a crisis. For more information see: www.reach-initiative.org

took place in a remarkably swift manner. An Assessment Manager arrived on 13 January seconded to the cluster by ACTED, followed by a GIS/Database specialist on 17 January. Trainings for enumerators were conducted both in Cagayan de Oro and Iligan on 20 and 23 January, respectively. Data collection commenced on 21 January and concluded on 27 January. Data processing and analysis took place over the following few days and the results of the assessment were published in a preliminary report that was shared among cluster members at the end of January (the final report can be found in the Shelter Cluster website).

The assessment methodology and tools were designed based on the needs of the government and shelter agencies. Meetings took place to decide on the areas and types of questions that would be included in the assessment. In addition to shelter, the assessment included data on livelihoods, protection and early recovery, among other areas. This was, according to shelter agencies, a collaborative process where participation from all actors was very forthcoming. “The Shelter Cluster Team did a very good job explaining the purpose and objectives of the assessment and obtaining support from all stakeholders”. Most cluster agencies participated by providing the Shelter Cluster assessment team with approximately 100 enumerators, whose tasks consisted on sounding out assessment areas, supporting logistics, formulating questionnaires and collecting data.

In addition to conducting the assessment and supporting the overall information efforts (through assessment related databases, secondary data-gathering and mapping), the Shelter Cluster assessment team supported the shelter component of OCHA’s Second Phase Multi Cluster Rapid Needs Assessment for Tropical Storm Washi (MIRA)¹⁷. MIRA’s findings and the shelter cluster’s inputs informed the UN Flash Appeal launched on 3 February as well as other funding efforts.

MIRA was the result of a collaborative effort in which the NGO, IFRC and UN staff worked as one team ensuring that all components of the response were adequately reflected in the data collection and analysis process. This type of multi-cluster assessment is ideally conducted within days of a disaster occurring with the purpose of having a quick overview of the impact of the disaster and the needs of the affected population. The fact that it was implemented at the same time as the Shelter Cluster assessment meant that there was a lack of baseline data to work from and that a lot of the collection had to be done from the scratch. Significant time and effort was provided by the Assessment Manager in making sure that the MIRA assessment questionnaires were sufficiently comprehensive. Their support, which included mapping services, was highly appreciated by the HCT.

Overall, the collaboration and rapport established between the IFRC and ACTED teams, on the ground and at the headquarter level, significantly contributed to a successful assessment. While for the most part the coordination between the two organisations was reported as having been smooth and efficient, only with regards to administrative support ACTED felt that more communication and coordination should have been provided. It was not clear to the ACTED Team whether the IFRC was responsible, or not, for providing the required administrative support, including logistics and security, on the ground.

Particularly with regards to security, the ACTED Team felt they did not have enough information on security responsibilities and procedures. Even though a security provision is included in the IFRC-ACTED agreement, this lack of clarity was also felt

¹⁷ The report can be found at the UN Philippines Humanitarian Response page: <http://ph.one.un.org/response/>

by the IFRC Security Department in Geneva, which was informed of the ACTED deployment only after they were on the ground and, therefore, had no time to clarify the ACTED Team's security status in Mindanao. While this issue did not impact the mobility or operations of the ACTED Team, it is particularly important to have clear information on who is responsible and what security procedures should be followed in the field.

The partnership between IFRC and REACH reflected the nature of what the cluster system is about: a collaborative effort that aims at using a comprehensive approach to improve the response of the international humanitarian community to disasters. IFRC is working on capitalizing on the comparative advantages that each organisation has. This is an effort that should be strengthened and replicated. As a member of the ACTED Team commented, "I think the model works well. It is worthwhile [pursuing]. IFRC and ACTED complement each other very well. ACTED is able to deploy and work quickly, IFRC can provide the networks and connections through the cluster. I think we are really able to complement each other resources".

Recommendations:

- Continue building partnerships with other agencies that might bring additional value to the IFRC and complement the resources available.
- If possible, ensure that the implementation of assessments is one of the standard activities of the Shelter Cluster. Given that funding is most likely to be a factor limiting the ability of the IFRC to conduct assessments, IFRC should pursue developing standing agreements with other organisations that might be able to fill this gap.
- Advocate with OCHA for a more comprehensive and better coordinated timeline for the implementation of assessments, ensuring that information is shared in timely manner in order to avoid gaps.
- Ensure that clear roles and responsibilities are described in the operational agreements between IFRC and supporting organisations, including on issues regarding logistics, finance, administration and security, and that this information is shared with ACTED colleagues on the ground and in headquarters.
- Ensure that an appropriate timeline is followed and information on deployments, whether they are of IFRC or partner teams, is shared with the Security Department before the teams' departure to the field.
- Ensure that partners (any organisation that has an agreement with the IFRC and provides support to the Shelter Cluster in the field) is thoroughly briefed on matters of security and any other issue that might be of relevance to their mission, before departure.

Support to Iligan City

In Iligan, the structure of coordination for shelter related issues has been less cohesive, though according to shelter actors the Mayor has been very accessible and willing to coordinate with all stakeholders. Before Washi an already existing network in Iligan provided the space where national shelter actors and the local government were able to interact. Following the storm, coordination between the government and humanitarian agencies took place under the aegis of the Mayor's Task Force on Rehabilitation and Settlements. This group has focused mostly on permanent shelter and UN-Habitat has been providing support to it. Also under the Mayor's leadership, the Office on Housing and Resettlement has been addressing the needs of informal settler families and a Land Search Committee has been looking at land availability and funding for the purchase of land.

Some shelter actors noted that the presence of the Shelter Cluster was less prominent in Iligan City than it was in Cagayan de Oro. Even though coordination activities were taking place and a focal point had been appointed, “because most actors were located in Cagayan, we did not get the support that was required”. Indeed, Cagayan de Oro served as base to most major actors, including national and regional government authorities, and to logistical facilities such as the airport and organisations’ warehouses and operation centres. For the Shelter Coordination Team, one of the factors that constrained their ability to support Iligan was the limitation placed on their mobility by not having their own transportation and not being able to stay overnight.

At the moment of writing, actors in Iligan were reviewing the existing coordination structures and assessing the possibility of requesting additional assistance. An OCHA bulletin from February 2012 highlighted the need for re-structuring the clusters in Iligan and noted that at a meeting on 21 February, local authorities discussed ways to strengthen inter-governmental cooperation, standardize the process and outputs of clusters and streamline the roles and responsibilities of cluster leads. It also said that the parties agreed to “establish a Shelter Cluster dedicated to Iligan that would link the three city shelter committees”¹⁸.

Recommendations:

- In cases where the area affected by a natural disaster is geographically large or divided into most impacted zones steps should be taken to ensure that the coordination structures put in place appropriately cover all areas in need of support. For example, if commuting between areas is required, a schedule or programme should be developed that ensures that coordination activities are held on a consistent basis.
- Ensure that the focal points are provided with the required support, whether that is in terms of administration and/or guidance, taking additional steps to ensure that communication and information exchange corresponds to the focal point’s needs.

5. IFRC SUPPORT

Overall, the support received from IFRC headquarters, the zone office and the delegation was seen as effective. Besides a few challenges with regards to communication flows the support given seemed to be consistent and staff accessible, with drawbacks being handled swiftly. Headquarters was involved mainly on deployment and administrative matters, while the zone office provided technical support through the Shelter Delegate. In terms of information management, the IM Global Focal Point also provided remote support to the team. The delegation in Manila supported with technical capacity, logistics and administration and by providing a local staff member who was embedded in the Shelter Cluster team for two weeks.

One reported weakness was the limited visibility the SCT had in the field and how this had an impact on the Red Cross identity: “Shelter Cluster staff should be able to identify themselves as IFRC. This would help promote the visibility of the IFRC and avoid confusion as to whom they work for”. The local Red Cross actors should also feel the positive impact that the IFRC-led Shelter Cluster has and learn from the work they do. Improving the visibility of the IFRC includes having readily available

¹⁸ Humanitarian Bulletin. Philippines, Mindanao. Issue 1, 17-23 February 2012.

information packages that SCT members can bring into an emergency and use to increase the knowledge of local Red Cross partners as well as other shelter actors.

Philippines Red Cross

The lack of sufficient awareness of the shelter cluster amongst National Society personnel, however, continues to be a challenge. The participation of the Philippines Red Cross (PRC) in cluster activities was, according to some agencies, very limited. Shelter partners reported that the absence of the PRC in meetings at times delayed the flow of information and the ability of partners to coordinate shelter activities. This lack of engagement of the National Society might be the result of a lack of knowledge and understanding of the IFRC's global responsibility as convenor of the Shelter Cluster, the Shelter Cluster's mission and objectives and the role of National Societies in the humanitarian coordination structure.

IFRC Delegation

The Head of Delegation of the IFRC in the Philippines had had previous exposure to the cluster approach and as such has strongly supported engagement with it. The deeper understanding of the cluster role led to efforts being made to increase the local capacity of the IFRC with regard to the Shelter Cluster by designating a staff member to work with the team in Mindanao. The staff was assigned a number of tasks, including supporting the Shelter Cluster Assessment Team, providing technical assistance on minimum standards and monitoring shelter activities. There were a few limitations, however, that prevented this resource from being maximized: lack of clear knowledge of the Shelter Cluster, its purpose and activities, little understanding of coordination and limited deployment time. Additionally, challenges with regards to recruitment (lack of availability of staff at that time) prevented a staff member from being deployed sooner and longer to Mindanao.

Despite the shortcomings, it is clear that this kind of initiative should continue to be pursued. This is in line with previous recommendations that better understanding among the Red Cross family should be promoted and a general recognition that there is a need to integrate efforts in order to ensure more sustainability. This is particularly true in countries such as Philippines where natural disasters occur on a regular basis and the role of local entities is crucial¹⁹.

The existence of permanent clusters in the Philippines provides the broader IFRC Delegation with the opportunity to become more familiar with the Shelter Cluster and the humanitarian coordination architecture, and to assume a more active role in the coordination of future responses.

Currently, the IFRC is looking at appointing a staff member who is fully dedicated to supporting the permanent Shelter Cluster. A decision to increase the participation of the IFRC in the permanent clusters should be encouraged. The benefits are numerous: it would enhance the visibility of the IFRC; if given the appropriate support, it would strengthen its leverage within the humanitarian community in Philippines at the policy and strategic levels; it would benefit a future deployment with readily

¹⁹ Steps are being taken to ensure that a better understanding of the Shelter Cluster, and the role of IFRC in it, exist among the members of the Red Cross Movement in Asia/Pacific. For example, a Question and Answer session on the Cluster took place in Kuala Lumpur in 2011. Following the meeting, a document was drafted and shared with relevant stakeholders. Such initiatives should continue to take place and strengthened through capacity building in the advocacy objectives of the Shelter and Settlements Department.

available knowledge on the humanitarian and political context; and it would minimize staffing constraints by having personnel immediately accessible.

There is little substantial information on the structure and activities of the permanent clusters in the Philippines, and according to coordination partners, they are currently undergoing significant re-structuring. The IFRC might consider including in the responsibilities of the new staff member conducting an analysis of the current permanent cluster set up, including the roles and capacities of the cluster co-leads. This could help provide a better understanding of the coordination capacity in the Philippines and whether the IFRC should consider taking a more prominent role in the combined CCCM/Emergency Shelter/NFIs Cluster (as co-lead) or encourage the HCT to have a separate Emergency Shelter Cluster with IFRC as its lead.

Recommendations:

- At the country and regional levels, continue raising awareness of the Shelter Cluster amongst National Societies and IFRC staff through the provision of trainings, information sessions, etc. Consider the possibility of seconding staff with previous experience of the Shelter Cluster to country delegations.
- At the headquarters level, include in the advocacy objectives of the Shelter and Settlements Department activities that aim at increasing the knowledge of IFRC Delegations and more importantly National Societies on the Shelter Cluster, including awareness sessions, trainings, and provision of information packages.
- Continue working towards the appointment of a dedicated Shelter Cluster staff in the Philippines delegation, ensuring that funding and the necessary support from the zone office and headquarters is available.
- Include in the TOR of the future staff member in the Philippines conducting analysis of the current permanent clusters set up and identifying options for a strengthened IFRC role.

6. CONCLUSION

The Shelter Cluster deployment in response to Tropical Storm Washi took place in a quick and effective manner. Among the team members, and the supporting IFRC staff in the region and at headquarters, there was a good understanding of what was to be achieved within the designated period of time. Most shelter agencies felt that, given the time available, the Team was very successful in re-structuring and streamlining the already existing shelter coordination structure and that mechanisms were put in place to ensure better information management –something that was lacking prior to the team’s arrival and which was one of the reasons for requesting IFRC’s support.

In doing this, the Shelter Cluster Team stayed true to its objective of “building” as opposed to “replacing” and providing a bridge that linked early coordination activities with recovery coordination structures owned by operational actors.

While some shelter actors reported that there should have been a greater emphasis on strengthening the relationship with the local leadership and ensuring a smoother handover process, they also acknowledged that the SCT made the best use of the resources and time available by providing adequate support, excellent leadership and by forging the right partnerships with government and humanitarian actors. In fact, there is no evidence that these concerns had an impact on the achievements of the Shelter Coordination Team.

Other limitations reported by shelter actors had no, or very limited, impact on the smooth running of the cluster. Some of these are internal matters that can be easily corrected and on which discussions are already taking place.

With a clear understanding of the purpose and objectives to be accomplished, deployments such as this can provide a practical and effective solution to the coordination needs of small to medium emergencies in contexts where there is strong government capacity.

This was a deployment where lessons from past experiences have been taken into account and where the IFRC demonstrated its commitment to the Shelter Cluster and to the humanitarian coordination mechanism as a whole by providing timely and effective support.

7. ANNEXES

- A. TOR of the Review of the Philippines Tropical Storm Washi IFRC-led Shelter Cluster
- B. Shelter Cluster Coordination Structure
- C. TOR of the Deputy Coordinator of the Shelter Coordination Team
- D. Letter of Handover of the Shelter Cluster from IFRC to IOM
- E. Tropical Storm Washi Timeline
- F. List of interviewees
- G. List of Reference Documents



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
-

Annex A –TOR of the Review of the Philippines Tropical Storm Washi IFRC-led Shelter Cluster

Terms of Reference (ToR) for: A Review of the Philippines Tropical Storm Washi IFRC-led Shelter Cluster

1. Summary

- 1.1 Purpose:** The Secretariat of the International Federation of Red Cross and Red Crescent Societies (IFRC) seeks to evaluate the impact and effectiveness of the coordination services given by the IFRC-led Shelter Cluster Coordination team to the Philippines Tropical Storm Washi response in 2012 to identify key lessons and recommendations to improve and inform future response.
- 1.2 Audience:** The IFRC and in particular the Shelter & Settlements Department will use the evaluation to identify lessons and provide recommendations to improve future deployments. Shelter coordination team members will use it to learn. Cluster partners will use it as reference and in improving their shelter response if relevant. Donors and other humanitarian actors will use it for general information.
- 1.3 Commissioners:** This evaluation is being commissioned by IFRC as Global Shelter Cluster Lead for natural disasters.
- 1.4 Reports to:** Pablo Medina, IFRC Shelter and Settlements Department.
- 1.5 Duration:** 15 days
- 1.6 Timeframe:** from 7 February 2012 to 6 March 2012
- 1.7 Location:** Home based with travel to the Philippines (5-7 days). The visit to the field should be arranged with key informants.

2. Background

Tropical Storm Washi (local name: Sendong) struck southern Philippines on the evening of 16 December 2011. The storm, with maximum winds of 65 kph and gusts up to 80 kph, made landfall in the Northern Mindanao area, bringing heavy rains and strong winds, resulting in massive flooding and widespread damage. Road sections and bridges were damaged; electricity and communication lines disrupted; and domestic flights cancelled. The Philippine government declared a national state of calamity on 20 December 2011.

Tropical Storm Washi, known locally as Sendong, triggered massive flash floods and flooding in the early hours of 17 December 2011, causing devastation in Northern Mindanao Region more common with tsunamis. According to the latest government reports, 1,470 people have died and 1,074 are unaccounted for; and nearly 2,020 have been injured. An estimated 624,600 people are affected with 430,500 people displaced from their homes. Cagayan de Oro and Iligan cities

on the north coast of Mindanao were the most severely hit, with more than half of the currently displaced taking shelter in these two cities.

The latest report from DROMIC (20 January 2012) identified 39,400 houses damaged or destroyed by Tropical Storm Washi in Region X. The results of the IMPACT Initiative's shelter assessment, carried out by ACTED, indicated that 77 per cent of those affected fall into the most vulnerable group, living at or below poverty line with no means for significant self-recovery. The survey further established that of the partially damaged houses, 45 per cent fall into category 2: no structural damage but requiring clean up prior to re-occupancy. As a result, the Shelter Cluster will prioritise its support to families/occupants of the 13,850 houses with minor and major structural damage that are at or below the poverty line, and families from all the 11,427 totally destroyed houses. This represents 64 per cent of the 39,400 families currently living in evacuation centres, transitional sites, host families, rented accommodation, in makeshift shelters at the site of destroyed houses or in damaged houses.

Since the storm struck, the in-country coordination mechanisms already in place were maintained. IFRC participates in humanitarian country team (HCT) meetings, led by the humanitarian coordinator. Cluster meetings are held at the local government level due to the complexities of the ongoing crisis and the need to strengthen information-sharing between the Government and the humanitarian community in an effort to more succinctly inform and coordinate the response in this complex disaster. The Humanitarian Coordinator and OCHA requested IFRC support to convene the shelter cluster. IFRC activated a two-person team with the appropriate expertise to build on the achievements gained by the camp coordination and camp management (CCCM)/non-food item (NFI)/shelter cluster in Cagayan de Oro and Iligan during this critical period.

IFRC convened the shelter cluster as of 9 January 2012. In an effort to more effectively inform and coordinate shelter response in a timely manner and upon a request from the Humanitarian Coordinator, IFRC deployed a small team to assist the humanitarian community in Cagayan de Oro and Iligan, and the government-led shelter coordination cluster for a period of four to six weeks. This support assisted in processing and analysing information needed for shelter planning including a dedicated web platform, and to encourage more information sharing between the government and the humanitarian community. IFRC agreed to deploy a small team into Mindanao during this critical period with the appropriate shelter expertise to build on the achievements gained by the existing shelter coordination structures. The shelter cluster includes humanitarian actors and is being led by the Philippine government.

On the 12th of January the shelter cluster coordinator requested the deployment of the Impact Initiatives shelter assessment, which was implemented by ACTED. This was done to ensure that the shelter strategy and interventions would be based on relevant assessment data determining the needs and gaps in shelter provision.

3. Evaluation Purpose and Scope

The objectives of the review are to:

1. Appraise the service provided by the International Federation as shelter cluster coordinator to shelter cluster participants – Government, UN agencies, Red Cross Red Crescent Movement, NGOs both national and international, and other actors;

2. Review and analyze the experience of the International Federation with respect to the establishment and operation of the Shelter Cluster, with a particular emphasis on lessons to be learnt for future operations;
3. Provide recommendations with regard to the International Federation's leadership of future emergency shelter cluster coordination activities at both national and global levels.
4. Examine if there were aspects of the Federation's cluster leadership which potentially might have or actually did compromise the mandate and principles of the Red Cross/Red Crescent.
5. Examine the options for the IFRC to continue to have a lead role in the cluster during non-emergency periods and the resources required to perform such a role.

In the framework of those objectives, the review will encompass, but not be limited to, the following areas:

- Activation of the cluster process and the extent of involvement and influence of the IFRC, as an IASC member, in the decision-making process;
- Understanding and support of IFRC's shelter coordination role within the in-country delegation, the Zone office and the secretariat in Geneva;
- Linkage of IFRC's shelter coordination role with any coordination system set up by the national authorities;
- Examine the extent to which national actors (NGOs, affected population, civil society and private sector) were included in the coordination mechanism;
- Impact of the Shelter Coordination Team (SCT) on the Federation Delegation, the Philippine Red Cross Society, and other operational Red Cross Red Crescent Societies;
- Design and implementation of the SCT, including factors and determinants which provided the SCT's strengths and weaknesses;
- Value of linking and/or separating the SCT and the Red Cross relief operation;
- Design and implementation of the exit/handover strategy;
- Relations with other sectors, the UN system and the Government;
- Staffing of the SCT and the support provided from the IFRC secretariat;
- Equipping and funding of the SCT;
- Involvement of the SCT in the transition from meeting emergency shelter needs to permanent housing and resettlement; and
- Issues with regard to visibility for the International Federation and the Red Cross Red Crescent Movement.

- The added value of dedicated assessment capacity to the cluster as provided by ACTED

4. Evaluation Methodology

The methodology employed by the evaluator(s) in gathering and assessing information should include:

- Review of available documented materials relating to the start-up, planning, implementation, and impact of the Shelter Cluster.
- Interviews with key internal stakeholders within the Secretariat in Geneva, the IFRC Zone Office in Kuala Lumpur, the IFRC Country Office (e.g. Head of Operations, Head of Delegation, etc.) and the Philippines Red Cross;
- Interviews with the former members of the IFRC Shelter Cluster Coordination Team
- A field visit to the Philippines:
 - Interviews with other key stakeholders, in particular Government officials where possible;
 - Interviews with the UN Resident/Humanitarian Coordinator and Head of OCHA and any other relevant people in the UN system;
 - Interviews with shelter agencies participating in the Shelter Cluster, and in particular IOM, UN Habitat, CRS, All Hands, and other key actors;

Note: A suggested list of interviewees will be provided separately.

5. Deliverables (or Outputs)

1. Concise, written document with key recommendations and supporting information. This document should be of use for discussing the IFRC experiences of the cluster process internally and also with key donors and other stakeholders.
2. Additional notes, summaries of interviews etc. as appropriate or supporting documentation.
3. Summary of review activities undertaken including interviews, visits, documents reviewed etc.
4. Short written document on the appropriateness of IFRC permanent leadership/participation in the shelter cluster and the desires of the country delegation to this effect.
5. A timeline that captures the milestones regarding the deployment of the SCT and shelter coordination.

6. Proposed Timeline (or Schedule)

The exercise will be implemented over a period of 15 days between 7 February 2012 and 6 March 2012. From 5 to 7 days of this period will be spent in the field. The report must have been

submitted, reviewed and accepted by the Shelter and Settlements Department and all financial transactions must have taken place before the end of this period.

7. Evaluation Quality and Ethical Standards

The evaluators should take all reasonable steps to ensure that the evaluation is designed and conducted to respect and protect the rights and welfare of people and the communities of which they are members, and to ensure that the evaluation is technically accurate, reliable, and legitimate, conducted in a transparent and impartial manner, and contributes to organizational learning and accountability. Therefore, the evaluation team should adhere to the evaluation standards and specific, applicable practices outlined in the IFRC Evaluation Policy: www.ifrc.org. The IFRC Evaluation Standards are:

1. **Utility:** Evaluations must be useful and used.
2. **Feasibility:** Evaluations must be realistic, diplomatic, and managed in a sensible, cost effective manner.
3. **Ethics and Legality:** Evaluations must be conducted in an ethical and legal manner, with particular regard for the welfare of those involved in and affected by the evaluation.
4. **Impartiality and Independence:** Evaluations should be impartial, providing a comprehensive and unbiased assessment that takes into account the views of all stakeholders.
5. **Transparency:** Evaluation activities should reflect an attitude of openness and transparency.
6. **Accuracy:** Evaluations should be technical accurate, providing sufficient information about the data collection, analysis, and interpretation methods so that its worth or merit can be determined.
7. **Participation:** Stakeholders should be consulted and meaningfully involved in the evaluation process when feasible and appropriate.
8. **Collaboration:** Collaboration between key operating partners in the evaluation process improves the legitimacy and utility of the evaluation.

It is also expected that the evaluation will respect the seven Fundamental Principles of the Red Cross and Red Crescent: 1) humanity, 2) impartiality, 3) neutrality, 4) independence, 5) voluntary service, 6) unity, and 7) universality. Further information can be obtained about these principles at:

www.ifrc.org/what/values/principles/index.asp"

8. Evaluator(s)

The evaluation will be carried out by an external independent consultant. Support will be provided to the consultant by the Shelter and Settlements Department, Zone Office and Country Delegation as necessary and appropriate.

9. Appendices

Key reference documents to be provided:

1. IFRC-UN OCHA Shelter MoU

2. ToRs of the IFRC Shelter Coordination Team members
3. Message from the Humanitarian Coordinator requesting IFRC to take over the leadership of the emergency shelter cluster
4. List of relevant people to be interviewed with contact details
5. Emergency Shelter Cluster Handover documents
6. All documents (meeting minutes, strategy documents, etc.) available from the Philippines Shelter Cluster website
7. Previous reviews of IFRC-led shelter cluster coordination
8. Field reports

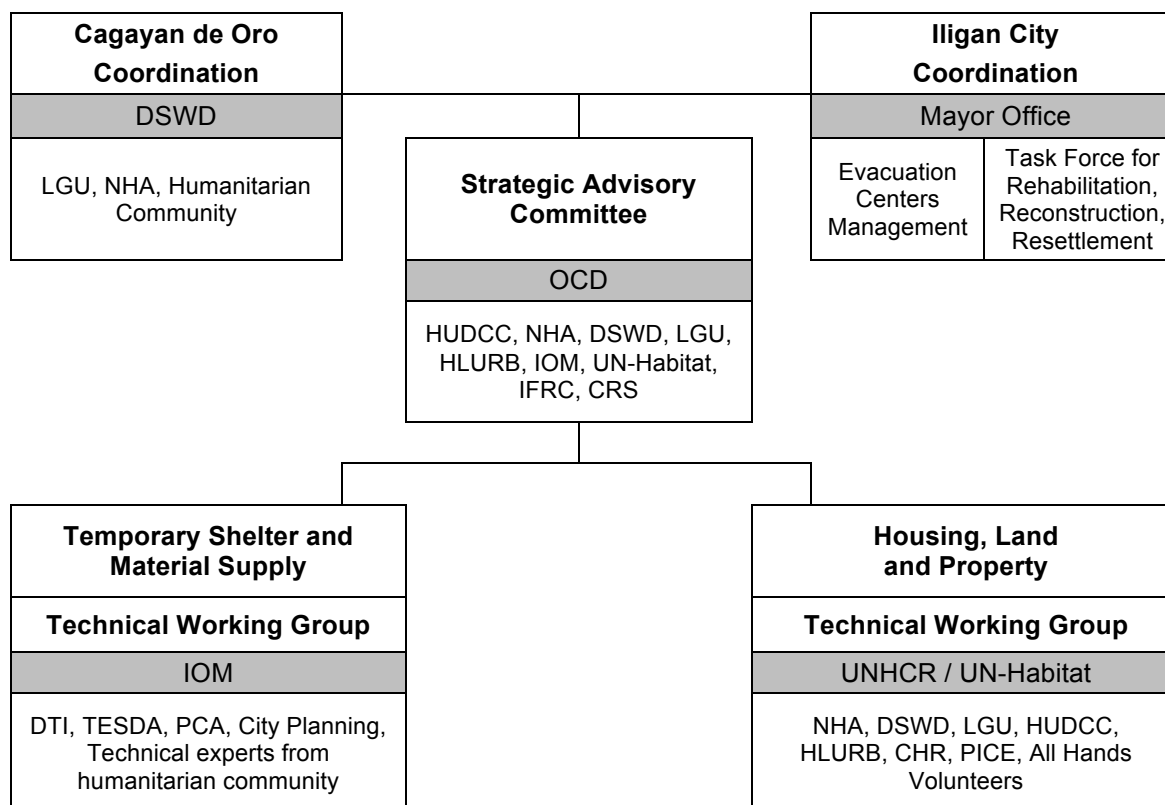


Tropical Storm Sendong 2011

ShelterCluster.org

Coordinating Humanitarian Shelter

SHELTER CLUSTER COORDINATION STRUCTURE



Useful Acronyms:

OCD: Office of Civil Defense
HUDCC: Housing and Urban Development Coordination Committee
NHA: National Housing Authority
HLURB: Housing and Land Use Regulatory Board
DSWD: Department of Social Welfare and Development
LGU: Local Government Unit
MGB: Mines and Geosciences Bureau
DENR: Department of Energy and Natural Resources
CHR: Commission on Human Rights
NDRRMC: National Disaster Risk Reduction and Management Council
PICE: Philippines Institute of Civil Engineer
DTI: Department of Trade and Industry
TESDA: Technical Education and Skills Development Authority
PCA: Philippines Coconut Authority

IFRC: International Federation of Red Cross and Red Crescents
IOM: International Organisation for Migration
UN-Habitat: United Nations Human Settlements Programme
UNHCR: United Nations High Commissioner for Refugees
CRS: Catholic Relief Services

Annex C –TOR of the Deputy Coordinator of the Shelter Coordination Team

DEPUTY COORDINATOR PHILIPPINES TROPICAL STORM WASHI, 2011-2012 RESPONSE TERMS OF REFERENCE

Background

Tropical Storm Washi (local name: Sendong), was the first powerful storm in decades that hit the northern coast of Mindanao Island. With maximum winds of 65km/hr and gusts of 80km/hr, it brought an equivalent of one month's rain, causing massive flooding and affecting more than 110,000 families. Almost 60 per cent of these affected families live in the Northern Mindanao region. The Philippine government declared a national state of calamity on 20 December 2011. On 25 December, low pressure areas was simultaneously identified in the Caraga region and Northern Luzon, bringing rains to Cagayan Valley, MIMAROPA, Bicol region, Western Visayas, Central Visayas, Eastern Visayas, Northern Mindanao, Davao region and Caraga region, triggering floods and landslides in these areas. The latest rains have made the affected families, as well as their damaged and destroyed houses more vulnerable to weather events. As of 29 December, 10,984 families are still based in 53 evacuation centres as a result of Tropical Storm Washi.

IFRC was contacted by UN OCHA on 30 December 2011 with regard to the possibility of strengthening the shelter cluster coordination in response to the humanitarian crisis on the island of Mindanao, Philippines following the extreme rainfall associated with tropical storm Washi. At the onset of the crisis it was decided that the existing shelter working group under the guidance of the IOM led CCCM cluster on the island of Mindanao would be sufficient to coordinate shelter activities. The contact from UN OCHA expressed the need for stronger leadership within the shelter component and an improved advisory role to the DSWD which would benefit from IFRC experience in how things have been done in other emergency shelter responses. IFRC has in the last few days come to an agreement with the Philippines HCs office and UN OCHA to deploy a small team of professionals to lead a stand-alone Shelter Cluster to assist in the humanitarian response for a period not exceeding 6 weeks.

Objective

The key objective of the Deputy Coordinator of the Shelter Coordination Team will be to contribute towards the effective and equitable provision of emergency shelter assistance to the affected population through timely and efficient provision of coordination services for the Shelter Cluster Group in support of Government coordination mechanisms. The role includes the provision of the required information management services and technical shelter standards advisory service to the Government and Shelter Cluster Group partners.

This will include close cooperation with agreed interagency information management mechanisms including the HIC or similar where these have been established.

Scope of services

Specifically, the Deputy Coordinator will be responsible for supporting the Coordinator in facilitating and guiding the Shelter Cluster to do the following:

Liaison

- Assist in the identification of key shelter actors within government and other agencies
- Assist at all levels of communication and liaison with government and other agencies
- Assist in the representation of emergency shelter needs in discussions with appropriate Governmental representations, donors, national NGO's and other key agencies on prioritization, resource mobilization and advocacy;
- Assist at times as focal point for inquiries on emergency shelter response plans and operations from local and national agencies.
- Assist the shelter team in its goals of:
 - Needs assessment and analysis, ensuring beneficiary participation including the needs and challenges by gender and of vulnerable groups;
 - Identification of gaps in coverage;
 - Developing/updating agreed response strategies and action plans ensuring that these are adequately reflected in overall shelter strategies.
 - Utilise beneficiary feedback to revise strategies and action plans developed by the cluster member agencies.

Application of standards

- Ensure that the shelter response is guided - to the extent possible - by relevant policy guidelines and technical standards, as well as relevant commitments that the Government has undertaken under international human rights law.
- Advise both shelter cluster partners and government of relevant humanitarian standards (incl SPHERE) and options for adoption of such standards.
- Identification of gaps or possible improvements in the technical response.
- Developing/updating agreed technical decisions ensuring that these are adequately reflected in response strategies and action plans.
- Utilising lessons learned from past activities and beneficiary feedback to revise technical solutions and action plans accordingly;
- Developing the transition from emergency shelter to longer-term shelter recovery programming, in close consultation with the Government and UN Habitat as the focal agency for early recovery.

Information management

- Development of simple, user-friendly emergency shelter assistance reporting formats in consultation with the local authorities, providers of shelter assistance and other key stakeholders;
- Such reporting formats should include provision for gender desegregation of data and reporting on more vulnerable groups, they should also be complementary to the information collection and reporting systems of other sector working groups;
- Promotion of and training on the use of these reporting tools among shelter assistance providers and other stakeholders;
- Gathering and collation of data on emergency shelter needs and assistance being provided in a timely and efficient manner, including feedback and/or issues raised by the affected population;
- Identification and reporting of any gaps in emergency shelter assistance to the Shelter Cluster;
- Development and implementation of methods to share this information, as well as broader information on shelter needs and solutions which the Shelter Cluster wants to develop and/or share, with all concerned stakeholders and the affected population; this information may need to be made available in the local language, as well as English, to the maximum extent possible;

- Coordination with cluster information managers to ensure complementarity and cross-sectoral analysis of information on the disaster response.
- Identify and promote the localization or handover of information management services to appropriate agencies as appropriate.

Assist in organizing and conducting effective meetings

- Assist the shelter coordination team to plan and undertake coordination meetings and technical workshops in Cagayan de Oro and potentially a range of field locations;
- Assist in the identification of key humanitarian partners for the emergency shelter response whilst respecting their individual mandates and programme priorities;
- Assist in the identification of national, regional and local partners, including national and provincial authorities,

Training and capacity building of national authorities and civil society

- Promote and support training of humanitarian personnel and capacity building of humanitarian partners; subject to discussion and agreement with the National Society this could include the provision of capacity building support of the information management resources within the National Society.
- Support efforts to strengthen the capacity of the national authorities and civil society.

Other

- Support the Shelter Coordinator to coordinate programme implementation, develop appropriate strategies to meet needs identified, and ensure adequate reporting and information sharing.
- Any other tasks that may be required (within reason) to achieve the objective of this assignment.
- Provision of adequate handover, including the provision of brief guidance notes and counter-parting where possible.
- Preparation of a short summary report at the conclusion of the assignment on lessons learned.

Guiding Principles

The Deputy Coordinator will, at all times when carrying out this assignment, ensure that he/she adheres to the conditions of the International Federation commitments¹ to undertaking a leading role in emergency shelter in natural disasters, namely:

1. the Federation shall at all times adhere to the Fundamental Principles of the International Red Cross and Red Crescent Movement, its policies, procedures as well as those of the Movement, relevant to international disaster response (including the Seville Agreement);
2. the Principle of Independence will be upheld in respect of extra funding required to exercise this lead role;
3. the Federation will not accept accountability obligations beyond those defined in its Constitution and own policies; and
4. the responsibilities of such leadership will be clearly defined, leaving no room for “open ended” or unlimited obligations.

Reporting

¹ IFRC-UNOCHA Memorandum of Understanding, signed September 19th 2006.

The Deputy Coordinator will report directly to the Shelter Coordinator.

The International Federation in country representative is the primary authority on issues regarding security, safety and RCRC representational issues, particularly those that may affect the National Society.

As such the IFRC delegation may if required facilitate briefing session on the ESC with the host national society of which the Deputy Coordinator will need to participate.

The Information Manager will function as other Federation staff in this regard and will comply with all security and safety guidelines.

Duration

The duration of deployment will be for a maximum of 6 weeks unless agreed otherwise. Dependent on the funding secured, the mission duration and/or number of days may be reduced. Any changes to the mission duration will be subject to separate discussion and agreement.



SENDONG SHELTER CLUSTER

Handover from IFRC to IOM: Shelter Cluster Coordination (Shelter Kit, Temporary Shelter and Material Supply)

Purpose:

This document aims to describe the handover of coordination responsibilities of the Shelter Cluster (SC) established for the Response to the Tropical Storm Sendong in 2012 from the International Federation of Red Cross and Red Crescent Societies (IFRC) to the International Organisation for Migration (IOM). The section of the Shelter Cluster's activities being handed over includes emergency and temporary shelter as well as those of community-based shelter support. Coordination activities pertaining to permanent relocation was set up as part of the Housing, Land and Property working group, a joint initiatives between Shelter and Protection clusters, led by UN-Habitat and UNHCR respectively.

The operation of the SC has been in accordance with the IASC "Guidance note on using the Cluster approach to strengthen humanitarian response" and acknowledges the mandate of the IFRC in relation to convening the shelter cluster as being limited solely to the emergency shelter phase. The shelter cluster will continue to support the efforts of the Government of the Philippines in providing timely and well-coordinated shelter assistance to the victims of the recent tropical storm.

Background:

Tropical storm Sendong (known internationally as Washi) struck the Philippines on 16 December 2011, wreaking havoc across Northern Mindanao. The hardest hit areas include Cagayan de Oro and Iligan City. As of 8 February, the Disaster Response Operation Monitoring and Information Center (DROMIC) reports 11,431 totally destroyed and 27,973 partially damaged houses in Lanao del Norte, Misamis Oriental and Bukidnon provinces. Over 384,000 people have been reportedly affected by the tropical storm.

On 4th January 2012, a request for coordination support was sent from the Philippines' HC to IFRC in Geneva, requesting for mobilisation of 2-person shelter cluster coordination team for the period of 4-6 weeks. On 9th January, the first team member arrived in Cagayan de Oro, followed closely by the second one on 11th January.

Description of the Coordination process to date:

The IFRC coordination team arrived at the time when Shelter Cluster was becoming separated from CCCM/Shelter/NFIs cluster (led by IOM and UN-Habitat). At the same time the Technical working group on Shelter Kit, Temporary shelter and Material Supply was initiated and chaired by IOM. The SC coordination team has provided support in strengthening and providing directions for this working group as well as ensuring that key shelter actors are involved.

During the first 2 weeks, the Housing, Land and Property (HLP) Working Group was formed through a joint initiatives between Shelter (UN-Habitat) and Protection (UNCHR) clusters. The Strategic Advisory Group (SAG) was also set up to facilitate coordination between different sectors of shelter support with participation from different governmental counterpart as well as representatives from the humanitarian community. For more information on the coordination structure during this time, please see attached organogram of Shelter Cluster coordination structure as endorsed by OCD and DSWD.

As of now, the HLP working group is being integrated into the Local Inter-Agency Committee set up by the national government to coordinate permanent relocation. A Technical Working Group for permanent housing will be created to discuss standards, designs and other technical issues identified.

The revised Flash Appeal, launched on the 3rd February 2012 in Manila was coordinated to include both local and international NGOs in 'emergency shelter' projects. It also includes proposal from IOM and UN-Habitat for the coordination support of shelter cluster.



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The SC have also contributed to the following tools during this time:

- Use of www.sheltercluster.org for information sharing
- Compiled and consolidated available information on shelter planning and activities. Provision of need and gap analysis, as well as 3W mapping.
- Development of illustrated tent sites guidelines in collaboration with WASH, CCCM and Protection clusters
- Development of Technical guidelines for shelter kit and temporary shelter

Handover Strategy:

The focus of the SC has been moving towards more durable and permanent shelter solutions as the individual agencies have been building capacity and momentum in preparation for longer-term responses to the disaster. At the same time, IOM has been building up its coordination capacity and are now well staffed to ensure that transition of coordination function for temporary and community-based shelter support from IFRC to IOM can occur smoothly and effectively.

The SC proposes handing over its coordination, technical, and information management functions for temporary shelter and community-based shelter support to IOM, effective 15 February in accordance with the commitment made by IOM as discussed in the meeting on 9 February 2012.

The IFRC recognises the importance of an effective handover period to ensure a smooth transition of information and continuation of current strategies. As such, the IFRC provides the following list of current resources for inclusion in the IOM lead coordination team.

The IFRC SC Coordination team consists of

Position	Name	Dates in CDO
Cluster Coordinator	Anna Pont	11 - 27 Jan 2012
Asst. Coord/IM	Wan S. Sophonpanich	9 Jan – 15 Feb 2012

The assistant coordinator will continue to provide remote support until 18th February. A comprehensive handover notes is also provided to IOM.

The IOM team that will take over the shelter coordination consist of:

Position	Name	Contract Date
TWIG Coordinator	Mariano (Kokoi) Nava	To mid April
Information Manager (part time)	Nilo Barrios	To end of Feb, will be replaced by Raul Maano
Information Manager (part time)	Raul Maano	To mid April
TWIG Assistant (part time)	Golda Mae Galodo-Macul	To mid April
Reporting Officer (part time)	April Paisan	To mid April
Iligan Coordination Support	Melchur Alquizola	To mid April

No infrastructures or equipment will be handed over.

Justification

1. The mandate of the International Federation of Red Cross and Red Crescent Societies (IFRC) in relation to the convening role of the shelter cluster, as stated in its MoU with UN OCHA within the IASC humanitarian reform process is limited solely to 'Emergency Shelter'.
2. A list of the different indicators showing that the emergency phase of the shelter recovery is ending and the focus is shifted to early recovery and reconstruction efforts. Examples of indicators include:
 - a. The internal shelter coordination mechanisms are clear and well established. The initial contacts with the government agencies have been made and continue to strengthen.



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- b. Many shelter agencies have started the distribution of shelter repair kits and are focusing on transitional sheltering.
 - c. The evacuation centres are closing down, although not in all case, with clear direction towards providing more sustainable solutions.
 - d. Many of the local and national government units are in the process of identifying land for relocation sites and/or transitional shelter.
3. IOM is now well positioned to allow for smooth and effective transition of coordination function.

Place and Signature

Both parties declare that they agree on the points stated in this document,


Rex Alamban
International Organisation for Migration
Head of Sub-Office, Mindanao

Signed in Cagayan de Oro on the 15th of
February 2012


Wan S. Sophonpanich
International Federation of Red Cross Red
Crescent Societies
Assistant Cluster Coordinator, Mindanao

Signed in Cagayan de Oro on the 15th of
February 2012

Annex E –Tropical Storm Washi Timeline

2012	Event
15 December	TS Washi enters the Philippines area of responsibility
16 December	TS Washi makes landfall in Region X
20 December	A state of national calamity is declared. The Government requests international assistance and activation of the cluster system at the provincial level
21 December	IFRC offers to lead the Emergency Shelter Cluster
22 December	The UN Humanitarian Coordinator activates the cluster system for Mindanao and decides to appoint IOM as the lead of the combined CCCM/Shelter/NFIs Cluster. The emergency revision of the Humanitarian Action Plan for Mindanao is launched
2012	
04 January	The UN Humanitarian Coordinator requests the IFRC to convene the Shelter Cluster. IFRC agrees to lead the cluster and deploy a two-person Shelter Coordination Team
08 January	The IFRC-led Shelter Cluster becomes operational with the arrival of the Deputy Coordinator in Mindanao
11 January	The Shelter Cluster Coordinator arrives in Mindanao
12 January	The Shelter Cluster Coordinator requests ACTED to provide assessment support to the Shelter Cluster. The Strategic Advisory Group, led by the Office of Civil Defense, is created
13 January	ACTED's Assessment Focal Point arrives in Mindanao
17 January	ACTED's GIS/Database specialist arrives in Mindanao
17-19 January	Data collection and analysis for the UN Second Phase Joint Multi-Cluster Rapid Needs Assessment (MIRA) take place
20-27 January	Training of enumerators, data collection and analysis for the Shelter Cluster ACTED-led assessment take place
27 January	The Shelter Cluster Coordinator departs
03 February	The first draft of the ACTED Assessment Report is shared with partners. The second revision of the Humanitarian Action Plan for Mindanao, with inputs from the ACTED and MIRA assessments, is launched
15 February	The handover of the Shelter Cluster from IFRC to IOM takes place. The Shelter Cluster Deputy Coordinator departs

Annex F –List of Interviewees

Name	Position and Organisation
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Vincent Annoni	REACH Coordinator, IMPACT Initiatives
Byron Pakula	Deputy Country Director, ACTED
Nate Harrold	All Hands
Andrew Schaefer	Head of Office, CRS
Rex Alambam	Head of Office, IOM
Gregg McDonald	Asia Pacific Zone Shelter Delegate, IFRC
Anna Pont	Shelter Cluster Coordinator, IFRC
Marta Peña	Senior Officer, Shelter and Settlements
Pablo Medina	Senior Officer, Shelter Coordination, Shelter and Settlements, IFRC
Al Panico	Head of Operations, Asia Pacific Zone, IFRC
Wan Soponpanich	Deputy Shelter Cluster Coordinator, IFRC
Selvaratnam Sinnadurai	Country Representative Philippines, IFRC
Sasha Mikadze	Relief and Recovery Delegate, IFRC
Ela Serdaroglu	Senior Officer, Shelter and Settlements, IFRC
John Dyer	Senior Security Officer, Security Unit, IFRC
Graham Saunders	Head, Shelter and Settlements, IFRC
Leonilo Escalada	Chief Operating Officer, Habitat for Humanity
David Liban Jr.	Community Development Manager, Habitat for Humanity
Amillah Rodil	Urban Planning Specialist, UN Habitat
Ana Cañeda	Regional Director, OCD
Glofilia Yayan	Social Welfare Officer, DSWD
Laurie Wiseberg	ProCAP Officer, UNHCR
Nicole Hahn	WASH Cluster Coordinator, UNICEF
David Cardem	Head of Philippines Office, OCHA
Jean-Marie Stratigos	Head of Cagayan de Oro Sub-Office, OCHA
Elizabeth Marasco	Information Officer, OCHA Philippines

Annex E –List of Reference and Key Documents

- Tropical Storm Washi Shelter Cluster Website:
www.sheltercluster.org/Asia/Philippines/TropicalStormSendong2011/
- UN Philippines Humanitarian Response website: <http://ph.one.un.org/response/>
- Terms of Reference of the Shelter Cluster Coordinator
- Terms of Reference of the Deputy Shelter Cluster Coordinator
- Letter of Handover of the Shelter Cluster from IFRC to IOM
- Cooperation Agreement between IFRC and ACTED
- Message from the Humanitarian Coordinator requesting IFRC to take over the leadership of the emergency shelter cluster
- Checklist of the Shelter Cluster Deployment
- REACH Philippines Flood Response Situation Reports
- OCHA Philippines Tropical Storm Washi Situation Reports
- OCHA Press Releases and Statements
- IFRC Philippines Typhoon Washi Information Bulletins
- IFRC Preliminary Emergency Appeal: Philippines Typhoon Washi
- IASC Guidance Note on Using the Cluster Approach to Strengthen Humanitarian Response. OCHA, 2006 (<http://www.humanitarianreform.org>).
- OCHA Second Phase Multi Cluster Rapid Needs Assessment for Tropical Storm Washi (MIRA)
- OCHA Humanitarian Bulletin. Philippines, Mindanao. Issue 1, 17-23 February 2012.
- OCHA Second Emergency Revision to the Humanitarian Action Plan. Philippines (Mindanao). Response to Tropical Storm Washi, January 2012. OCHA
- IMPACT/ACTED Rapid Shelter Assessment after Tropical Storm Sendong in Region X, Philippines.
- Davidson, Sara and Price, Gill (2010). Review of the International Federation's Shelter Cluster Commitment. (www.sheltercluster.org).