



Sheltering in the aftermath of Typhoon Bopha. Mindanao, Philippines

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Evaluation of the Shelter Role of the International Federation of Red Cross and Red Crescent Societies

March 2013

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“I couldn’t dream of anything more relevant than shelter... I have rarely seen a bucket or a blanket save a life. Having a roof: this was the most relevant activity we could do.”

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Responsibility for any omissions or errors of fact or interpretation rests with the consultants.

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Abbreviations and Acronyms

ACTED	Agency for Technical Co-Operation and Development
CraTerre	Center for the Research and Application of Earth Architecture
DFID	Department for International Development
DREF	Disaster Relief Emergency Fund
ECHO	European Community Humanitarian Office
ERU	Emergency Response Unit
ESC	Emergency Shelter Cluster
FACT	Field Assessment and Coordination Team
FTE	Full-time equivalent
GA	General Assembly
HEOps	Head of Emergency Operations
HR	Human Resources
IASC	Inter-Agency Standing Committee
ICRC	International Committee of the Red Cross
IFRC	International Federation of Red Cross and Red Crescent Societies
IOM	International Organisation for Migration
KPI	Key performance indicator
MENA	Middle East and North Africa
MoU	Memorandum of Understanding
MSF	Médecins Sans Frontières
NGO	Non-governmental organisation
PNS	Participating National society
RIT	Regional Intervention Team
RMIT	Royal Melbourne Institute of Technology
SKT	Shelter kit training
SSD	Shelter and Settlements Department
STT	Shelter technical training
UN	United Nations
UNDP	United Nations Development Programme
UNHCR	United Nations High Commission for Refugees
UNICEF	United Nations Children's Fund
UNOCHA	UN Office for the Coordination of Humanitarian Affairs
WASH	Water, Sanitation and Hygiene
WEF	World Economic Forum
WFP	United Nations World Food Programme
WHO	United Nations World Health Organisation

Executive Summary

The provision of shelter by the International Federation of the Red Cross and Red Crescent Societies (IFRC) following disaster can be traced to the 19th Century¹. The first recorded mass shelter operation occurred in 1949 when the IFRC provided tents for some 300,000 Palestinian refugees². Since that time, the IFRC has engaged in a multitude of shelter responses across the globe. Contemporary projects have included the 2004 Asian tsunami, the 2005 Pakistan earthquake, Cyclone Nargis in Myanmar in 2008, and the Haiti earthquake of 2010. In addition, countless smaller scale disasters have demanded a shelter response. From 2003 to 2008, expenditure on shelter by National Societies exceeded 289 million US dollars.³

Though the provision of shelter to people affected by natural disaster has a long history in the IFRC, the 15th General Assembly (GA) in Seoul in 2005 signalled the start of a new era. The GA's decision resulted in a commitment by the IFRC to take a leading role in the provision of emergency shelter following natural disasters. This commitment was formalised through a Memorandum of Understanding (MoU) with the United Nations Office of Coordination of Humanitarian Affairs (UNOCHA) in 2006. The MoU pledged that the IFRC ('in cooperation with interested National Societies') would:

1. Scale up its operational capacity in emergency shelter.
2. Coordinate a network of interested stakeholders in order to enhance preparedness for emergency shelter response.
3. Coordinate the provision of emergency shelter assistance at country level after natural disaster.

Collectively, the three are referred to as 'the shelter commitment' of the IFRC.

The decision of the 15th GA had not been unanimous, and it had been taken only after robust discussion. Concerns raised at the time had focused on capacity and on the financial and reputational risks to the IFRC in fulfilling the shelter commitment⁴.

Because of these concerns, safeguards were incorporated into the 2006 MoU with UNOCHA. These safeguards included a definition of the term "emergency shelter" which specifically excluded traditional and permanent housing; the IFRC would become 'convener' (rather than leader) of the Emergency Shelter Cluster; the IFRC would not become the provider of last resort (as was the case with other cluster lead agencies); and the IFRC's commitment was limited to provision of emergency shelter in situations of natural disaster, and specifically excluded disasters resulting from armed conflict.

Significantly, the MoU neither tied National Societies to the commitment nor restricted them to the provision of emergency shelter only. Then, as now, a number of National Societies actively engaged in sheltering activities such as temporary and permanent housing, which did not fall specifically within the scope of the IFRC shelter commitment. Hence, it is important to acknowledge that the IFRC, National Societies and their partner organisations undertake a wider range of shelter activities than those of the shelter commitment alone.

¹ <http://history1900s.about.com/od/medicaladvancesissues/p/redcross.htm>

² IFRC, (2008), Shelter beyond Tents and Tarpaulins. (p.5).

³ IFRC, (2008), Shelter beyond Tents and Tarpaulins. (p.8), based upon current exchange rates.

⁴ Humanitarian Response Review – possible role for the International Federation (AG/10.2/1 and 2).

The shelter commitment was in line with the (then) newly developed Global Agenda. In 2013, the role of shelter within the IFRC's long term strategy remains equally relevant, because shelter (in any form) contributes directly to the three aims of *Strategy 2020*.

- Shelter saves lives, protects livelihoods and strengthens recovery from disasters and crisis;
- Shelter enables safe and healthy living;
- Shelter promotes social inclusion and a culture of non-violence and peace.



Thus the 2005 decision of the GA could not have been be more apt.

In the six years since the MoU formalised the shelter commitment, the IFRC has:

- Expended more than 152 million Swiss francs at global level on emergency shelter items for distribution.
- Assisted more than 23 million people through the provision of emergency shelter.
- Trained more than 700 people in various forms of shelter.
- Convened the Emergency Shelter Cluster following natural disaster 23 times in 14 countries.
- Led and contributed to the establishment of the shelter sector through the development of numerous partnerships and publication of technical and advocacy materials.
- Raised the profile of the IFRC as a leader in humanitarian coordination and information management.

The overall purpose of this evaluation is to appraise the progress of the IFRC in taking up a leadership role in the provision of emergency shelter, as defined by the decision of the 15th GA and subsequent MoU, and the impact of its shelter commitment.

The evaluation team reviewed key reports and documents by the Inter-Agency Standing Committee (IASC), IFRC, National Societies and the Shelter Cluster, and respective websites. In addition, the team elicited the views of more than 60 individuals from around the world, including staff of National Societies, the Secretariat, delegations, and external partner agencies.

Findings: Commitment 1 – Operational Capacity

The progress against this commitment has been commendable, although variable. At global level, the IFRC has made very noteworthy headway, its work underpinned by the establishment of a Shelter and Settlements Department (SSD) with a dedicated, professional staff and leadership. This has resulted in the development of significant support resources, including training services, technical materials, tools and publications. The development of support resources has in turn expanded the capacity of human resources available for emergency shelter, and simultaneously created numerous partnerships with other organisations. This has all been to the benefit of the IFRC.

At zone level, the extent of progress has not matched that made at global level. This has resulted primarily from a shortage of staff in these pivotal positions due to a lack of financial resources. Where zone positions have been filled, progress has improved noticeably. Without zone delegates in place, the IFRC will struggle to fulfil the operational component of its shelter commitment.

At country level, the shelter commitment has been taken up by a small (but growing) group of National Societies. This is reasonable given the variable nature of the shelter commitment for National Societies and the federated structure of the IFRC. Thus, progress on the operational component of the shelter commitment cannot be measured solely by the number of National Societies which “do shelter”, but also by whether an enabling environment exists for them to pursue their shelter interests. The evidence suggests that this is generally the case.

The broad impact of these interventions on the provision of emergency shelter to disaster affected communities in large scale operations is generally positive, as evidenced by external evaluations. However, in smaller scale operations, impact is more difficult to assess, due primarily to a lack of widespread use of quality and accountability mechanisms. Nevertheless, when measured in financial terms, emergency shelter items represent the largest monetary component of IFRC relief interventions at the global level. This in itself is an indicator of the importance of emergency shelter in assistance to people affected by natural disaster.

Despite insecure and declining funding at the global and zone level, the IFRC has established a foundation upon which to continue its commitment to scaling up operational capacity in the provision of emergency shelter following natural disasters.

Findings: Commitments 2 and 3 – Coordination

The IFRC has achieved considerable progress in fulfilling Commitment 2. At global level, it has established itself as an innovative and energetic leader of the Emergency Shelter Cluster (ESC). It has acquitted itself well despite consistent shortfalls in funding and longstanding lack of awareness of what the commitment has meant in certain parts of the IFRC. It has raised the profile of both emergency shelter and of the IFRC itself.

In leading the development of tools for the ESC, the IFRC has invented much of the architecture of humanitarian coordination now adopted by other clusters and the IASC. It has done so by drawing on and building upon the comparatively limited shelter technical expertise available at the beginning of its commitment, and turning this into generally strong and diverse partnerships.

However in the short term, maintaining its commitment to emergency shelter coordination is tenuous if the IFRC fails to capitalise on lessons it has learned over decades: that successful leadership and coordination require ample time frames and adequate levels of human and financial resources.

The MoU pledged that the IFRC itself would fund the commitment in order to ensure its independence, yet funding for coordination at the global and country levels has remained a patchwork. Increasingly, other cluster lead agencies see coordination as a mainstream function, resource their role accordingly and are beginning to overtake the IFRC as they consolidate their cluster leadership commitment. By comparison, the IFRC's expertise and reputation rests largely on the shoulders on a small group of committed and expert individuals, most of whom work on short-term contracts which are susceptible to unpredictable internal funding

arrangements. In short, the IFRC needs to fulfil its funding commitment to emergency shelter coordination.

The risks the GA and Governing Board envisaged in 2005 were addressed in the IFRC's MoU with UNOCHA. Fears regarding loss of independence or of making an open-ended commitment to the provision of emergency shelter have not been realised. Rather, coordination of the global and country level clusters has raised the IFRC's profile and demonstrated its capacity for speed, innovation and resourcefulness. Nevertheless, its formal commitment to lead coordination of emergency shelter at country level does not always align with humanitarian imperatives that necessitate a longer-term view of shelter, and is inconsistent in an organisation that continues to demonstrate why it and others need to go beyond "tents and tarpaulins".

IFRC and Shelter – Moving Forward

Although more remains to be done, the IFRC is delivering on its shelter commitment. The commitment has given the IFRC increased competence, a new leadership profile and an enhanced reputation. Most importantly, the commitment has benefited communities affected by natural disaster. Clearly there have been, and will continue to be, challenges. All the same, the risks perceived at the time of the commitment have not materialised, and the IFRC's integrity and reputation are none the poorer for taking a leading role in the provision of emergency shelter following natural disasters. In many respects the contrary is the case.

Furthermore, the counterbalance provided by the IFRC (both in terms of its own independence and in engaging a broad base of non-governmental organisations [NGOs] and other partners) in a UN-centric cluster system is welcome and should be continued. Although some within the IFRC still have qualms about the shelter commitment, the broader discussion has moved from whether the IFRC *should* "do shelter" to *how* it should do shelter; and not only emergency shelter, but also broader notions of shelter including transitional and permanent housing.

The shelter commitment has established a foundation upon which the IFRC can do this, if so desired. By recognising shelter for what it is - a complex interaction of livelihoods, security, protection, family and community well-being - and supporting innovative ways of sheltering, the IFRC is notably advancing understanding of the sector. This broader notion of shelter and settlements is particularly pertinent as the shortcomings of a largely silo-ed approach to post disaster relief and recovery, exemplified by the clusters, become evident. The lives of people affected by natural disasters are a complex web of interactions in which all sectors combine to create the lived experience. Successfully addressing this complexity at the level of individuals and communities is a significant challenge for a global, sectoral based industry. The IFRC, through its approach to shelter, has acknowledged the challenge. With its own global structure, and grassroots reach, it is well placed to consider how to address this challenge should it wish to do so.

Recommendations

	Operational Recommendations
OR1.	<i>Continue to pursue innovative sources of funding and consider new funding streams (e.g. cost recovery of training provision and other relevant services). Ultimately, the recommendations contained herein, and the overall fulfilling of the commitment, rely upon regular sources of finance.</i>
OR2	<i>Give urgent priority to staffing the vacant zone shelter delegate positions, preferably on long term basis, notwithstanding funding constraints. This will enable the necessary relationship building to occur to progress the commitment. In addition, consider developing shelter support positions at the zone level. These could be staffed through various means including non-traditional approaches (e.g. internship programme, or secondments / sabbaticals from local industry, government, NGO and academic institutions).</i>
OR3	<i>Develop operational plans at the zone level where necessary, with inputs from National Societies, and harmonized with the SSD long term planning framework.</i>
OR4	<i>Review the shelter delegate roster to identify reasons for lack of retention of shelter delegates and / or deployability inhibitors. Follow through initial discussions for SSD to leverage off the HR roster system. Give continued focus to training up local staff of National Societies. Develop and implement a communication strategy to maintain regular contact with those shelter delegates employed outside the IFRC. (See also recommendation CR4 below.)</i>
OR5	<i>Through the zone delegates, continue efforts to increase the overall capacity of National Societies in shelter through enhanced use of lessons-learned workshops, case studies, networking, etc., combined with targeted training (as above). Expand the Shelter Reference Group membership through supported involvement of interested, but comparatively resource-challenged, National Societies via representation and / or hosting, particularly those from countries beset by recurring natural disasters requiring a shelter response.</i>
OR6	<i>Develop a targeted communication strategy to market the shelter message (in all its dimensions), to all levels within the IFRC (Secretariat, zones, National Societies), and also external partners and donors. This strategy should also reiterate the nature of the IFRC shelter commitment and who is accountable for delivering it.</i>
OR7	<i>Develop a low cost self-certification quality and accountability mechanism for emergency shelter interventions for use by National Societies. At a minimum this would include measureable indicators of scale, timeliness, appropriateness / relevance (both culturally and functionally), technical quality (including adherence to standards), cost efficiency, impact and accountability. Data could be sourced and triangulated through, for example, simple sample surveys of beneficiaries, implementers and partners. Participating National Societies could support this requirement by making it a condition of bilateral project funding.</i>
OR8	<i>Capture what the IFRC does in shelter, e.g. populate the existing shelter database (or similar) with completed projects and thereafter keep it maintained. The database also be expanded to include KPIs (see OR7 above) and institutional learning components (e.g. key lessons learned).</i>
OR9	<i>Recalibrate operational focus upon smaller scale disasters, including the identification of gaps or enhancements necessary from the National Societies' perspective. In particular, support National Societies to develop relevant partnerships at country level which facilitate emergency</i>

	<i>shelter interventions.</i>
OR10	<i>Recalibrate SSD direction to provide greater focus on the operational component of the shelter commitment, coupled with a renewed communication strategy to differentiate the (operational and coordination) roles, and the responsibility of the SSD within them.</i>
OR11	<i>Continue the production of emergency shelter publications and training tools in languages other than English (e.g. Spanish, Urdu).</i>

	Coordination Recommendations
CR1	<i>Guarantee minimum core funding for a fixed period (e.g. for three global shelter coordination and information management posts for two years). During this period, seek internal and external sources of sustainable funding for shelter coordination on the model of FACT or HEOps or other Clusters. Advise and support the Emergency Shelter Cluster in developing fundraising strategies and in mobilising resources from statutory and other donors, or from sponsors.</i>
CR2	<i>Guarantee minimum advance funding for a fixed period (e.g. for a minimum of four IFRC-led Shelter Coordination Team deployments a year for two years, each deployment lasting six months and a country team of four persons) During this period, seek internal sources of sustainable funding for shelter coordination on the model of FACT or HEOps or other Clusters. Advise and support the ESC in developing fundraising strategies and mobilising resources from statutory and other donors, and from sponsors. Carry forward any unspent balance to the next year.</i>
CR3	<i>Raise the profile of shelter coordination in contingency planning by identifying pilot countries in which the IFRC-led cluster and National Societies play a key role. Provide funding and opportunities for development and salaries for key staff in these countries in order to encourage retention and maintain predictability, profile and leadership.</i>
CR4	<i>Seek professional HR advice on how best to maintain the emergency shelter coordination roster. Attach dedicated support, (e.g. via an internship), to regularise and improve communications with roster members. Streamline financial procedures so that these do not present barriers to coordination team members and to coordination. (See also recommendation OR4 above.)</i>
CR5	<i>Seek professional communications advice from within the Secretariat, the membership or a business school to assist in developing a communications strategy for internal and external stakeholders, including National Societies. Promote the achievements of the IFRC in its ESC role, test awareness, use and user-friendliness of Shelter Cluster publications, videos and websites and make adjustments to quality and quantity accordingly.</i>
CR6	<i>Continue to formalise and make transparent the structure and work of the ESC at global level for the benefit of internal and external stakeholders, including National Societies, beneficiaries and donors. Seek ways of opening the global cluster to partners in countries beset by recurring natural disasters requiring a shelter response.</i>
CR7	<i>Pilot the use of a real-time “good enough” quality and accountability role in Shelter Coordination Teams, building on the type of stakeholder monitoring exercises conducted in Haiti, with the aim of sharing and using findings on stakeholder satisfaction at an earlier stage.</i>

1. Introduction

1.1 Evaluation Background

2005 General Assembly Decision

In 2005 a decision by the 15th General Assembly (GA) committed the International Federation of Red Cross and Red Crescent Societies (IFRC) to a leadership role in the provision of emergency shelter in natural disasters.⁵ The decision followed discussion of systemic gaps in response and expertise in the humanitarian sector identified in the 2005 Humanitarian Response Review.⁶

The General Assembly was conscious of the need

“to reduce the risk and impact of natural disasters for the millions of vulnerable people around the world by improving the predictability, timeliness and effectiveness of a comprehensive response to humanitarian crises while also contributing to the foundation for recovery”.

In view of the IFRC’s own experience in shelter and in the light of its new Global Agenda, adopted at the same meeting, the assembly urged National Societies and the Secretariat, as a priority,

“to scale up their capacity to provide emergency shelter in their response to the humanitarian needs following natural disasters”.

In addition, the GA supported the IFRC’s offer to the Emergency Relief Coordinator

“to take a leadership role in the provision of emergency shelter in natural disasters, on the basis of the conditions established by the Board and an agreement to be negotiated by the Secretary General and to be ratified by the Board”.

2006 Memorandum of Understanding

The IFRC subsequently signed and ratified an agreement with the UN Office for the Coordination of Humanitarian Affairs (UNOCHA) in 2006. This Memorandum of Understanding (MoU) pledged the IFRC (including interested National Societies) to:

1. Scale up the operational capacity of the IFRC in emergency shelter (Article 6.2).
2. Coordinate a network of interested stakeholders in order to enhance preparedness for emergency shelter response (Article 6.1).
3. Coordinate the provision of emergency shelter assistance at country level after natural disaster (Article 6.4).

⁵ International Federation of Red Cross and Red Crescent Societies, XVth Session of the General Assembly Seoul, Item 10.2, Republic of Korea, 11-14 November 2005

⁶ Adinolfi, C., et al., (2005), Humanitarian Response Review, United Nations.

Collectively, these are referred to in this evaluation as “the shelter commitment” of the IFRC. In response to discussions at the General Assembly, the MoU put in place a number of safeguards.

Firstly, it defined emergency shelter as:

*“the provision of basic and immediate shelter needs necessary to ensure the survival of disaster affected persons, including ‘rapid response’ solutions such as tents, insulation materials, other temporary emergency shelter solutions, and shelter related non-food items”.*⁷

The definition explicitly excluded transitional and permanent housing.

Secondly, the IFRC, as “convener” would not be responsible for fulfilling shelter commitments made by other agencies, or have an open-ended commitment to emergency shelter provision, as was the case with the lead agencies of other clusters.

The MoU also reaffirmed the paramount importance of the Fundamental Principles of the IFRC, notably the principle of independence, and of the Seville Agreement.

While the GA’s decision had been directed to ‘National Societies and the Secretariat’, the MoU pledged cooperation on emergency shelter with a potentially smaller group of ‘interested National Red Cross and Red Crescent Societies’, as well as with other ‘interested organisations.’⁸

The focus of this evaluation remains on emergency shelter as defined and limited by the MoU. However, it is important to acknowledge that the IFRC, National Societies and their partner organisations undertake a wider range of shelter activities than those of the shelter commitment alone. This is because the shelter commitment neither compelled nor restricted National Societies to the provision of emergency shelter: some National Societies are involved in the provision of emergency shelter following natural disasters; others continue to be active in shelter preparedness, resilience and recovery, in the provision of transitional or permanent shelter or the reconstruction of hospitals, schools and social centres.⁹

This wider experience of “sheltering”¹⁰ is largely outside the scope of this evaluation. Nevertheless, the wider experience continues to inform shelter discussion, policy, programmes and coordination by the IFRC, National Societies and their partner organisations. This is understandable because, in practical terms, emergency shelter is not delivered in a vacuum, disconnected from other stages of the sheltering process.

Following the MoU, a dedicated shelter and settlements department (SSD) was established in 2006 under the Programme Services division to support the IFRC in fulfilling its shelter commitment. The SSD comprises a core unit in Geneva and zone shelter delegates. Since its inception, the SSD has developed biennial plans and accompanying budgets, referred to as the Global Shelter Programme. The Global Shelter Programme is designed to support the IFRC in

⁷ IFRC-UNOCHA Memorandum of Understanding, signed September 19th 2006 (p. 4).

⁸ IFRC-UNOCHA Memorandum of Understanding, signed September 19th 2006 (p. 5).

⁹ <https://fednet.ifrc.org/en/resources/disasters/shelter/shelter-db/> Shelter database

¹⁰ IFRC, Global Shelter Programme Plan 2009/2010, (p.5).

fulfilling its shelter commitment, and also its development and implementation of other sheltering activities, including those identified above.

1.2 Evaluation Purpose and Objectives

In accordance with the Terms of Reference (Appendix A), the overall purpose of this evaluation is to appraise the progress on and impact of the commitments of the IFRC in taking up a leadership role in emergency shelter as defined by the decision of the 15th GA and the subsequent MoU signed with UNOCHA, as outlined above.

Within this overall purpose, the specific objectives of the evaluation are:

- (i) To appraise the progress and impact of the scaling up the operational capacity of the IFRC (Secretariat and National Societies) in emergency shelter (*Commitment 1*).
- (ii) To appraise the progress on and impact of the IFRC Secretariat's supporting enhanced preparedness in emergency shelter at a global level (*Commitment 2*), and coordinating the provision of emergency shelter assistance at country level after natural disaster (*Commitment 3*).

1.3 Evaluation Methodology

The evaluation employed a mixed methods methodology comprising the following:

- (i) Desk review.

The purpose of the desk review was to identify emergency shelter activities undertaken by the Secretariat and National Societies in order to establish what outputs have been achieved. This included activities such as emergency shelter provision, training and other related activities. It also considered the impact of these activities to the extent that this could be ascertained through available project reports, etc. An indicative bibliography is included in Appendix B.

- (ii) Questionnaire and / or informant interviews to key stakeholders including:

- the Secretariat;
- Zone and Regional Offices;
- National Societies;
- External partner organisations and donors;

Approximately 60 key stakeholders were consulted. A list of these and sample questionnaire / interview guide is included in Appendix C.

- (iii) Financial analysis of emergency shelter funds received (multi-lateral, bi-lateral, in-country), including IFRC budgets and expenditures on global, country and activity level, to the extent possible.

1.4 Evaluation Limitations

The following limitations apply to the evaluation.

- (i) The time period evaluated is September 2006 until April 2012, reflecting the date the MoU with UNOCHA was signed (and hence when the IFRC's shelter commitment commenced), to the commissioning of this evaluation. However, where appropriate, more recent data has been utilised to inform the results.
- (ii) For practical reasons, not all National Societies have participated in the evaluation. Selection of the initial group of National Societies invited to participate was done in conjunction with the IFRC evaluation managers. Ultimately, however, informants from individual National Societies chose whether to participate or not. Thus, the pool of National Societies that contributed to the evaluation represents a self-selected sample, strongly representative of those actively involved with shelter but not necessarily a representative cross-section of all National Societies. The views of a selection of National Societies *not* actively involved in shelter would have strengthened the evaluation, but this was not possible.
- (iii) Questionnaires were distributed in the English language only. Although informants were offered an option of responding in French, questionnaire language may have limited responses. It should be noted, however, that responses were received from some informants for whom English is not their native language.
- (iv) No travel was undertaken (with the exception of the Secretariat in Geneva). This is not considered to be a limitation as such, but rather a note of the methodology for clarity.
- (v) The differing financial reporting systems used in various parts of the IFRC made it difficult to extract, analyse and confirm shelter related finance data.
- (vi) The time allowed for the complete evaluation was a total of 60 working days (30 days x 2 persons) only.

2. The progress and impact of the scaling up the operational capacity of the IFRC in emergency shelter (Commitment 1).

The IFRC's specific commitments to scaling up its operational capacity comprised "*doing its best*" to a) make the humanitarian community aware of emergency shelter needs, and b) mobilise a response to those needs.

Since the implementation of the shelter commitment in 2006, the IFRC has completed more than 100 publicly reported operations following natural disasters in which some form of emergency shelter expenditure has been recorded. At least 20 more such operations are ongoing. Combined, these operations alone have resulted in approximately 23 million people receiving IFRC emergency shelter assistance. The total direct global spend on emergency shelter items over this period has been approximately 152 million Swiss francs¹¹. National Societies have made in kind donations of approximately 123,000 tents, 283,000 shelter kits and 4,000,000 tarpaulins with a combined value equivalent to 100 million Swiss francs. In addition, the IFRC has taken a leading role in the knowledge mobilisation of the emergency shelter sector through production of numerous training courses, publications, videos, forums, etc.

This section considers the specific achievements (progress and impact), financial analysis, and challenges of scaling up the operational capacity of the IFRC in emergency shelter. Specific recommendations on this aspect of the shelter commitment are provided.

2.1 Achievements

a) Human Resources

Progress toward scaling up the operational capacity of the IFRC in emergency shelter in terms of human resourcing commenced with the formation of the SSD. Four of the five senior officers¹² within the SSD core unit are responsible for both a thematic deliverable of the Global Shelter Programme (e.g. best practice development, capacity development, technical development, etc.), and also dedicated operational support to one of the zones. The responsibility of each senior officer for both a programme deliverable and operational support is an efficient use of resources which provides access to surge capacity in times of heavy demand (e.g. in 2010 when the IFRC responded to earthquakes in Haiti and Chile and to floods in Pakistan and in East and West Africa), and also a work continuum when there are comparatively few natural disasters (e.g. 2012). Further, this combination provides an important link between sector support development and operational reality thereby contributing to the relevancy of shelter support activities. To date, the SSD has (in conjunction with shelter delegates – see below) provided in-country operational support to more than 40 disasters in more than 30 countries. This is in addition to the constant remote technical support provided by the SSD to National Societies on DREFs, appeals, etc.

In addition, zone shelter officers provide a vital link between the SSD core unit in Geneva and the National Societies. Tellingly, the IFRC has been unable to achieve a consistent full complement of zone shelter delegates due to financial constraints, and this has adversely impacted on the delivery of the shelter commitment (see text box). At the time of writing, shelter officer positions in the Americas and MENA zones are vacant.

¹¹ As advised by Finance department. January 2013.

¹² The fifth officer is dedicated to the coordination of the commitment.

To expand the pool of available human resources, a variety of training programmes have been developed and delivered by the SSD since 2008. Ten shelter technical training courses have been conducted since 2008. These have resulted in a total of 134 people from 26 National Societies and the Secretariat being trained and registered for deployment in shelter technical roles. Of these, 121 are deployable as shelter delegates and 37 as shelter members of FACT or as leader of a shelter technical team.

Since 2011, at least six Regional Disaster Response Team trainings with a shelter focus have been delivered in Australia, Tajikistan, Morocco, Mexico and Bangladesh with a total of 142 participants from 40 National Societies.

Shelter Kit Training (SKT) has taken place 17 times. SKTs focus on the practical use of the IFRC shelter kit. They have taken place in 14 countries in the Americas, Africa and Asia Pacific zones with participation of 435 people from 16 National Societies. In addition, 3 SKT Trainings of Trainers have been conducted in Africa and Asia Pacific through 2011 and 2012 with participation of 50 people from 10 National Societies.

The scale of shelter training undertaken by the IFRC is significant. In terms of subsequent deployment of trained shelter personnel, 52 individuals have undertaken 69 deployments in 29 missions across 20 different countries since 2009. They have performed various surge capacity roles including: shelter member of FACT (15), shelter technical team (12), relief ERU¹³ (8), recovery assessment team (5), shelter evaluation / short support (11) and shelter technical advisor in a shelter cluster coordination team (18).

However, retention and availability of trained shelter personnel for deployment is identified as problematic by evaluation informants and in programme reviews. The resulting shortfall in personnel, as exemplified in the case of Haiti¹⁴ (see text box), has meant that the IFRC has at times had to rely too heavily on SSD staff becoming operational. Further, the lack of deployment capacity has had a detrimental impact upon some shelter operations.

The importance of zone delegates in the shelter chain

From 2009 – 2011, a dedicated shelter officer in the Americas zone achieved significant progress. Activities included six Regional Intervention Team (RIT) shelter workshop trainings, ongoing technical operations support throughout the region, risk mapping of shelter responses in high risk countries, best practice dissemination, targeted technical training for National Societies, and partnership coordination both internally and externally, resulting in improved practice and take up of shelter activities by National Societies. As a result, shelter was successfully established as an independent programme within the zone office; the first of its kind in the IFRC. However, removal of funding for the shelter officer has resulted in the loss of the role, and the subsequent elimination of the shelter department. Maintaining momentum in shelter activities will now be problematic. Conversely, the deployment of a shelter delegate to the Africa zone in late 2012 has already shown a positive impact with greater promotion of shelter activities and opportunities to National Societies.

Trained capacity but not deployed

“With the exception of the Relief ERUs there was no other operational shelter capacity deployed by the Zone or otherwise mobilised through rapid recruitment. This is perhaps the most significant issue in the shelter response in Haiti. The shelter technical team (deployed from Geneva, comprising members of the Geneva technical department and others recruited by the Geneva department due to the lack of availability of any Participating National Societies technical roster personnel) was deployed to provide the technical support (the “thinking”) to aid the operational personnel, who never materialised. This led to the oft-repeated criticism that the STT spent all their time “thinking” and not “doing”.

Haiti Real-Time Evaluation

¹³ A shelter training module has also been developed and incorporated into ERU training.

¹⁴ Fisher et al, (2011), The Haiti Earthquake Operation – Real Time Evaluation for the IFRC (p.36).

Recognising that this shortage of deployment resource availability may have stemmed from lack of trained local National Society staff (as opposed to PNS staff), a more targeted form of training has been identified and implemented, with a clearly identifiable value chain (see text box below).

In addition, the reach of IFRC shelter training materials has been extended through partnership arrangements. These include accreditation by recognised University education providers (e.g. Oxford Brookes University in the UK), or through IFRC input into specific University courses (e.g. Master of Disaster at Copenhagen University, Denmark). Discussions are also being held to explore similar arrangements with institutions in Spain (Open University of Catalunya), Australia (RMIT University) and France (CRATERRE / University of Grenoble).

The impact of training local counterparts

An Australian Red Cross shelter delegate was deployed to Tanzania in 2009. The delegate, impressed with his local counterpart, suggested that he should undergo shelter technical training. Presumably funded by IFRC, the TRCS delegate attended shelter technical training in 2010. Subsequently, following floods in Tanzania in 2011, TRCS managed to take the lead as the only shelter actor on the ground, successfully constructing 556 temporary shelters The TRCS, through the shelter focal point, trained about 75 TRCS volunteers (30 women and 45 men) and 60 national Service men on the construction of temporary shelter using a replica IFRC shelter kit locally purchased and some tarpaulins donated by UNHCR. The TRCS focal point is also believed to have subsequently delivered shelter kit "training of trainers" training in Sudan in 2012.

Similar extension of IFRC reach has also occurred through partnerships with the private sector. In 2011, shelter technical training was delivered to representatives from the private sector and for members of the Disaster Resource Partnership (DRP) of the World Economic Forum (WEF). Twelve people from four different companies participated. This training is part of a wider collaboration between the IFRC and the DRP-WEF that aims to create a common mechanism for qualified personnel from large construction companies who can be made available for shelter actors after natural disasters on a pro bono basis.

The immediate impact of such arrangements on emergency shelter operations is not yet discernible. However, they provide a forum for wider participation in emergency shelter provision, and also recognition of the IFRC as an operational provider in that field. Such training partnerships also provide direct opportunities for IFRC and National Society staff. For example, the Shelter After Disaster course at Copenhagen University has included ten participants from nine National Societies.

b) Hardware

In addition to human resource developments, the IFRC has also developed a number of technical resources in support of the shelter commitment.

The IFRC shelter kit is one of the more prominent of these. The shelter kit was developed as a flexible and cost efficient alternative to tents, recognising that tents may be less than ideal in so far as being used as a proxy for permanent housing solutions. The shelter kit comprises tarpaulins and / or tools that can be used to make a stand-alone shelter, or to undertake repairs to damaged shelter. The pre-positioning of shelter kits provides a rapid response mechanism for emergency shelter needs, as many informants acknowledged.

Logistics records indicate that almost 150,000 kits were dispatched from regional warehouses between 2006 and 2012, approximately six times the number of tents dispatched over the same period. This further indicates that the shelter kits are often considered preferable to tents as an emergency shelter solution (see text box). The specification for the tarpaulin included in the kit contributes to quality control in National Societies which use the same specification for their own pre-positioned stocks. An independently conducted survey¹⁵ of 1,000 beneficiaries following Cyclone Nargis in Myanmar found that 97.2 per cent were satisfied with the shelter kit in terms of meeting their immediate needs.

The versatility of shelter kits

Following Typhoons Ketsana and Mirinae in Vietnam in 2009, VNRC distributed 8,000 plastic sheets to use as shelter material. Many households who lost their shelters stayed temporarily with family or neighbours, in public buildings or even in the open air. The plastic sheets could be used as a temporary roof cover or wall until the house had been repaired, facilitating an earlier return home. According to the survey, 50% of respondents said they used the sheeting for a roof, while 24 % used it for walls. Twenty-three percent used it for other purposes, such as drying rice and animal sheds. The respondents were very satisfied (82%) or satisfied (18%) with the sheet quality. The team observed sheets being used to prevent leakages, for roofs or walls and as veranda cover. Most sheets were used now for other purposes or stored for future disasters. Plastic sheets proved to be more appropriate and cost effective shelter material than tents.

Although shelter kits are often more flexible than tents, the latter also have their place, and are more suitable in certain contexts. Therefore, the development of appropriate tenting solutions for use in emergency shelter has continued, largely within a collaborative project between the IFRC, ICRC and UNHCR. This project has developed several new tents, and optional winterization kits for cold climates. Numerous other emergency shelter technical research activities have been undertaken such as efficient stove analysis, fire retardants for plastic sheeting, anchorages, timber framing etc. The recent establishment of the Shelter Research Unit (supported by the Benelux National Societies) represents an opportunity for the IFRC to undertake a leading role in applied research on emergency shelter solutions.

Extract from Independent evaluation.

Ongoing review of non-food items (NFI) in the emergency items catalogue has contributed to quality improvements, either directly or by way of proxy items which reflect IFRC specifications, sourced by National Societies. The 2009 evaluation¹⁶ of the cold wave operation in Bosnia Herzegovina found the increasing quality of NFIs during initial response particularly positive. Also, it was noted at National Society level that integrating shelter items with household items and creation of the family household kit, has improved distribution efficiency of shelter items. Conversely, an independent review¹⁷ of the IFRC response to the Pakistan floods of 2010 found that some NFI were culturally inappropriate and functionally deficient.

¹⁵ IMMRD Research Services, (2008), Shelter Kit Survey. (p.16)

¹⁶ Ødegård, (2009), Cold wave operation in Bosnia and Herzegovina, Are people reached listened to? (p.7)

¹⁷ Murtaza, (2011), Evaluation of the Relief Phase of the International Federation of Red Cross Red Crescent Societies/Pakistan Red Crescent Society Monsoon Flash Floods Operation (p.13).

The impact of these technical developments can also be considered by reference to the proportion of emergency shelter materials relative to total emergency supplies.¹⁸ Figure 1 shows the main IFRC¹⁹ disaster response supplies by monetary value, both in total (pie chart right) and year on year (graph below) for 2007 to 2012. Overall, shelter materials represent the largest portion of disaster response supplies by financial value, at just over 25 per cent. This proportion is supported by findings from an analysis of all final reports for natural disaster operations since late 2006, which

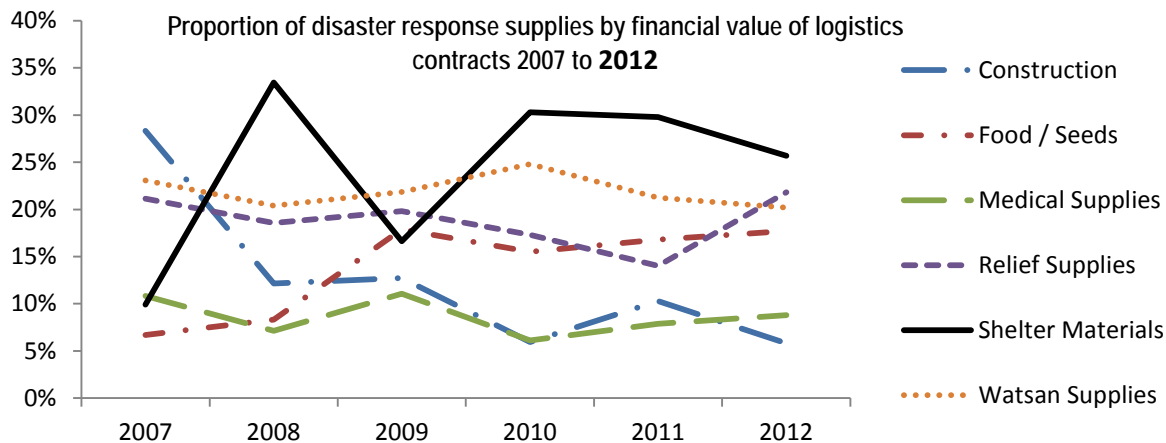
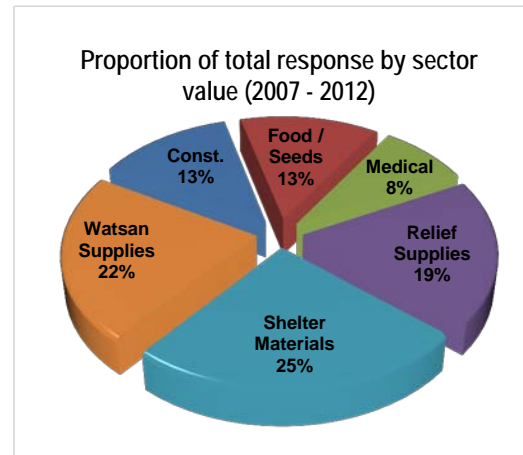


Figure 1

found that shelter relief supplies represented approximately 33 per cent of the overall total. A further study undertaken in the Asia-Pacific zone found that shelter relief supplies contributed approximately 28 per cent of total relief supplies. Furthermore, this proportion represents an increasing trend over the study period; only shelter materials and food / seeds categories show an increasing trend in terms of percentage contribution to total disaster response supplies.

c) Knowledge Mobilisation

In addition to developing guidelines and standards for technical hardware support (e.g. tents, shelter kits, plastic sheeting, etc), the IFRC has taken a leading role in the mobilisation (collection and dissemination) of emergency shelter knowledge. This is often used as a mechanism for developing partnerships with external organisations. Notable examples include the Participatory Approach for Safe Shelter Awareness (PASSA) tool (which is being shared in the sector through collaboration with Habitat for Humanity), the shelter safety handbook and the owner-driven housing reconstruction guidelines. The IFRC Shelter and Settlements website hosts a broader library of shelter publications, whilst FedNet contains documents relating to

¹⁸ No data could be found to determine the proportion of IFRC emergency shelter response in relation to the overall emergency shelter response.

¹⁹ This analysis includes only procurement done by Geneva and Regional Logistics Units .

policy and best practice in sheltering. The annual publication of shelter case studies (in conjunction with UN-Habitat and UNHCR) provides an important platform for dissemination of an array of sheltering interventions, including emergency shelter.

In addition, the IFRC has produced a range of video based materials, publicly available through mainstream social networking sites such as YouTube, Facebook, etc. The IFRC YouTube shelter playlist has a total of 69 shelter-related videos which had been viewed almost 400,000 times as at January 2013. The three most frequently viewed items focus on construction of safer shelter in the context of hurricanes and the use of bamboo as a construction material.

The IFRC has taken a lead in the emergency shelter sector by promoting shelter as a process, rather than simply a product. This reflects current notions of shelter which link safe sheltering closely to livelihoods, security, health and the formation of social capital. As one informant (an external partner) put it, this is a “21st century view of shelter”. This approach to shelter has yet to be mainstreamed throughout the IFRC (either at National Society or Secretariat level). However, it provides a platform for continuing dialogue and for better understanding of the complexity of sheltering, and is appreciated by non-shelter actors (e.g. at Secretariat level) with shelter experience in the field. This potentially complex approach to shelter has been well captured and disseminated in the Shelter Effect video (Figure 2). In a sense, the impact of this approach to shelter is reflected in the popularity of the safe shelter construction videos referred to above.

In accordance with this approach, the IFRC has developed and implemented alternative emergency sheltering solutions; for example, the use of cash or vouchers in lieu of traditional shelter interventions following the earthquakes in Chile and Haiti. Case studies on the use of such interventions were presented at the UK Shelter Forum. A training module on cash and shelter was developed by the IFRC in conjunction with the Cash



Figure 2

Learning Partnership and delivered during the Shelter Coordination Workshop in Geneva in November 2011.

More recently, the IFRC has given prominence to the relationship between livestock and shelter, facilitating a presentation on the Livestock Emergency Guidelines at the Shelter Coordination Workshop in October 2012. Upon conclusion of the presentation, a National Society shelter delegate commented, “I shall never think of shelter in the same way again”, evidencing the immediate impact of such activities on the shelter sector. Other shelter-related issues such as regulatory barriers, housing law and property are also being given prominence through IFRC-hosted technical forums, underlining the importance of such platforms for dissemination.

The IFRC has also taken a leading role in developing global standards. It led revision of the shelter, settlements and NFI section of the Sphere Handbook. Sphere is recognised as the leading set of standards following disasters and hence the IFRC’s role in its revision is likely to influence a broad range of emergency shelter providers.

d) National Societies

The MoU pledged that the IFRC ‘in co-operation with interested National Red Cross and Red Crescent Societies’ would deliver the objectives of the shelter commitment. Thus the MoU neither compels National Societies to scale up their emergency shelter operations, nor restricts them to the provision of emergency shelter only.

It was not possible to establish exactly how many National Societies undertake emergency shelter activities, although both the Asia-Pacific and Americas zones reported that the uptake of emergency shelter by National Societies is increasing. However, analysis of final reports for natural disaster emergency operations since 2006 indicates a spread of approximately 60 National Societies involved in the provision of emergency shelter. A 2011 review²⁰ of strategic plans from 53 National Societies revealed that 68 per cent made reference to “*emergency stocks and shelters*”.

What can be established is that the commitment has been implemented through a variety of activities. Certain National Societies have taken a leading role in shelter programmes as Operating National Societies (e.g. Madagascar, Mozambique, Philippines, Indonesia), or as PNSs (e.g. France, Australia, United States), or both (e.g. Colombia). Others have contributed strongly to capacity building by supporting training at international and / or bilateral level (e.g. Australia, Britain, Spain, Denmark). Still others pursue their interests in transitional and / or permanent housing (e.g. Spain, Canada), or build on existing strengths in emergency shelter relief distribution to embrace these other aspects or phases of shelter (e.g. Pakistan). Specific expertise has also been developed by National Societies (e.g. Jamaica and hurricane shelters or Indonesia and bamboo shelter construction). The Benelux National Societies support the Shelter Research Unit. Other National Societies are, with support from the SSD (and hence indirectly resulting from the shelter commitment), entering into the transitional / permanent housing space (Denmark, Qatar). A small group of National Societies provides bilateral support to the Secretariat in fulfilling the shelter commitment, either through direct funding or in kind support of the SSD.

It would be incorrect to suggest that these activities have occurred solely as a result of the shelter commitment. Clearly, significant capacity existed prior to this in many cases. Yet it is reasonable to infer that the expansion of National Society activities has been facilitated, at least in part, by the shelter commitment. The capacity of National Societies to implement shelter activities has been developed through the pre-positioning and / or harmonisation of emergency shelter stocks (e.g. French Red Cross Caribbean Disaster Management Platform, Madagascar, Mozambique, Pakistan, Australia, Indonesia) various training, capacity building activities and / or recruitment of dedicated shelter delegates (e.g. Denmark, Madagascar, Australia, Mozambique, Philippines, United States), and participation in relevant working groups (see below). In support of these activities, shelter is included in some National Societies’ strategic plans / operating procedures (e.g. Denmark, Madagascar, Australia, Indonesia, Mozambique, Pakistan).

The total value of this support could not be quantified. However, in kind emergency shelter material support from National Societies from 2006 to 2012 included approximately 123,000 tents, 283,000 shelter kits and 4,000,000 tarpaulins with a combined value of 100 million Swiss francs. An analysis of final reports for natural disasters occurring since late 2006 and which had

²⁰ IFRC, (2011), *Aligning with Strategy 2020. A brief review of National Societies’ key documents* (p.2).

an emergency shelter component found that PNSs contribute the overwhelming proportion (72 per cent) of funding and support.

The most prominent working group at National Society level is the global Shelter Reference Group. It provides interested National Societies²¹ with a platform to contribute to the IFRC's wider shelter agenda (i.e. not restricted to emergency shelter). In 2011 this group developed a framework which clarifies shelter roles and responsibilities of different actors following natural disasters, (for example, FACT, relief ERU, shelter technical team, shelter delegates at zone and country-level, shelter coordinators, assessment teams for recovery phase, etc.), and which can assist in maximizing the effect of shelter interventions. Similar groups of interested National Societies also operate at zone level (e.g. Americas). However, some informants were concerned about access to the Shelter Reference Group by National Societies with comparatively limited financial resources and at least one National Society was unaware of the Shelter Reference Group's existence.

National Society informants who contributed to this evaluation felt that the shelter commitment had had a positive impact on their National Society. They cited technical improvements to tools, equipment and, most frequently, provision of a framework that enables capacity development in the shelter sector, both for National Societies and for partners. This aspect should not be underestimated: there is good evidence of bilateral capacity building in the shelter sector at country level (see text box). This activity may not always be readily identified at global level, but clearly strengthens capacity not only in the shelter sector but in the IFRC itself.

Capacity building at the country level

"Through the First Response Initiative project of the Canadian Red Cross in Central America, induction to Honduran Red Cross in shelter was possible. As result, the National Society has introduced shelter as part of their national plan.... Additional induction sessions took place with the Costa Rican and Paraguayan Red Cross Societies."

Americas Zone Report 2011.

Informants also believed that the shelter commitment had had a generally positive impact on provision of emergency shelter after natural disasters, in particular because of the pre-positioning of stocks. The impact this had on the IFRC was generally considered positive. However, some caution was expressed because it also resulted in enhanced expectations of National Societies:

"Government automatically entrusts the IDP sites management to MRC volunteers."

For example, the shelter commitment has helped both the Madagascar and Mozambique National Societies to position themselves as the leading emergency shelter agency in their respective countries. This in turn reflects the impact the shelter commitment has made on governments in those countries. Elsewhere, however, impact on government has not always been positive. In Vanuatu, the National Society was asked by the government to take responsibility for shelter in contingency planning because of the IFRC's shelter commitment but the National Society did not have the capacity to do so (the inference being that the National Society was thereby placed in an awkward situation).

²¹ In 2012, the Shelter reference Group meeting was attended by American, Australian, British, Canadian, Danish, Netherlands, Swedish, Swiss Red Cross, Qatar Red Crescent, IFRC shelter research unit, and SSD.

2.2 Financial Analysis

a) Shelter and Settlements Department

The SSD's operating budget, income and expenditure are shown in Figure 3. After the large initial discrepancy in 2007 (understood to be due to the requirement to pre-position a large quantity of emergency shelter items), it can be seen that expenditure has consistently been reduced in line with income received. Income has been consistently below budgetary requirements, although the two variables appear on track to converge. (Note: income for 2012 includes approximately 650,000 Swiss francs, a budget reallocation from Tsunami Unit funding). Notwithstanding this, income for the SSD has been in decline since the inception of the commitment, resulting in expenditure that is consistently below budget.

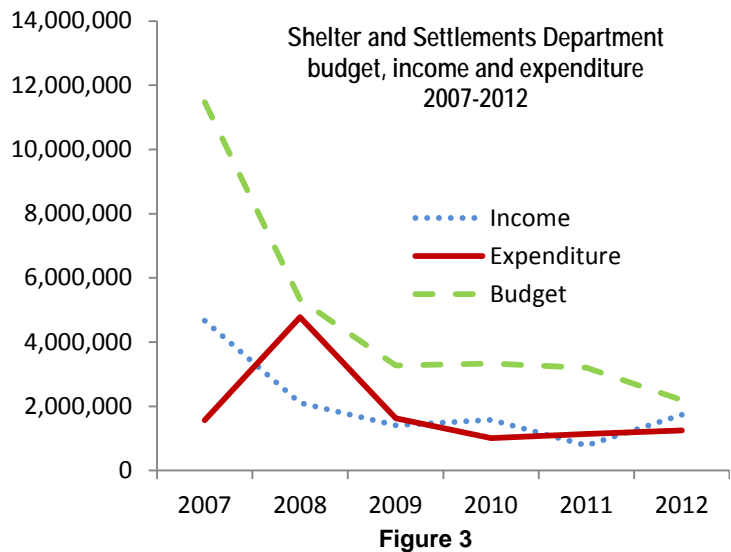


Figure 3

The SSD's income sources for the period 2007 to 2012 are shown in Figure 4 below. This demonstrates an overwhelming reliance on external sources of funding (governments and multi-lateral donors). These sources of funding have been in general decline since the inception of the SSD although 2012 has seen a reversal of this trend. PNS funding increased significantly between 2010 and 2011 but has diminished somewhat since then. The bulk of this funding comes from a small group of National Societies and reflects confidence in both the performance and direction of the SSD. As noted above, the sharp rise in other sources of funding for 2012 represents a balance re-allocation from Tsunami Unit funding.

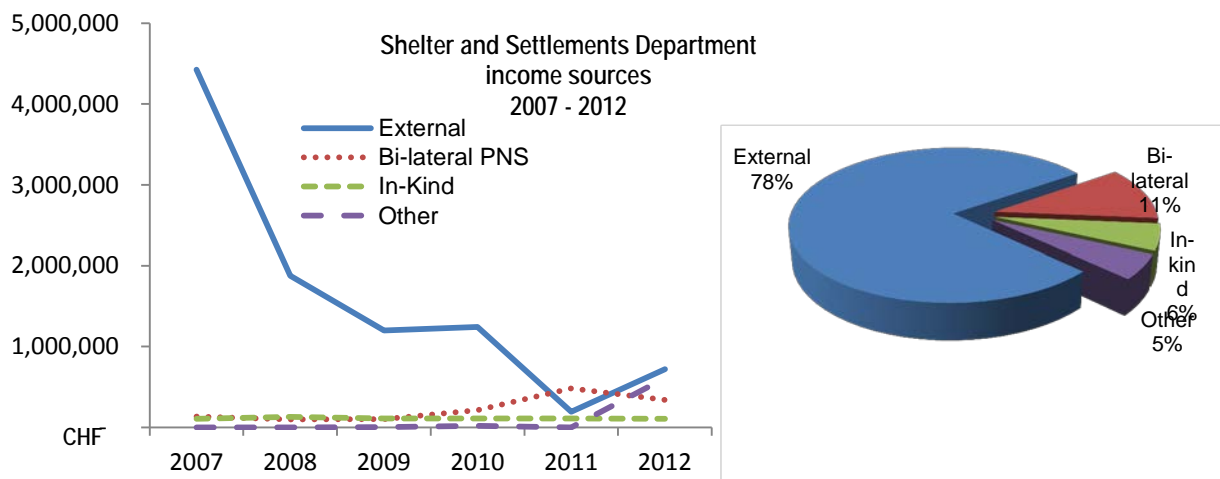


Figure 4

Reduced funding at the global (and zone) level has curtailed the activities undertaken within the shelter commitment, and thus impeded its progress.

b) Operations

Direct global shelter relief expenditure (tents, kits, tarpaulins etc.) from 2007 to 2012 was approximately 152 million Swiss francs. This excludes direct bilateral support to National Societies, which although significant could not be fully quantified²². By comparison with other forms of shelter / construction activity undertaken by the IFRC, global shelter relief expenditure represents twice the amount spent on permanent shelter, almost four times the amount spent on transitional shelter, and five times the amount spent on construction of health and education facilities over the same period.

The total of 152 million Swiss francs was sourced predominantly (68%) from disaster response funding (either from emergency appeals funded by multi-lateral contributions or from DREF Operations grants). Twenty-seven per cent of shelter relief funding was received through bi-lateral support services (mostly regional logistics units), and 5 per cent from Annual Sources (now referred to as Development Programmes), including multi-lateral contributions from National Societies, government, corporate or private donors.

The majority of emergency shelter programmes are financed through disaster response funds. Therefore, an analysis of final reports on natural disaster operations with an emergency shelter component since September 2006 was undertaken. This analysis identified budget and expenditure data relating to emergency shelter, as shown in Figure 5.

It can be seen that since 2007 actual expenditure on emergency shelter supplies has closely followed budget estimates. The gap between the two, quite evident in 2006, has narrowed consistently since then. This suggests an increase in efficiency and predictability in the supply of emergency shelter following natural disasters, evidenced by budgets which closely reflect actual needs. Of course, budgets are revised during operations to match revised needs and funds received, thus providing a closer correlation between budget and expenditure. Nevertheless, it suggests that there is a high degree of predictability of cost with respect to the provision of emergency shelter (presumably assisted by the pre-positioning of stocks). This in turn would help enhance overall predictability of response.

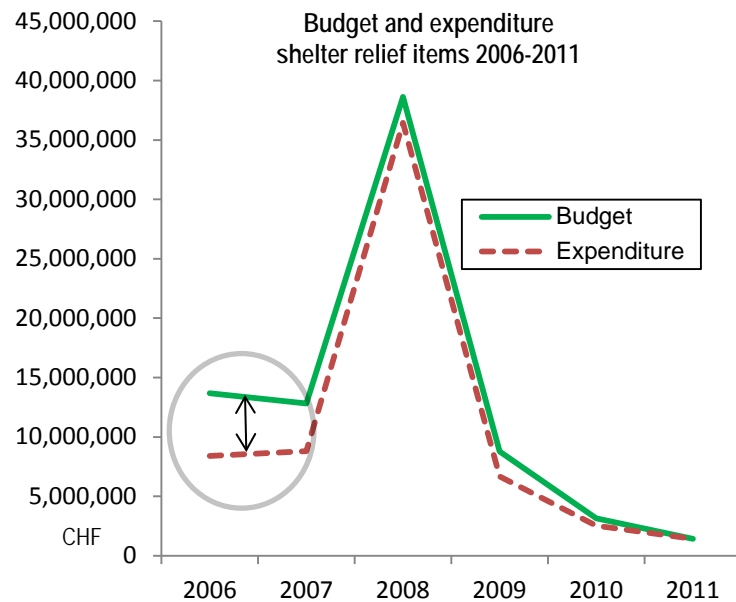


Figure 5

Emergency shelter appeal coverage in the above analysis is 82 per cent compared with 89 per cent appeal wide (i.e. including all sectors). This lends support to the contention on enhanced predictability of the emergency shelter component of natural disaster response.

²² This information is not tracked in the IFRC financial system at global level.

Figure 6 shows funding sources²³ for operational expenditure of the above analysis. It can be seen that by far the largest proportion of funding for emergency shelter operations (72 per cent) comes from PNSs. The remainder comes from external sources (governments, multi-lateral and private donors), with less than 1 per cent from other sources.

Funding sources - final reports on disaster responses which include emergency shelter expenditure
Sept. 2006 to 2011

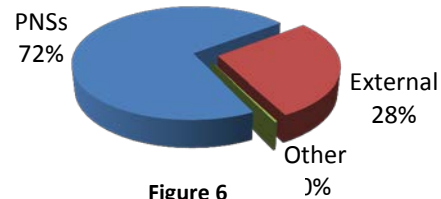


Figure 6

2.3 Challenges and Recommendations

1. Funding is a continuous challenge. Shelter is not necessarily considered a foremost priority by the IFRC and is not explicitly mentioned in the logical framework which underpins the 2011 DFID Agreement on long term funding for the IFRC. As a programme support service, the SSD remains vulnerable to fluctuations in funding. In turn so too does provision of support for the shelter commitment.

Operational Recommendation 1: Continue to pursue innovative sources of funding and consider new funding streams (e.g. cost recovery of training provision and other relevant services, provision of consultancy services). Ultimately, the recommendations contained herein, and the overall fulfilling of the commitment, rely upon regular sources of finance.

2. The shortage of zone shelter delegates has been detrimental to fulfilling the shelter commitment. Zone delegates are a vital interface between the support services / policy setting of SSD (“the thinkers”) and the operational realities of National Societies (the “doers”), and also in facilitating the partnerships between National Societies which are fundamental to progressing the emergency shelter operational scale-up at country level. Zone delegates require a diverse set of skills and personal attributes and are a vital link in facilitating the emergency shelter value chain of the IFRC. Without zone delegates, the shelter commitment will continually struggle to fulfil its potential.

Operational Recommendation 2: Give urgent priority to staffing the vacant zone shelter delegate positions, preferably on long term basis, notwithstanding funding constraints. This will enable the necessary relationship building to occur to progress the commitment. In addition, consider developing shelter support positions at the zone level. These could be staffed through various means including non-traditional approaches (e.g. internship programme, or secondments / sabbaticals from local industry, government, NGO and academic institutions).

3. There is a lack of operational clarity at zone level regarding implementation of the overall emergency shelter strategy. Whilst the SSD long term planning framework 2012-2015 provides an overarching strategy it needs to be further contextualized and operationalised at the zone levels.

²³ Funding sources across the entire operation.

Operational Recommendation 3: Develop operational plans at the zone level where necessary, with inputs from National Societies, and harmonized with the SSD long term planning framework.

4. There is a difficulty retaining a pool of trained, rapidly deployable shelter delegates. Allied to this, there is a lack of widespread regular communication with (at least some) shelter delegates who are employed outside the IFRC.

Operational Recommendation 4: Review the shelter delegate roster to identify reasons for lack of retention of shelter delegates and / or deployability inhibitors. Follow through initial discussions for SSD to leverage off the HR roster system. Give continued focus to training up local staff of National Societies. Develop and implement a communication strategy to maintain regular contact with those shelter delegates employed outside the IFRC. (See also recommendation CR4 below.)

5. Ultimately, the success in implementing the shelter commitment will rest with the National Societies. A small (but growing) number of National Societies have taken a leading role in the operational provision of emergency shelter. However, the overall capacity of National Societies is considered by many informants to be low and represents an impediment to fulfilment of the shelter commitment.

Operational Recommendation 5: Through the zone delegates, continue efforts to increase the overall capacity of National Societies in shelter through enhanced use of lessons-learned workshops, case studies, networking, etc., combined with targeted training (as above). Expand the Shelter Reference Group membership through supported involvement of interested, but comparatively resource-challenged, National Societies via representation and / or hosting, particularly those from countries beset by recurring natural disasters requiring a shelter response.

6. There is a lack of coherent understanding of the role of “shelter” in emergency response. Certain pockets at all levels of the IFRC clearly appreciate its multi-faceted dimensions, variety of implementation options, and impact of the *sheltering process*, together with the need for dedicated shelter technical expertise to support it. Conversely, others consider *shelter* to be simply a relief activity involving little more than the distribution of goods. Whilst such differences are inevitable to some extent, the latter mindset frustrates the mainstreaming of emergency shelter within the IFRC, or the potential benefits that mainstreaming of emergency shelter can provide, particularly to National Societies. This in turn inhibits greater fulfilment of the operational component of the shelter commitment.

Operational Recommendation 6: Develop a targeted communication strategy to market the shelter message (in all its dimensions), to all levels within the IFRC (Secretariat, zones, National Societies), and also external partners and donors. This strategy should also reiterate the nature of the IFRC shelter commitment and who is accountable for delivering it.

7. There is a lack of a widespread, implemented and uniform quality and accountability framework or feedback mechanism for emergency shelter interventions. As informants (Secretariat) put it, emergency shelter has no operational KPIs. Independent evaluations are conducted for large scale emergency shelter interventions. However, such interventions

represent only a small proportion of the total number of interventions undertaken²⁴. The lack of such an evaluation mechanism renders it difficult to identify and chart broad beneficiary impact and accountability in terms of human resource training (e.g. deployments), technical hardware quality and appropriateness (e.g. tents, kits, NFIs) and also knowledge management (e.g. tools, publications).

Operational Recommendation 7: Develop a low cost self-certification quality and accountability mechanism for emergency shelter interventions for use by National Societies. At a minimum this would include measureable indicators of scale, timeliness, appropriateness / relevance (both culturally and functionally), technical quality (including adherence to standards), cost efficiency, impact and accountability. Data could be sourced and triangulated through, for example, simple sample surveys of beneficiaries, implementers and partners. Participating National Societies could support this requirement by making it a condition of bilateral project funding.

8. There is currently no systematic collection of data which centralises the volume of emergency shelter interventions undertaken by the IFRC. This begs the question as to whether the IFRC is fully aware of the extent of emergency shelter interventions that it undertakes. A database of shelter activities has been developed and is available on FedNet. However, it has not been maintained as no entries after 2008 were returned. This information would prove useful for shelter strategy development and advocacy purposes.

Operational Recommendation 8: Capture what the IFRC does in shelter, e.g. populate the existing shelter database (or similar) with completed projects and thereafter keep it maintained. The database also be expanded to include KPIs (see OR7 above) and institutional learning components (e.g. key lessons learned).

9. Informants (Secretariat, zones) to the evaluation identified a disproportionate focus on large scale emergencies, at the expense of smaller scale events, which form the overwhelming majority of responses) These smaller events do not necessarily attract established global tools (e.g. FACT, ERU, STT), which prompts a question about whether the IFRC has the most appropriate mechanisms for such events or if there gaps that could be addressed?

Operational Recommendation 9: Recalibrate operational focus upon smaller scale disasters, including the identification of gaps or enhancements necessary from the National Societies' perspective. In particular, support National Societies to develop relevant partnerships at country level which facilitate emergency shelter interventions.

10. Achieving a balance between the operational and coordination components of the shelter commitment is difficult. It was considered by a number of informants that undue weight is given at Secretariat level to the coordination aspect of the commitment at the expense of the operational component. In support of this contention, a search of shelter reports on the IFRC website²⁵ returns 30 entries, the vast majority of which relate to shelter cluster evaluations. Further, confusion remains regarding the difference between the coordination and operation roles of the IFRC, and the responsibility of the SSD within each.

²⁴ An analysis of final reports on natural disasters occurring from September 2006 onward, identified 107 interventions which had had an emergency shelter component. Three of these interventions (just under 3%), accounted for over 55% of the total expenditure on shelter relief items. However, a search of evaluation reports on the IFRC website found only 18 evaluations of programmes which had included an emergency shelter operation.

²⁵ <http://www.ifrc.org/en/publications-and-reports/evaluations/>

Operational Recommendation 10: Recalibrate SSD direction to provide greater focus on the operational component of the shelter commitment, coupled with a renewed communication strategy to differentiate the (operational and coordination) roles, and the responsibility of the SSD within them.

11. Although some documents have been translated into other languages, the written language of emergency shelter at the IFRC remains, to a large extent, English. This is understandable at the global level. However, more needs to be done to ensure shelter publications and training documents are available in languages other than English at operational level.

Operational Recommendation 11: Continue the production of emergency shelter publications and training tools in languages other than English (e.g. Spanish, Urdu).

2.4 Summary

The 15th GA decision in 2005 committed the IFRC to take a leading role in the provision of emergency shelter following natural disaster. This was to be achieved, in part, through scaling up the operational capacity of the IFRC in emergency shelter.

The progress against this commitment has been commendable, although variable. At global level, the IFRC has made noteworthy headway, underpinned by the establishment of a dedicated SSD with a committed, professional staff and leadership. This has led to the development of significant support resources including training services, technical materials, tools and publications. The development of these support resources has in turn expanded the level of human resources available for emergency shelter, whilst also creating numerous partnerships with external organizations. This has all been to the benefit of the IFRC.

At the zone level, the extent of progress has not matched that of the global level. Primarily this has resulted from a lack of staff in these pivotal positions due to a lack of resources. Where the positions have been filled, progress in fulfilling the shelter commitment has noticeably improved.

At country level, the shelter commitment has been taken up by a small (but growing) number of National Societies. This is reasonable given the different roles of different National Societies and the federated structure of the IFRC. Thus, progress on the operational component of the shelter commitment cannot be measured solely on the number of National Societies which “do shelter”, but also on whether an enabling environment exists for them to pursue their shelter interests. The evidence suggests that this is generally the case.

The broad impact of emergency shelter interventions upon disaster affected communities in large scale operations is largely positive, as evidenced by external evaluations. However, in the case of smaller scale operations, impact is more difficult to assess, primarily due to a lack of a widespread quality and accountability mechanism.

Nevertheless, emergency shelter items now represent the largest component, in financial terms, of IFRC relief supplies at global level. This is indicative of the importance of emergency shelter in assistance to people affected by natural disaster.

Despite insecure and declining funding at the global and zone level, the IFRC has established a foundation upon which to broaden and continue its commitment to scaling up its provision of emergency shelter following natural disasters. The recommendations in this report are intended to assist in fulfilling that objective.

3. Progress and impact of the IFRC Secretariat's support for enhanced preparedness in emergency shelter at global level (*Commitment 2*), and for coordinating provision of emergency shelter assistance at country level after natural disaster (*Commitment 3*)

The International Red Cross and Red Crescent Movement relies on the effective coordination of its constituent parts. Historically, it is no stranger to the opportunities and challenges which coordination presents. Its Statutes require it “to organize, coordinate and direct international relief actions.”²⁶

The IFRC *Handbook for Coordination: working together in international disaster response*²⁷ summarises the main mechanisms in place for coordination by the IFRC with its internal and external partners. It notes that the IFRC, “as a key player in international emergency response and as a standing invitee to the IASC” is an active participant in several of the humanitarian clusters which were established following the 2005 Humanitarian Response Review to improve coordination.

The clusters – “collections of organizations and agencies with capacities within a particular field of work, with an identifiable and accountable lead agency”²⁷ - operate at both global and country level. At global level, their aim is to strengthen preparedness and technical capacity to respond to humanitarian emergencies. Each cluster has a global lead agency or agencies to ensure that leadership is predictable and accountable. At country level, the clusters aim to ensure a more coherent and effective humanitarian response. They do this by mobilizing groups of agencies, organizations and NGOs to respond in accordance with jointly agreed strategies in key sectors of humanitarian activity.

Thus the cluster approach directly addresses the concerns regarding predictability and effectiveness of response voiced at the 2005 GA, and the IFRC collaborates with seven of the eleven clusters. In addition to its role in the Emergency Shelter Cluster (ESC), the IFRC is a leading member of the WASH (water, sanitation and hygiene) Cluster and of the Nutrition Cluster, both led by UNICEF. It also seconds a programme adviser to the Food Security Cluster team led by the World Food Programme (WFP) and the Food and Agricultural Organisation in Rome.²⁸ It attends meetings of the Logistics Cluster, also led by WFP.²⁹ It is a member of the Health Cluster, led by the World Health Organisation,³⁰ and of the Early Recovery Cluster, led by UNDP.³¹

In the case of emergency shelter, the 15th GA of 2005 and the subsequent MoU with UNOCHA publicly committed the IFRC not only to scale up its own shelter capacity but “to take a leadership role in the provision of emergency shelter in natural disasters”. The IFRC pledged it would convene or co-lead the ESC jointly with the United Nations High Commission for

²⁶ Statutes of the International Red Cross and Red Crescent Movement Art.6 para 4

²⁷ IFRC, (2010), *Handbook for coordination: Working together in international disaster response* (p.40)

²⁸ Food Security Cluster <http://foodsecuritycluster.net/team>

²⁹ MAA00028 30/04/2012 adore.ifrc.org/Download.aspx?FileId=25295

³⁰ Health Cluster [/www.who.int/hac/global_health_cluster/about/partners/en/index.html](http://www.who.int/hac/global_health_cluster/about/partners/en/index.html)

³¹ <http://ivorycoast.humanitarianresponse.info/LinkClick.aspx?fileticket=nktc5lyuK94%3D&tabid=71&mid=571&language=en-US>

Early Recovery Cluster: Key Things to Know

Refugees (UNHCR), which is responsible for emergency shelter coordination in situations of conflict.

Since the implementation of the shelter commitment in 2006, the IFRC has convened the ESC following natural disaster 23 times in 14 countries. It has also led and contributed to the establishment of the shelter sector through the development of numerous partnerships.

This section considers the specific achievements (progress and impact), financial analysis, and challenges of IFRC Secretariat's support for enhanced preparedness in emergency shelter at global level, and for coordinating provision of emergency shelter assistance at country level after natural disaster. Specific recommendations on this aspect of the shelter commitment are provided.

3.1 Achievements

a) Human Resources

The IFRC, like most international humanitarian organisations, had neither shelter expertise nor a dedicated shelter department at the time of its commitment. Staff of the IFRC Shelter and Settlements Department (SSD) had a dual responsibility: to support IFRC shelter operations and to establish and lead new coordination arrangements at global and country level. The preparation, innovation and dissemination by the SSD to establish the IFRC in its shelter coordination role are described in an external review conducted in 2009 and updated in 2011.³²

Until 2010, SSD staff continued to be responsible for both shelter operations and shelter coordination. However, two National Societies have provided the Secretariat with funding for two key coordination roles, known as "focal points". Since 2008, the Canadian Red Cross has funded a part-time (0.8 full-time equivalent) information management focal point. From 2011 the British Red Cross has funded a full-time Shelter Coordination focal point.

These posts, together with that of a dedicated Shelter Coordination Officer, part-funded (0.5 FTE) through core IFRC funding since 2012, are seen as essential in the re-structuring of the ESC to provide rapid surge capacity in response to shelter coordination requests in El Salvador in 2011 and the Philippines in 2011 and 2012, with identifiably positive impact.

In its response to natural disaster, the IFRC-led ESC continues to be regarded, as in 2009, as one of the best in terms of speed, capacity and expertise.

However, while other cluster lead agencies have started to build global commitment to coordination, informants to the present review consistently pointed to a barrier presented by lack of human resources in global roles, standby capacity and "peace-time" contingency planning for disaster-prone areas.

Successful cluster deployment following Hurricane Washi, Philippines, 2011

"The deployment of a Shelter Coordination Team (IFRC) was exemplary. Not only was it 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".

³² Davidson and Price, (2011), *A Review of the International Federation's Shelter Cluster Commitment*

The Shelter and Settlements Department remains fairly small in terms of full-time staff. Then there's a network of potential secondees. The problem with that arrangement is that it doesn't build capacity in the agency. More importantly, it doesn't build a learning curve in the agency. The agency doesn't internalise lessons because those people go home. Shelter is still a very minor part of that organisation in terms of staffing. It's perceived – and rightly so – as the go-to agency on shelter but it needs greater resources in terms of funding and staffing.' [Partner]

When there is a need, they recruit. When it finishes, when there is no more money left, they [staff] are let go. And come another disaster, then the Federation is back to square one. And the people who were trained previously will be involved somewhere else. [Zone]

The cluster seemed always quite keen to try and do more work, more contingency planning, more relationship building in-between emergencies at a regional and country level. But you can't do that with two staff, two people that are dedicated to doing shelter cluster coordination for the entire world. It's just not going to happen. [Partner]

All cluster lead agencies have a responsibility for building surge capacity. At the time of its shelter commitment, the IFRC was probably more aware than most of the value of having pre-positioned staff in place to provide global and surge capacity. This is evident both in the FACT structure and in the newly created Heads of Emergency Operations (HEOs) to which appointments have recently been made as part of the IFRC's continuing commitment to humanitarian reform and the so-called Transformative Agenda.³³ By comparison with other coordination activities, however, the IFRC-led ESC maintains little capacity. The capacity that it has is frequently short-term.

IFRC has not an emergency fund to deploy the Shelter Coordination Team immediately. Dedicated resources must be earmarked to it. [Zone]

For surge capacity, the SSD has established a roster of more than 200 people, a majority trained through web-based and residential learning developed by the IFRC in conjunction with UNHCR and cluster partners. Such rosters, however, provide limited opportunities for the IFRC to deploy, incentivise or retain those on them. The result is that candidates, frequently employed elsewhere or on other rosters, may be unavailable for deployment at the start of an emergency response.

Despite these challenges, the IFRC has deployed Shelter Coordination Teams in response to a total of 23 natural disasters in 14 countries since 2006 (as shown in Table 1 below), responding to approximately three disasters a year. The average size of coordination team deployed is three persons: a coordinator, technical coordinator and information manager. In some cases, notably the response to the Haiti earthquake, it has deployed larger teams.

³³ The IASC Transformative Agenda is a set of recommendations aimed at making the humanitarian response system more efficient and effective. It builds on the Humanitarian Reform programme of 2005 (of which the clusters were an outcome). It focuses on leadership, accountability and coordination. The IFRC has appointed a pool of three full-time Heads of Emergency Operations to work globally and provide surge capacity, This pool will be supported by a larger roster of developing HEOs (IASC: the Transformative Agenda, PPT; <http://ch.linkedin.com/pub/dorothy-francis/3/a2a/482>)

In addition, shelter coordination staff Table 1: - IFRC Shelter Coordination Deployments have provided technical support on information management to the Government of Chile following the earthquake of 2010, ongoing technical support for shelter coordination services in Mozambique after the storms and cyclone of 2012 and in Fiji following the floods in 2012. The IFRC has also supported contingency planning in Nepal, the Philippines, Kyrgyzstan and Mozambique.

The SSD has established staffing arrangements with some National Societies and global ESC partners (see next section), and external partners praised its success in finding staff for shelter cluster deployment. However, they also recognised that it sometimes does so against the odds.

Year	Emergency	Country
2006	Earthquake	Yogyakarta
2006	Typhoon Dorian	Philippines
2007	Cyclone and floods	Mozambique
2007	Cyclone, Yemyin floods	Pakistan
2007	Cyclone Sidr	Bangladesh
2008	Cold wave	Tajikistan
2008	Cyclone Nargis	Myanmar
2008	Koshi floods	Nepal
2008	Baluchistan earthquake	Pakistan
2009	Cyclone Aila	Bangladesh
2009	West Sumatra earthquakes	Indonesia
2009	West Java earthquake	Indonesia
2009	Floods	Burkina Faso
2009	Typhoons Ketsana and Parma	Philippines
2009	Floods	El Salvador
2010	Cyclone Giri	Myanmar
2010	Earthquake	Haiti
2011	Floods	Lesotho
2011	Tropical Depression 12-E	El Salvador
2011	Tropical Storm Washi	Philippines
2012	Seasonal floods	Peru
2012	Typhoon Bopha	Philippines
2012	Tropical cyclone Evan	Fiji

Table 1: Shelter Coordination Deployments

They project a very competent machine but actually, when you see what they are having to pull together piecemeal to make it happen, it's a lot of faff and a lot of time and energy ... I think they've really struggled to mobilize resources for surge capacity but they've still managed to staff clusters quickly and much more consistently than other cluster leads. [Partner]

IFRC has to be in the top two. I only hesitate because a lot of other [cluster lead] agencies have been doing work. WFP and UNICEF have invested in surge capacity. In terms of IFRC: IFRC [in Haiti] had a full complement: appropriate people, well-trained, by far the best cluster ... [Partner]

Such responses from external observers are a reminder of the high visibility of the ESC commitment. Indeed, the need for visibility and differentiation of IFRC services in a competitive fundraising market was one of the reasons the specialisation in shelter was considered.³⁴ An informant to the present evaluation noted:

Shelter was a very relevant commitment. If you think of Oxfam you think WASH. If you think of MSF you think of health. With the Federation it's everything and nothing. We're a jack of all trades. So I thought it [the commitment to shelter] was good. [Secretariat]

There is a perception too that the IFRC's global commitment to emergency shelter coordination itself rests on the commitment of a handful of resourceful and dedicated staff and consultants. This small group and its work is partially funded by the welcome yet short-term donations from

³⁴ Davidson and Price, (2011), A Review of the International Federation's Shelter Cluster Commitment, (p.21)

interested National Societies, by funds elicited through emergency appeals – and, extraordinarily, the capacity of individual consultants to advance working capital for the IFRC's coordination activities in the field because the IFRC itself is unable to do so. The fragility of such arrangements is obvious and far from the mainstream role for emergency shelter the GA envisaged.

b) Coordination Partnerships

All cluster lead agencies are required to develop and maintain global and country level partnerships with a wide variety of agencies. For the IFRC, these can be categorised into partnerships with:

- (i) UNHCR as co-lead.
- (ii) Components of the IFRC.
- (iii) UN / IOM, government and non-government agencies.
- (iv) Others.

As ESC convener, the IFRC has expanded these partnerships at both global and country level.

(i) UNHCR

Like most cluster lead agencies, the IFRC and UNHCR started work with a blank piece of paper. In 2007 they exchanged a Letter of Understanding, formally setting out responsibilities and the procedures for activating ESC coordination teams. Informants to the 2009 review, including the then ESC co-lead, acknowledged the lead agencies' good working relationship during and between meetings.

UNHCR established its own Shelter and Settlement Section in November 2011, putting in place funding for a structure that, to some extent, mirrors that of the IFRC's own Shelter and Settlements Department. As a result, the coordination officer and focal points in each of the two ESC lead agencies has a counterpart in the other.

UNHCR brings to the ESC experience in long term field deployments while the IFRC offers experience from sudden-onset and natural disasters. Two coordination team members brought UNHCR experience to the IFRC cluster deployment in Haiti. The cluster lead agencies continue to collaborate on a number of projects, including coordination training and the development of an accredited course on shelter and settlements at the University of Copenhagen.

UNHCR has benefited from a number of innovations pioneered by the IFRC. Among them are the use of a shelter coordination officer and global focal points, and the utilisation of services by ESC partner REACH on needs assessment in the field. The ESC website started by the IFRC, which serves as a resource on shelter and shelter coordination, is now jointly maintained by the cluster lead agencies. Like the IFRC, UNHCR plans to use independent reviews to monitor cluster coordination performance.

(ii) Components of the IFRC

As ESC convener, the IFRC has collaborated with approximately 12 National Societies which provide funding, for example, for global focal points at the Secretariat (see above), or second staff to field level clusters. Thus, in the extended ESC deployment in Haiti, 25 per cent of those recruited came from National Societies (in America, Andorra, Australia, Britain, Canada, Finland, France, Germany, Netherlands, Nigeria and Spain) In Madagascar, the Red Cross

Disaster Manager is focal point for shelter in a national contingency planning structure which is similar to a cluster. In Mozambique the Disaster Manager coordinates the shelter cluster during the preparedness phase and in response to smaller scale emergencies. A similar role is played by the Red Cross in Nepal.

However, there is a gap in participation by the IFRC itself as cluster partner at field level. One informant stated “As a coordinator, the hardest agency to get to the table is IFRC.” Informants held different views on the reason for this: one thought that the IFRC’s success in maintaining the division between operations and coordination made the cluster seem “off-limits”, another thought that there was a lack of instruction to managers at field level to coordinate their work with external partners. As noted in the 2009 review, there remains a lack of strategic communication about the IFRC’s role in the ESC. Notwithstanding the IFRC’s role in other clusters and its participation in the IASC’s new Transformative Agenda, there is a persistent view that the ESC is a ‘UN Cluster’ which competes for staff with shelter operations.³⁵

(iii) UN / IOM, government and non-government agencies

Some of the Shelter Cluster participating agencies have stepped in on different roles, such as ACTED with the assessment support, or CARE with the beneficiary communication support, and the creation of the Strategic Advisory Group has made other agencies more engaged in the global Shelter Cluster. [National Society]

As ESC convener, the IFRC has expanded cluster partnerships at both global and country level. Informants to the 2009 review credited the IFRC with opening cluster membership to others, particularly non-UN agencies.

The number of organisations participating in global Shelter Cluster meetings has continued to increase, from 7 in September 2005 to 31 in November 2012, as shown in Figure 7. Increased participation in the ESC parallels growth in a sector in which, as recently as 2004, only three large NGOs employed dedicated shelter expertise. Today at least ten such agencies have shelter expertise in house.³⁶

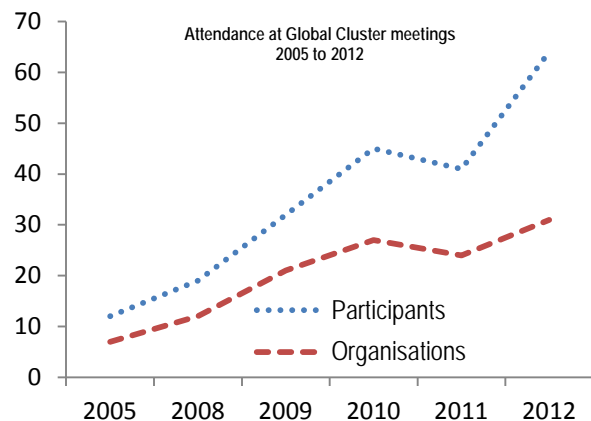


Figure 7

Until 2008, those attending global shelter cluster meetings in Geneva were predominantly staff of UN agencies and the International Organisation for Migration (IOM). Five years later, the global cluster has 30 partners.³⁷ Global partners include UNOCHA, UNRWA and UN-Habitat, but the majority of partners today are international NGOs. In 2013 partners include shelter response agencies, such as CHF, specialist technical agencies such as CartONG, and NGOs with a broad humanitarian remit, for example, Oxfam, Save the Children and World Vision. A list of global ESC partners is shown in Appendix D.

³⁵ Fisher et al, (2011), The Haiti Earthquake Operation – Real Time Evaluation for the IFRC (p.36)

³⁶ HERR and Shelter, Implications for Practice, Meeting Report, September 2011

³⁷ www.sheltercluster.org

At global and country level, partners increasingly take part in the strategic and working groups of the ESC. The ESC structure has been adopted by others and it is included as a model in the IASC's 2012 guidance on cluster coordination at country level.³⁸

Partnerships are increasingly being established through formal MoUs and Letters of Agreement which contribute to transparency and the management of expectations on both sides. Such agreements bring additional human resource capacity and technical expertise to the cluster at field level. Partner agencies CARE UK, CartONG, MapAction, UNHCR and the World Wildlife Fund provided 20 per cent of the Haiti shelter coordination team. Partners contribute to a common understanding of needs and gaps in shelter response and how to fill them (e.g. HelpAge, and the Shelter Research Unit of the Benelux National Societies).

The majority of informants praised the IFRC for its energy and commitment in establishing and maintaining partnerships which add to shelter coordination capacity and technical expertise.

I feel that the partnerships at the global level are well developed and utilise the skills and capacities of participating agencies well. I have always felt that IFRC have been an open and inclusive coordinator that understands the realities of the role. [Partner]

Nevertheless, the IFRC needs to continue the work it has begun in the last year to enhance the transparency and accountability of cluster processes, including partnership. It must ensure, as one partner put it, that "personality-driven politics" in Geneva do not "inhibit collaboration and partnership" at global or country level. Differences with IOM over cluster lead arrangements at country level have been addressed in the past year and this was welcome in the field.

It is difficult to determine the extent to which the IFRC-led Shelter Cluster develops appropriate partnerships, as the process to develop partnerships within the Cluster is not made clear. [Partner]

... I think there have been institutional clashes ... and I don't think that's been particularly helpful ... there are very clear reasons: there is a limited amount of money and everyone's trying to get the same pot but those Geneva politics do sometimes impinge on the field. [Partner]

[An] important achievement as well, was the approach to IOM at regional level, to try to identify between IFRC and IOM what the level of understanding at country level exists about the global position of IFRC for Emergency Shelter Cluster. [Zone]

(iv) Others

Work by the ESC to develop international links with private, technical and academic institutions at global level aid professional recognition of the humanitarian shelter sector and may result in funding or in kind support. However, informants were divided on their value. Some contrasted the strength of these links with sometimes weaker ones at national and regional level and in countries which regularly experience natural disaster. They felt there was more the global cluster could do to reflect the views and experience of partners in these countries and regions.

³⁸ IASC, (2012), Reference Module for Cluster Coordination at the Country Level, UNOCHA

The shelter cluster is a clique of international experts. I would like to see shelter knowledge sitting in country ... We should build up local knowledge there and that way build up closer contact with governments and with the people in those countries. [National Society]

This is perhaps to overlook work on contingency planning (noted above) by the ESC in countries such as Nepal where it is co-led by the Government of Nepal and the Nepal Red Cross, or to underestimate the challenges where access to affected populations is better assured by independence from government machinery than by cooperation with it. Nevertheless, the IFRC has recognised the potential exclusiveness of clusters at country level and should do so at global level.³⁹

At country level, it has started to address the need for language skills, documentation publications and websites in translation, and cluster meeting interpretation. Like other clusters and organisations, it needs to go further at both global and country level.

They did translate all the brochures and the pamphlets in the local language ... but I don't think that's enough ... As long as you do not conduct the trainings and capacity building in the local language in different contexts then half of the goals that you set forth – actually, you don't meet them. [Zone]

Other clusters have started to alternate global meetings in Geneva with meetings outside Europe or to bring participants from outside Europe to Geneva to demonstrate that "global" means neither "northern" nor Anglophone. Such measures may require additional funding at a time when budgets are under pressure in the IFRC and elsewhere. However, they also represent an opportunity for greater accountability. They enable international agencies to draw on experience and expertise in countries that use the services of cluster partners and in this way add to global capacity.

c) Performance and Reputation

It's very difficult to take a picture of the [coordination] work. [National Society]

If you have the right people and you can make a change in government policy or change in donor policy or a change, particularly in the first week, you can save millions of dollars with a clear advocacy message that goes to the right people. [Partner]

Demonstrating the impact of coordination is a challenge for all clusters. An evaluation by the IASC published in 2010 noted the difficulty in attributing changes in humanitarian response or in the situation of the affected population to the cluster approach.⁴⁰ As part of its work on the Transformative Agenda, the IASC has drawn up a common Coordination Performance Report Format.

Nevertheless, the IFRC has gone further than most cluster lead agencies in attempting to monitor its performance. It has commissioned external reviews of most IFRC-led cluster deployments, and conducted two online stakeholder surveys. External reviews are placed in the

³⁹ IFRC, (2012), *Shelter Coordination in Natural Disasters* (p.16).

⁴⁰ Steets et al., April 2010, *Cluster Approach Evaluation 2, Synthesis Report*, IASC 2nd, p 21.

public domain on the Shelter Cluster and IFRC websites. Findings have informed coordination and training.

As noted above, an evaluation of the ESC commitment was conducted in 2009. Following a recommendation in this report, the IFRC sought to assess the impact of the ESC work on affected communities through an evaluation in Haiti where the cluster had previously hired a local team to conduct a stakeholder survey in IDP camps.

Overall, the IFRC's coordination role is seen as positive by partners in terms of information management, shelter technical expertise and professionalism. The effect on the IFRC's visibility and reputation has been positive and there is little evidence that its independence has been compromised by its ESC role.

On the contrary, the IFRC was generally seen as adding to the authority of the ESC and the cluster to the reputation of the IFRC, even while the firewall was maintained between operations and coordination. Its association with the ESC has added to the visibility of IFRC operations.

... IFRC press releases cited facts and figures attributed to the Cluster and acknowledged the IFRC's leadership, particularly during the emergency shelter phase. Shelter Cluster leadership added to the wider Federation's already high profile in the shelter response. An operations update from the Secretariat reported that the UN had requested its presence, as lead agency in the Shelter Cluster, at UN-sponsored press conferences.⁴¹

[The Head of Delegation] quickly realised that the visibility of the Shelter Cluster leader was good for him. [Secretariat]

Some informants thought the IFRC had a power to influence through its position in the ESC which it does not always recognise.

[The IFRC] have a huge amount of gravitas in the humanitarian system. If they put their foot down people would listen... When the cluster leader speaks – on specifications, standards, relocation of people – it's taken seriously. I feel that when I speak, there is a respect and an awareness that behind me there is this big organisation. [Secretariat]

I don't know how much outside the Shelter Cluster itself IFRC's known for being a good cluster lead. But certainly, internally, I think in the sector they have gained a lot of respect for doing it. And like I said before I'm not sure that's actually appreciated internally in IFRC. [Partner]

Not all agreed with the overall positive assessment. For a number of reasons, the IFRC cannot and does not always lead the ESC at country level.⁴² It may, for example, not have a delegation in a country affected by natural disaster or existing coordination structures may be adequate. However, inconsistent decision-making on which agency will lead the ESC at country level following cluster activation has also led to confusion for the IFRC and its partners and to delays in the field. Delay at the start of a response requiring shelter coordination is not necessarily of

⁴¹ Davidson, 2011, A Review of the IFRC-led Shelter Cluster, Haiti 2010

⁴² IFRC, (2012), *Shelter Coordination in Natural Disasters* (p.100)

the IFRC's making. All the same, delay and inconsistency create ambiguity rather than predictability. As noted earlier, UNOCHA, IFRC and IOM have begun to address an issue which is a source of reputational risk to all three and, more importantly, a barrier to timely coordination of emergency shelter programmes.

There continue to be concerns that IFRC-led shelter coordination teams do not always stay long enough in the field after an emergency. The IFRC's understandable reluctance to take on the role of Provider of Last Resort for partners and its MoU pledge to lead the cluster during the provision of emergency shelter, may result in an IFRC-led team leaving while other cluster lead agencies remain. In practice, shelter coordination teams stay longer if the context demands it and the funding is available. The IFRC has drawn up a standard handover agreement for cluster leadership at country level. Nevertheless, if there is a gap in leadership, or if the new shelter cluster lead agency is perceived as performing less well than the IFRC, this reflects poorly not only on the new lead agency but on the IFRC.

If you compare WASH [Cluster] ... [it's] also there for the long term to support development programmes related to WASH [which] is definitely an advantage IFRC doesn't have. [Partner]

We've supported IFRC to stay longer in the field as cluster lead agency, for the length of the strategy, for example six months ... If we get to a point where you develop a six-month strategy and you're only around two months that doesn't help at all. There needs to be a linkage to recovery and reconstruction if we go on having large-scale urban disasters. IFRC has to decide: are we all in or not all in? [Partner]

3.2 Financial Analysis

a) Global Level

Income levels and sources of funding for the coordination commitment at the global level are shown in Figure 8 below.

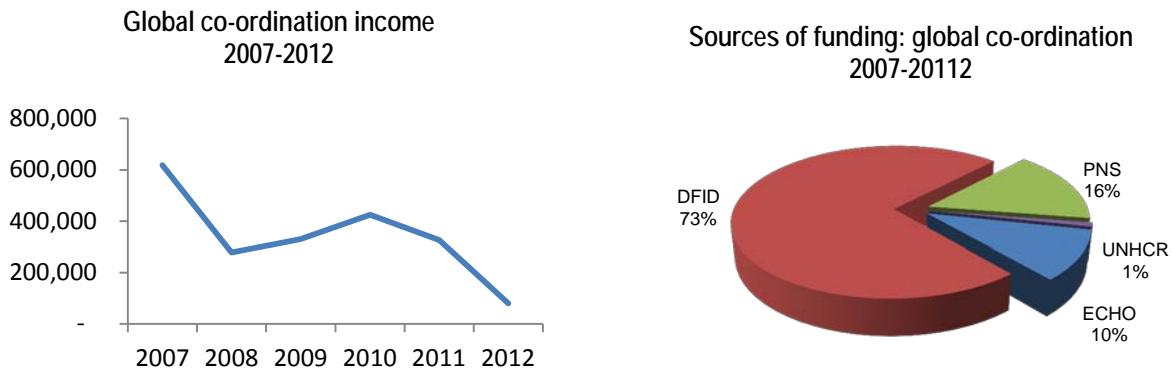


Figure 8

Clearly, funding for global level cluster coordination activities has been declining rapidly since 2010. The main source of funding has been the DFID partnership grant which was not earmarked for coordination, but allocated to this as required.

The conclusion, therefore, is that neither at country level nor global level does the IFRC's shelter coordination commitment have any secure source of external funding. At country level there is no certainty of timely funding when the IFRC leads the ESC; at global level it has little certainty of ongoing support. The funding situation militates against the predictability of response that the cluster system was intended to provide, and ultimately undermines the quality of emergency shelter response.

In the short term, the emergency shelter coordination envisaged by the IFRC is vulnerable if it fails to capitalise on historic lessons it has learned about coordination and the timeframe and resources coordination requires. An informant to the previous review noted:

I don't think anyone could have understood the commitment. The commitment is really big ... It's going to take decades - by which time there might be a new initiative. (Zone)

Increasingly, other cluster lead agencies see coordination as a core function and have resourced the role accordingly. Donors have been inconsistent in their funding of the humanitarian clusters but IFRC, like other cluster lead agencies, needs to take a strategic approach to the issue. The lesson from other clusters and their donors is that transparency and accountability in strategy, monitoring and decision-making make them a more attractive funding proposition.

Secure funding also helps ensure that partnerships develop in the best interests of affected communities and that valuable professional relationships do not fall prey to inter-agency competition or politics. Similarly, secure funding would put staffing issues on a firmer foundation and ensure that IFRC's expertise and reputation do not rest on the shoulders of a small group of committed individuals. The IFRC cannot afford to wait. At country level, highly qualified national and regional staff point out that they are available only until appeal funding runs out. At global level, the IFRC has seen one of its most experienced shelter staff move to UNHCR.

b) Emergency Shelter Cluster Co-ordination Operations

Table 2 shows Budget and expenditure for the coordination aspect of the commitment since 2009⁴³

Year	Event	Country	Budget (CHF)	Expenditure (CHF)
2009	Earthquake	Indonesia	306,642	303,914
2009	Typhoons	Philippines	52,925	52,917
2009	Floods	El Salvador	173,262	66,871
2010	Earthquake	Haiti	2,292,152	2,250,418
2011	Tropical Storm	Philippines	57,957	57,460
2011	Tropical Depression	El Salvador	80,445	77,941
2012	Tropical Storm	Mozambique	62,373	26,664
2012	Typhoon	Philippines	112,038	68,247

Table 2: Emergency Shelter Cluster Co-ordination Operations Funding

⁴³ Where there has been an IFRC emergency appeal. Prior to 2009 cluster coordination was funded from SSD funding.

Table 2 identifies that a number of deployments are underfunded. Whilst other deployments appear to have been fully-funded, this has not, in fact, been the case. Lack of funding appears to have resulted either in planned activities not being undertaken or in coordination by the IFRC-led cluster ending sooner than would otherwise have been the case. The overall extent of this shortfall in funding could not be established, as some budgets have been adjusted in the light of available finance.

By far the largest proportion of funding (78 percent) for IFRC-led Shelter Coordination Teams comes from a small cohort of National Societies. The remainder comes from external sources (governments, NGOs and multi-laterals). However, of this, only a small amount of funding (5 per cent) is provided by two institutional donors (ECHO and USAID). No external funder has provided funding on more than one occasion, let alone on a regular basis.

An analysis by UNOCHA lends support to the contention that shelter coordination remains under-funded. In 2012, UNOCHA found that “*the emergency shelter cluster was least funded, with 29% of requirements funded*”.⁴⁴ The IFRC component of the funding requirement was 34 per cent covered at \$538,867, although this came entirely from internal agency resources.

3.3 Challenges and Recommendations

1. Most key shelter coordination posts are funded in “peacetime” by National Societies and during disaster response by appeals. This pattern provides assured funding for only short-term appointments. It sends a message to staff and to partners that Parts 2 and 3 of the shelter commitment, which relate to global leadership and coordination of humanitarian shelter, are, despite the MoU, not core to the work of the IFRC. This is paradoxical at a time when other cluster lead agencies, notably UNICEF, WFP and FAO, are consolidating global coordination commitments and assuring funds for these roles.

Coordination Recommendation 1: Guarantee minimum core funding for a fixed period (e.g. for three global shelter coordination and information management posts for two years). During this period, seek internal and external sources of sustainable funding for shelter coordination on the model of FACT or HEOPs or other clusters. Advise and support the Emergency Shelter Cluster in developing fundraising strategies and in mobilising resources from statutory and other donors, or from sponsors.

2. The IFRC has no earmarked fund on which to draw at the start of a shelter coordination deployment. This means that the SSD must fundraise during deployment, draw on departmental funds, rely on delegations or on consultants to advance working budgets or seek deficit funding for the department. Cash flow problems put at risk the high profile deployment to Haiti in 2010. Funding shortfalls have contributed to coordination team deployments that are frequently regarded as too short. This is damaging for affected communities and for the IFRC’s reputation.

Coordination Recommendation 2: Guarantee minimum advance funding for a fixed period (e.g. for a minimum of four IFRC-led Shelter Coordination Team deployments a year for two years, each deployment lasting six months and a country team of four persons) During this period, seek internal sources of sustainable funding for shelter coordination on the model of FACT or HEOPs or other Clusters. Advise and support the ESC in developing fundraising strategies and

⁴⁴ UNOCHA (2012) Cluster Coordination Costs: 2011 Requirements and Contributions, p.3.

mobilising resources from statutory and other donors, and from sponsors. Carry forward any unspent balance to the next year.

3. Increasingly, local staff of the IFRC and National Societies play a significant role in contingency planning in clusters and cluster-like structures. If local posts are funded solely from appeals, the technical expertise, local knowledge, language skills and understanding of culturally appropriate approaches may be lost to the IFRC once the appeal is exhausted.

Coordination Recommendation 3: Raise the profile of shelter coordination in contingency planning by identifying pilot countries in which the IFRC-led cluster and National Societies play a key role. Provide funding and opportunities for development and salaries for key staff in these countries in order to encourage retention and maintain predictability, profile and leadership.

4. The IFRC's shelter coordination roster provides limited opportunities for the IFRC to deploy, incentivise or retain those on it. If deployed, roster members who are not also delegates find it difficult to receive a working cash advance from the IFRC for cluster work at country level.

Coordination Recommendation 4: Seek professional HR advice on how best to maintain the emergency shelter coordination roster. Attach dedicated support, (e.g. via an internship), to regularise and improve communications with roster members. Streamline financial procedures so that these do not present barriers to coordination team members and to coordination. (See also recommendation OR4 above).

5. The SSD has commissioned a number of documents and developed a new website for the ESC. Despite this, awareness and understanding of the IFRC's shelter coordination commitment, challenges, publications and achievements remains uneven, particularly within the IFRC itself.

Coordination Recommendation 5: Seek professional communications advice from within the Secretariat, the membership or a business school to assist in developing a communications strategy for internal and external stakeholders, including National Societies. Promote the achievements of the IFRC in its ESC role, test awareness, use and user-friendliness of Shelter Cluster publications, videos and websites and make adjustments to quality and quantity accordingly.

6. The largely informal network of partnerships at global level developed by the IFRC has served the shelter sector well and moved far since its UN-centric beginnings. It needs to avoid any perception of being a northern hemisphere club or clique.

Coordination Recommendation 6: Continue to formalise and make transparent the structure and work of the ESC at global level for the benefit of internal and external stakeholders, including National Societies, beneficiaries and donors. Seek ways of opening the global cluster to partners in countries beset by recurring natural disasters requiring a shelter response.

7. External reviews of Shelter Coordination Team deployments at country level may be valuable for future deployments but take place when it is too late for the cluster or its partners to learn lessons or make changes in real time. The Performance Management System, developed for this purpose by the Shelter Cluster, is rarely used.

Coordination Recommendation 7: Pilot the use of a real-time "good enough" quality and accountability role in Shelter Coordination Teams, building on the type of stakeholder monitoring

exercises conducted in Haiti, with the aim of sharing and using findings on stakeholder satisfaction at an earlier stage.

3.4 Summary

The IFRC has achieved considerable progress in fulfilling Commitments 2 and 3. At global level, it has established itself as an innovative and energetic leader. It has acquitted itself well despite consistent shortfalls in funding and longstanding lack of awareness of what the commitment has meant in parts of the IFRC.

In leading the development of tools for the ESC, the IFRC has invented much of the architecture of humanitarian coordination now adopted by other Clusters and the IASC. It has done so by drawing on and building upon the comparatively limited technical expertise available at the start of its commitment.

It has helped to transform the global ESC from a UN-focused working group to a platform which represents a more diverse partnership: of NGOs, UN agencies, IOM and private and academic sector organisations. This partnership now needs to do more to reflect the views of national agencies based in countries and regions where shelter response is frequent.

The IFRC has supported and developed innovations in coordination, notably information management and, more recently, assessment. It has maintained and reinforced links with co-lead UNHCR which has recently established its own Shelter and Settlements Department, and which brings complementary knowledge of shelter response and coordination in long term and conflict situations.

The SSD has worked with National Societies and global cluster partners to develop trained surge capacity for rapid response by Shelter Coordination Teams at country level. Increasingly, it is supporting longer-term shelter contingency planning mechanisms and Clusters in which National Societies act as shelter focal point.

By maintaining a 'firewall' between shelter operations and shelter coordination, the IFRC has engendered high levels of trust by partners when it leads the Cluster at country level. The IFRC has deployed Shelter Coordination Teams at country level on average three times a year since 2006 and generally has been praised for doing so by peer agencies and counterparts. The IFRC has both contributed to and benefited from the high regard in which the ESC is held.

The risks the GA and Governing Board envisaged in 2005 were addressed in the IFRC's MoU with UNOCHA. Fears about loss of independence or an open-ended commitment to the provision of emergency shelter have not been realised. This is, in part, because the MoU effectively committed the IFRC to convene the ESC at the early stages of a response. That safeguard, however, results in risk both to affected communities and to the IFRC's reputation if the IFRC leaves when other clusters are still at work, or if another agency is unable to assume subsequent leadership of the shelter cluster.

In the short term, the IFRC faces further risks if it fails to capitalise on lessons learned about coordination and the resources it requires. Increasingly, other cluster lead agencies see coordination as a core function and have resourced their role accordingly.

Donors have been inconsistent in their funding of the clusters but the IFRC, like other cluster lead agencies, now needs to take a strategic and pragmatic approach to this issue. The lesson

from other clusters and their donors is that transparency and accountability in decision-making and strategy help make clusters a more attractive funding proposition.

Secure funding also helps to ensure that partnerships develop in the best interests of affected communities, and that working relationships do not fall prey to inter-agency competition or politics. Similarly, secure funding would put staffing issues on a firmer foundation and ensure that the IFRC's expertise and reputation do not rest on the shoulders of a small group of committed individuals. The IFRC cannot afford to wait if it is to retain capacity and competence.

The IFRC has done much to evaluate and learn from its role in shelter coordination. It has commissioned evaluations of most of the 23 ESC deployments it has led since 2006 and commissioned a review of impact in Haiti. Given that evaluations typically take place sometime after a deployment is over, it may be more useful to consider adding a real-time 'good enough' quality and accountability role into Shelter Coordination Teams, building on the type of stakeholder monitoring exercises in Haiti, and using findings at an earlier stage.

4. The IFRC and Shelter – Moving Forward

Although more work remains to be done, the IFRC is delivering on its shelter commitment. The commitment has given the IFRC a leadership profile, enhanced its reputation and carved a niche in the humanitarian landscape. Most importantly, the commitment has benefited communities affected by natural disaster. Clearly there have been, and will continue to be, challenges. Whilst these challenges are being addressed, the risks perceived at the time of the commitment have not materialised, and the IFRC's integrity and reputation are none the poorer for taking a leading role in the provision of emergency shelter following natural disasters. In many respects the contrary is the case.

Further, the counterbalance provided by the IFRC (both in terms of its own independence and in engaging a broad base of NGOs and other partners) to a UN-centric cluster system is welcome. Although some within the IFRC still have qualms about the shelter commitment, the broader discussion has moved from whether the IFRC *should* "do shelter" to *how* it should do shelter; and not only emergency shelter, but also broader notions of shelter including transitional and permanent housing.

It is beyond the scope of the evaluation to provide specific recommendations regarding the future direction of the IFRC and the provision of shelter in this broader sense. Nevertheless, a common thread in feedback from informants concerns the direction of the IFRC with respect to the overall provision of shelter. As such, it would be remiss not to reflect on this theme and hopefully contribute to an informed discussion.

In considering this notion, it may be appropriate to reflect on the institutional knowledge and capacity developed within the IFRC to date with respect to the provision of shelter. Clearly, the IFRC is strongly engaged with the shelter sector. The strength of its engagement is most visible at the global level, less so at zone level, and growing at country level. At the global level, where the SSD provides both leadership and support, there is a committed group of professional staff. Although capacity could be enhanced, particularly with regard to the cluster coordination component, there exists a foundation upon which to base the ongoing shelter commitment, and broader range of shelter activities, if so desired.

However, this foundation is also a potential source of weakness. The delivery of the shelter commitment to date, and provision of support to National Societies engaged in the shelter, rests tenuously on the dedication and enthusiasm of small numbers of people, and the inherent risk contained therein is obvious. Without the leadership of the SSD, the shelter commitment of the IFRC at global level would disappear almost instantly. The provision of emergency shelter supplies and broader sheltering options by interested National Societies would continue, albeit on a possibly less well informed and more ad hoc basis. Most importantly, learning about shelter from one another by active National Societies would be diminished. The importance of a well-resourced SSD in fulfilling the shelter commitment, and supporting a broader range of activities relating to shelter and settlements cannot be overstated.

Ultimately, however, the strength of the IFRC, and of its commitment to emergency shelter and broader shelter activities, rests with the National Societies. This evaluation has found a small but growing take-up of emergency shelter at National Society level. In certain instances, the shelter commitment has enabled National Societies to make significant advances in terms of their standing and positioning vis a vis their host governments, most notably through hosting country level shelter activities in “peacetime” In addition, certain National Societies take a leading role in the provision of transitional and permanent shelter in the aftermath of natural disasters. More National Societies are moving into this area.

This move toward shelter by the IFRC is not solely due to the shelter commitment, as many National Societies were involved with shelter prior to 2005: for others it is simply a matter of addressing an emerging need. Yet the shelter commitment has provided an additional legitimacy and an enabling framework which supports National Societies in moving into the shelter sector in a manner consistent with their specific needs, interests and capacities.

By harnessing this diversity of experience, the IFRC is inherently well placed to utilise shelter to reinforce its position as a leading provider of humanitarian assistance. Through the National Societies, it has the “on the ground” reach of no other Agency. Through its role as convener of the ESC it has established legitimacy and partnerships in the shelter sector at a global level. By combining these bookend strengths, the IFRC is strategically placed to further its reach into the provision not only of emergency shelter, but a broader range of shelter options following natural disasters.

The shelter commitment has established a foundation from which the IFRC can do this, if so desired. By recognising shelter for what it is - a complex interaction of livelihoods, security, protection, family and community well-being - and supporting innovative ways of sheltering, the IFRC is notably advancing understanding of the sector. This broader notion of shelter and settlements is particularly pertinent as the shortcomings of a largely silo-ed approach to post disaster relief and recovery, exemplified by the clusters, become evident. The lives of people affected by natural disasters are a complex web of interactions in which all sectors combine to create the lived experience. Successfully addressing this complexity at the level of individuals and communities is a significant challenge for a global, sectoral based industry. The IFRC, through its approach to shelter, has acknowledged the challenge. With its own global structure, and grassroots reach, it is well placed to consider how to address this challenge should it wish to do so.

5. Appendices

A – Terms of Reference.

B - Indicative Bibliography.

C – Key Informants and summary Questionnaire / Interview Guide.

D – Global Emergency Shelter Cluster Partners.



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

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

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

EVALUATION OF THE SHELTER ROLE OF THE IFRC

1. Summary

At the 18th Session of the General Assembly of the International Federation of Red Cross and Red Crescent Societies in November 2011, decision number 11/45 requested “the Secretary General to develop terms of reference for an evaluation of the shelter role of the Federation to the next Governing Board for adoption with the aim to present an evaluation report to the 19th General Assembly in 2013”.

This evaluation will therefore appraise the progress on and impact of the shelter role of the IFRC as defined by the decision of the 15th General Assembly under agenda item 10.2 and the subsequent Memorandum of Understanding with UNOCHA ratified by the Governing Board of the IFRC.

Commissioned by the Secretary General, the evaluation will be managed by the Under Secretary General for Programme Services, supported by the Head, Planning and Evaluation Department.

The evaluation will comprise primarily of interviews with key informants and a review of available documentary resources. As required, this will include travel to select regional or country locations.

A team of 2 or 3 consultants will be engaged through an open, competitive process, with the final composition of the team being determined by the need for experience of shelter capacity building, shelter coordination, the Red Cross Red Crescent Movement and good analytical and writing skills. The consultants will be engaged in June/July 2012, with the final report completed for presentation at the May 2013 Governing Board meeting.

2. Background

At the General Assembly in Seoul in 2005 the IFRC decided “to take up a leadership role in the provision of emergency shelter in natural disasters, on the basis of the conditions established by the Governing Board and an agreement to be negotiated by the Secretary General and to be ratified by the Governing Board”.

Further to this decision an agreement, in the form of a Memorandum of Understanding (MoU) between the IFRC and UNOCHA, was signed in September 2006 by the IFRC’s Secretary General and the Emergency Relief Coordinator on behalf of UNOCHA, and ratified by the Governing Board of the IFRC.

The key commitments of the IFRC as defined by the MoU are:

1. Scaling up the operational capacity of the IFRC in emergency shelter (MoU article 6.2).
2. Coordinating a network of interested stakeholders to enhance preparedness for emergency shelter response (MoU article 6.1).
3. Coordinating the provision of emergency shelter assistance at country level after natural disaster (MoU article 6.4).

The MoU recognizes the unique nature of the IFRC and respect for the Principles of the Red Cross Red Crescent Movement, notably the Principle of Independence. In this regard, the IFRC seeks

financial support for its responsibilities under the terms of the MoU through its existing appeal mechanisms and in particular a dedicated global shelter plan.

A dedicated Shelter and Settlements Department within the IFRC Secretariat, currently reporting to the Under Secretary General for Programme Services, was established in September 2006, and dedicated shelter delegates engaged by a number of Zone offices.

The commitment under item 1 has been reflected in the annual global shelter plans since 2006 through specific objectives addressing policy and best practice, capacity building and operational support.

The commitments under items 2 & 3 above are reflected by the agreement of the IFRC to take on the role of convener of the shelter cluster at the global level and at country level as appropriate, along with support for and establishment of regional shelter sector networks and forums. The overall goal of the cluster approach, as defined by the IASC, is on “improving the effectiveness of humanitarian response by ensuring greater predictability and accountability, while at the same time strengthening partnerships between NGOs, international organizations, the International Red Cross and Red Crescent Movement and UN agencies.” This role is defined in the IASC Guidance Note on Using the Cluster Approach (November 2006) which outlines the responsibilities of global cluster leads, sector/cluster leadership at country level, and the application of the cluster approach in both contingency planning for and in the event of major new emergencies.

3. Purpose and scope

The purpose of this evaluation is to appraise the progress on and impact of the shelter role of the IFRC as defined by the decision of the 15th General Assembly under agenda item 10.2 and the subsequent Memorandum of Understanding with UNOCHA ratified by the Governing Board of the IFRC.

Reflecting the shelter role as defined by the governance process indicated above, the scope of the evaluation will include the scaling up the operational capacity of the IFRC in emergency shelter, the support for enhanced preparedness in emergency shelter at a global level, and the coordination of the provision of emergency shelter assistance at country level after natural disasters. The time period to be evaluated will be September 2006 until April 2012, from the date at which the MoU with UNOCHA was signed and hence the formal commitment to the shelter role commenced to the commissioning of the evaluation.

4. Objectives, criteria and key questions

The specific objectives of the evaluation reflect the two complementary components of the shelter commitment, as follows:

1. To appraise the progress on and impact of the scaling up the operational capacity of the IFRC in emergency shelter (MoU article 6.2).
2. To appraise the progress on and impact of supporting enhanced preparedness in emergency shelter at a global level (MoU article 6.1), and coordinating the provision of emergency shelter assistance at country level after natural disaster (MoU article 6.4).

The following criteria will guide the key questions to be asked:

- a) **Effectiveness:** To what extent has progress been made against the defined commitments of the IFRC at both global and country level ;

- b) Impact (organizational and operational):** What positive and negative changes, intended or unintended have resulted from the IFRC's shelter role at global and country level to National Societies, external partners, and the overall shelter sector response to the needs of affected households;
- c) Partners and resources (including efficiency):** Does the IFRC have the right partners and adequate resources to fulfill its shelter role at global and country level? Is the IFRC using the available resources for its shelter role in an efficient manner?

Objective 1: To appraise the progress on and impact of the scaling up the operational capacity of IFRC in emergency shelter

a) Effectiveness:

What progress has the IFRC made in scaling up operational capacity in emergency shelter with reference to respective roles and mandates in the following areas:

- The provision of accessible, sustainable training/capacity building opportunities at global, regional and national levels.
- The identification or recruitment of the required shelter capacity within National Societies and IFRC Secretariat offices.
- The incorporation of defined shelter preparedness and response methodologies and capacities in the operational model of RCRC National Societies who have a mandate to address shelter issues as part of their auxiliary role.
- The inclusion of shelter assistance within the emergency response activities of RCRC National Societies, as reflected in DREF¹-supported operations and those requiring an emergency appeal.
- Adherence to agreed guidelines and best practice in shelter assistance provision.
- The extent to which RCRC National Societies have enhanced the shelter response capacities and approach of their respective governments through their auxiliary role.

b) Impact (organizational and operational):

What impact has the IFRC made through the scaling up of its operational capacity in emergency shelter in the following areas:

- The scale of IFRC shelter response activities as a proportion of the overall response.
- The quality of IFRC shelter response activities, with reference to agreed best practice and humanitarian standards.
- The predictability of IFRC shelter response activities, utilising enhanced capacity and practices.
- The shelter role of RCRC National Societies in support of their respective governments, for both response and preparedness/contingency planning.
- The use of new or enhanced shelter solutions, for example IFRC shelter kits and defined field level programming methodologies and awareness raising tools.
- The provision of technical support to shelter operations through the shelter component of global and regional tools (FACT Shelter Technical Team support to Relief ERUs, RDRT/RIT shelter delegates etc.).
- The operational activities and practices of other humanitarian shelter agencies and donors.
- The mainstreaming of shelter responsibilities through the structures and procedures of the IFRC Secretariat and RCRC National Societies.

Identify a set of performance indicators that will enable the measurement of the provision of emergency shelter assistance at country level after natural disasters.

c) Partners and resources (including efficiency):

¹ DREF : Disaster Response Emergency Fund

What have been the contributions of the IFRC Secretariat, RCRC National Societies and external partners and donors to the scaling up of activities?

What are the recommendations regarding appropriate resource requirements – human, financial, technical, support services – at global, zone and country level for the IFRC.

Identify shelter-related activities that are typically undertaken by National Societies, with reference to their mandates, capacities and resources.

Objective 2: To appraise the progress on and impact of supporting enhanced preparedness in emergency shelter at a global level (MoU article 6.1), and coordinating the provision of emergency shelter assistance at country level after natural disaster.

a) Effectiveness:

What progress has the IFRC made towards its responsibilities, in particular as articulated in the relevant cluster guidance notes and terms of reference, in the following areas:

- Global level responsibilities,
- Country level responsibilities during a rapid onset natural disaster, including the predictability of deploying the required shelter cluster coordination capacity.
- Strengthening partnerships and complementarity amongst humanitarian actors.
- Ensuring appropriate links with government/local authorities, state institutions, local civil society and other stakeholders.
- Appropriate accountability to the humanitarian system – in country and at global level.
- Addressing the needs for assistance, services and the required advocacy with regard to the concept of “provider of last resort”.
- Rationalising meetings.
- Linkages with UNOCHA at country, regional and global level.
- In addition, although not defined in the formal ToRs within the IASC cluster guidance note, developing appropriate handover and exit procedures to other agencies to coordinate the transition/recovery phase.

b) Impact (organisational and operational):

What impact has the IFRC made through its sector networking role and its cluster lead role in the following areas:

- At global and regional levels through its support for shelter sector networks, forums and initiatives.
- At the global level through its co-leadership of the Global Shelter Cluster. Focus on the structure, role and business processes of the Global Shelter Cluster.
- At the country level on the working of the country level shelter clusters in rapid onset natural disasters. Focus on the following areas:
 - Rapid provision of dedicated shelter coordination services in emergencies.
 - Development of a clearly defined shelter coordination methodology to provide the required predictability and preparedness.
- At country level on meeting of the shelter needs of affected populations.

What has been the impact on the Movement of the IFRC’s cluster role at global and country level? Focus on host National Societies, partner National Societies, the IFRC secretariat structures and ICRC, and in the following areas:

- The effect of the shelter cluster role on the Fundamental Principles, notably independence.
- The effect of the shelter cluster role on the Movement and the Fundamental Principles compared to IFRC’s involvement in other clusters (e.g. WASH, Global Food Security) and the Movement’s work with external actors (e.g. National Societies as implementing partners of United Nations agencies).

- How the reputational risks of the shelter cluster role are measured and managed.
- Has the shelter cluster role contributed to enhancing the reputation of the IFRC vis-à-vis important stakeholders?

To what extent has the IFRC mainstreamed the cluster role in accordance with the expectations on all global clusters, and in the following areas:

- Responsibilities and accountabilities:
- Standardised operating procedures, capacity development and maintenance, monitoring and evaluation.

c) Partners and resources (including efficiency)

What have been the contributions of the following partners, donors and others to the work of the cluster at global and country level and how has this impacted or otherwise on the role of the IFRC:

- Global Shelter Cluster co-lead for conflict situations (UNHCR).
- Shelter sector agencies and related institutions.
- The United Nations system and the interagency support and coordinating bodies.
- Donors and governments.
- Other partners, including professional institutions and the private sector.

How and to what extent has the IFRC resourced its shelter cluster role, and what are the recommendations regarding appropriate resource requirements – human, financial, technical, support services – and at global, zone and country level.

To what extent has IFRC's shelter cluster role contributed to the cost-effectiveness of shelter programming in general, and to the cost-effectiveness of Movement shelter programming?

5. Methodology

This evaluation will employ mixed methods. Specific methodological approaches and tools will be discussed in joint consultation with an IFRC evaluation management team that will manage the consultancy. An inception report will be used to demonstrate a clear understanding and realistic plan of work for the evaluation, checking that the evaluation plan is in agreement with the TOR and the overall IFRC vision for the evaluation. Primary evaluation methods will include:

5.1 Analysis of secondary data sources.

Secondary data will include but is not limited to reports, evaluations, tools, material available on interagency and cluster related websites, and other information that can be sourced by the consultants or as advised by key informants.

5.2 Financial analysis

An important source of secondary data for review and analysis will be the financial records and related documentation. This will include but is not limited to: funds received (multi-lateral, bilateral, in country); budgets and expenditures (Secretariat and field), including annual expenditure of all parts of global programming, by country and (where available) by activity.

5.3 Key informant interviews

A selection of key informants will be identified jointly by the consultancy and the evaluation management team. Interviews will be conducted in person and over the phone.

A formal meeting in Geneva with the IFRC evaluation management team overseeing this evaluation (Under Secretary General for Programme Services, with the support of the Head, Planning and

Evaluation Department) is required at the outset of this review, and a second meeting following the submission of the first draft.

A formal presentation of the final report and key findings at the IFRC Geneva Secretariat is also required.

The consultants, through the team leader, should keep the IFRC evaluation management team regularly informed of progress and key issues arising that may require additional direction or suggestions for other key informants or reference material.

6. Profile of consultancy team

The consultants should:

- be independent without formal affiliation to the IFRC Secretariat, National Societies or global cluster partners. The perspective of the Movement will be sought through the inclusion of individuals with experience of the Movement.
- have experience of or a background in humanitarian shelter and/or operational capacity building.
- be familiar with the humanitarian reform process and in particular the cluster approach, through involvement in country level clusters, global cluster activities (shelter or other), and participation in previous country level reviews or evaluations.
- have a university degree/s at the post-graduate level in relevant field of study, PhD preferred, MPH minimum.
- have demonstrated competence in managing quantitative and qualitative data collection and analysis.
- have excellent analytical, writing and presentation skills.

One member of the team will be nominated as team leader by IFRC with responsibility for overseeing the final drafting of the written report and its submission.

7. Deliverables

An **inception report**, with data collection/analysis plan and schedule, methodology, and draft data collection tools (including qualitative interview guides and if necessary quantitative survey questionnaires).

A **written report**, structured around the objectives and criteria as identified in section 4 but modified to reflect the issues emerging from the review as appropriate. The report should comprise an executive summary including a summary of key recommendations; a concise series of detailed observations and recommendations; and a complementary annex with consolidated substantiation of the issues identified.

All comments in the body of the report will be unattributed, and key informants should be made aware of this. In the annex, issues should be attributed to the type of agency the informant or information providing the opinion, for example Red Cross Red Crescent National Society, UN agency, global cluster partner NGO, donor etc. A list of key informants contributing to the review and their roles and responsibilities should also be included.

8. Timeframe

The specific timeframe will be agreed in joint consultation with an IFRC evaluation management team and detailed in the inception report process. The consultancy is expected to be a total of 60 working days for a 3 person team across the review period, including country/region visits; the actual start of the consultancy will depend on the recruitment process for suitable consultant/s.

A preliminary draft comprising the initial findings and recommendations is to be submitted by January 31st 2013.

The final version of the report as approved by IFRC is to be submitted at the latest by April 30th 2013.

10. Evaluation quality and ethical standards

The evaluation consultant/s should take all reasonable steps to ensure that the evaluation is designed and conducted to respect and protect the rights and welfare of people involved, 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 Framework for Evaluation](#). 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 & 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 & 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 uphold 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

11. Application Procedures

Interested candidates should submit their application material by August 24th 2012 to: Misgana Ghebreberhan, Misgana.ghebreberhan@ifrc.org

1. **Curricula Vitae** (or resume)
2. **Cover letter** clearly summarizing your experience as it pertains to this assignment, **your daily rate**, and **three professional references**.
3. At least one example of an **evaluation report** most similar to that described in this TOR.

Application materials are non-returnable, and we thank you in advance for understanding that only short-listed candidates will be contacted for the next step in the application process.

Annex 1 - Proposed resources and key informants

Suggested resources include:

- IFRC General Assembly 2005 decision on shelter.
- IFRC-UNOCHA Memorandum of Understanding.
- <https://fednet.ifrc.org/en/resources-and-services/disasters/shelter/>
- www.sheltercluster.org
- IFRC Global Shelter and Settlements Plans (2006-2011) and annual reports.
- IFRC shelter publications and communication tools, incl. training, shelter kits, field guidance etc.
- Select Emergency Appeals and DREF requests, plus complementary operations updates and reports.
- Real Time Evaluations of IFRC operations including shelter activities.
- Beneficiary shelter programme satisfaction surveys
- Training summaries, shelter technical and coordination rosters, personnel appraisal process and accreditation process.
- IASC cluster guidance note and generic terms of reference, operational guidance notes and related standard operating procedures.
- IASC draft terms of reference for in country leads.
- IASC cluster evaluation.
- IFRC cluster FAQ booklet.
- IFRC shelter coordination toolkit.
- IFRC shelter coordination handbook.
- IFRC shelter coordination case studies.
- IFRC independent reviews of Shelter Coordination Team deployments.
- IFRC Shelter Cluster Commitment review – 2011 update
- Movement components' relations with external humanitarian actors report to the Council of Delegates.
- Global Cluster Lead summary reports to cluster donors.
- IFRC Shelter Coordination Team end of mission reports.
- IFRC coordination workshop summary of outputs.
- Global Shelter Cluster annual priorities, workplan and key project documents.
- Global Shelter Cluster strategy documents and summary of operating model including 2007-2008 projectisation and 2009 thematic reference groups.
- Standard terms of reference for IFRC Shelter Coordination Team personnel.
- Global Shelter Cluster training schedule, training modules and roster.
- Global Shelter Cluster Performance Management System and outputs.
- Global Shelter Cluster consultation project – outputs and follow-up.
- IFRC-UNHCR Letter of Understanding.
- IFRC standard handover process documents.
- UNHCR cluster summary operating model – to be advised by UNHCR.
- Global Shelter Cluster advocacy and media messages on specific emergencies.
- Formal notification by UN ERC to Global Cluster Leads on activation of cluster approach in specific rapid onset emergencies.
- Correspondence between IFRC as global cluster lead and in country cluster lead where not IFRC.
- Summary documentation on Humanitarian Country Teams.
- Global Humanitarian Platform Principles of Partnership.
- Shelter Update 2012 – Briefing Notes.

Suggested key informants include:

- IFRC Geneva senior management

- IFRC Geneva Secretariat – incl. Disasters and Crisis Management (Operations Coordination, Surge Capacity, Relief, Recovery, DMIS), Humanitarian Diplomacy, , Legal, Finance, Risk Management, Resource Mobilisation, Logistics, PED, Principles & Values, Communications and Media, Shelter & Settlements Department
- IFRC Zone Heads of Operations.
- IFRC zone and regional representatives.
- IFRC New York & Brussels.
- Members of IFRC-led Shelter Coordination Teams – IFRC personnel and personnel from partner agencies.
- Participating National Societies
- ICRC Geneva incl. WatHab Unit & Multilateral Diplomacy & Humanitarian Coordination Unit
- ICRC country delegations where the cluster approach has been applied for natural disasters
- Host National Societies in countries where IFRC Shelter Coordination Teams have been deployed.
- Host National Societies in countries where IFRC is expected to coordinate shelter contingency planning and preparedness
- UNOCHA Geneva
- UNOCHA New York
- UNOCHA regional offices
- UNHCR – as global shelter cluster co-lead
- UNHCR regional/country offices where IFRC has collaborated in the cluster role.
- UN Habitat – Geneva, Nairobi and select countries where IFRC has handed over to UN Habitat
- Global Shelter Cluster partner agencies – UN, NGOs, service agencies.
- Other Global Cluster Lead agencies in particular CCCM, WASH and Early Recovery
- IASC Task Force representatives incl. Information Management.
- Cluster donors – global and regional
- Independent shelter sector technical advisors
- In country cluster partner representatives
- In country host Government representatives

APPENDIX B – INDICATIVE BIBLIOGRAPHY

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Appendix C – Key Informants and Sample Questionnaire / Interview Guide

Irantzu Serra Lasa	American Red Cross	Shelter Advisor
Sarah Davies	Australian Red Cross	Water and Habitat Coordinator, International Program
Steve Barton	Australian Red Cross	Shelter and early recovery delegate; former Shelter Cluster coordinator
Sonia Molina	British Red Cross	Shelter and Sanitation Advisor; former Shelter Cluster coordinator
Anna Pont	British Red Cross/IFRC	Global Focal Point for Shelter Coordination
Neil Bauman	Canadian Red Cross/IFRC	Global Focal Point for Shelter Coordination and Information Management
Bill Flinn	CARE	Acting Senior Shelter and Reconstruction Advisor
Seki Hirano	CRS	Technical Advisor Shelter and Settlements, Global Emergency Response Team
Susanne Thorsbøll	Danish Red Cross	Recovery Coordinator
Novelina Laheba	Disaster management expert	Former IFRC Senior Preparedness and Recovery Officer
Denis Heidebroek	ECHO	Coordinator Sector Support Team DG ECHO
Murielle Lesales	French Red Cross (PIRAC)	Head of Regional Delegation/PIRAC
Mike Meaney	Habitat for Humanity	Associate Director - Disaster Response Global Field Operations
Tim Pitt	ICRC	WatHab Unit
Felix DeVries	IFRC Africa Zone	Shelter Delegate
Carmen Ferrer	IFRC Americas Zone	Shelter Delegate, PADRU; Shelter and Settlements Program Coordinator for the Americas
Jan Gelfand	IFRC Americas Zone	Head of Programmes and Operations
Al Paninco	IFRC Asia-Pacific Zone	Head of Operations
Gregg MacDonald	IFRC Asia-Pacific Zone	Former Shelter Delegate; former Shelter Cluster coordinator
Michael Annear	IFRC Asia-Pacific Zone	Head of Disaster Management Unit
Patrick Elliot	IFRC Asia-Pacific Zone	Shelter Coordinator
Alberto Monguzzi	IFRC Europe Zone	Disaster Management Coordinator
Sanjeev Hada	IFRC Nepal	Shelter Advisor, Nepal and Pakistan
Marwan Jilani	IFRC New York	Head of Delegation to the UN in New York
Dave Omeara	IFRC Pacific Region	Shelter Cluster coordinator
Basharat Ullah Khan	IFRC Pakistan	Shelter and Construction Coordinator
Zubair Muhammad Khan	IFRC Pakistan	Integrated Recovery Programme Liaison Manager
Andrew Rizk	IFRC Secretariat	Chief Financial Officer and Head of Finance Department
Bekele Geleta	IFRC Secretariat	Secretary General
Graham Saunders	IFRC Secretariat	Head, Shelter and Settlements/Global Shelter Cluster Coordinator
Josse Gillijns	IFRC Secretariat	Head, Planning and Evaluation
Matthias Schmale	IFRC Secretariat	Under Secretary General, National Society

Appendix C – Key informants and Summary Questionnaire / Interview Guide

		and Knowledge Development
Michael Veltman	IFRC Secretariat	Head, Human Resources Department
Mikhail Chitashvili	IFRC Secretariat	Senior Procurement Officer
Olivier Van Bunnan	IFRC Secretariat	Manager, Budget and Analysis Unit, Finance Department
Pablo Medina	IFRC Secretariat	Senior Officer, Shelter and Settlements
Roger Bracke	IFRC Secretariat	Head, Performance Development Department
Sandra D'Urzo	IFRC Secretariat	Senior Officer, Shelter and Settlements
Siddharth Chatterjee	IFRC Secretariat	Chief Diplomat - Head of Strategic Partnerships and International Relations
Simon Eccleshall	IFRC Secretariat	Head, Disaster and Crisis Management
Walter Cotte	IFRC Secretariat	Under Secretary General, Programme Services
Vincent Annoni	Impact Initiatives	REACH Coordinator
Mohamed Hilmi	InterAction	Senior Coordinator and Technical Specialist for Shelter and Settlements
Nuno Nunes	IOM	Global CCCM Cluster Co-Chair
Kaat Boon	Luxembourg Red Cross	Logistics and procurement delegate, Laos
Joss Razafindrakoto	Madagascar Red Cross	Head of Programming
Rick Bauer	Oxfam GB	Engineering Adviser - Water, Sanitation and Shelter, Humanitarian Department
Julius Andre Samson	Philippines Red Cross	Recovery and Rehabilitation Officer
Tom Corsellis	Shelter Centre	President
Elizabeth Babister	Shelter expert	Former Shelter Cluster Member
Javier Cidón Martínez	Shelter expert	Former shelter coordination and shelter technical adviser, Mozambique Red Cross
Joseph Ashmore	Shelter expert	Shelter technical adviser, consultant and coordinator
Woody Eastwood	Shelter expert	Former construction delegate, British Red Cross, Irish Red Cross, IFRC
Jahal B. Rabesahala de Meritens	UNDP	Coordinator, Global Cluster Working Group on Early Recovery
Esteban Leon	UN-Habitat	Chief, Shelter Rehabilitation Unit, Risk Reduction and Rehabilitation Branch
Miguel Urquia	UNHCR	Senior Emergency Shelter Coordinator, Shelter and Settlements Section
Monica Noro	UNHCR	Chief - Shelter and Settlement Section/Global Shelter Cluster Coordinator
Paul Shanahan	UNICEF	Global WASH Cluster Coordinator
Niels Scott	UNOCHA	Chief, Humanitarian Coordination Support Section
Charles Setchell	USAID	Senior Shelter, Settlements, and Hazard Mitigation Advisor
Brett Moore	World Vision	Shelter and Infrastructure Advisor

Secretariat

1. How does your role relate to the IFRC's commitment to emergency shelter?
2. What progress has been made in implementing the IFRC's commitment to emergency shelter (operations and/or coordination?)
(E.g. training, capacity building, recruitment, National Society activities, use of guidelines and best practice, strategies and procedures, others).
None / Minor / Moderate / Significant
3. What impact (negative / nil / positive) has the IFRC's commitment to emergency shelter (operations and/or coordination) had:
 - a. On your department / office/ role
 - b. On Movement
 - c. On overall provision of emergency shelter
4. What factors are enablers or barriers to the IFRC to implementing its commitment (operations and/or coordination) to emergency shelter?
5. Does the IFRC have the appropriate partners to fulfil its commitment to emergency shelter? (operations and/or coordination)
6. Does the IFRC have adequate resources (human, financial, technical, support services) to fulfil its commitment to emergency shelter? (operations and/or coordination)
7. Are there any other comments you wish to make in relation to the progress and / or impact of the IFRC implementing its commitment to emergency shelter? (operations and/or coordination)¹.

Partners

1. How does your role relate to the IFRC's commitment to emergency shelter?
2. What impact (negative / nil / positive) has the IFRC's commitment to emergency shelter (operations and/or coordination) had:
 - a. On your organisation
 - b. On host governments
 - c. On overall provision of emergency shelter
3. What factors are enablers or barriers to the IFRC to implementing its commitment (operations and/or coordination) to emergency shelter?
4. What contributions (human, financial, technical, support services) has your organisation made to the IFRC's emergency shelter commitment (operations and/or coordination)?
5. Are there any other comments you wish to make in relation to the progress and / or impact of the IFRC implementing its commitment to emergency shelter?
6. To what extent does the IFRC provide effective leadership of the Shelter Cluster (globally and/or at country level)?
7. To what extent has the IFRC developed clear coordination strategies and procedures for the Shelter Cluster (globally and/or at country level)?
8. To what extent is the Shelter Coordination Team adequately staffed by the IFRC (e.g. numbers; quality) (globally and/or at country level)?
9. To what extent is the Shelter Cluster adequately funded by the IFRC (globally and/or at country level)?
10. To what extent does the IFRC-led Shelter Cluster develop appropriate partnerships (globally and/or at country level)?
11. In your view, what impact has leading the Shelter Cluster had on the IFRC's reputation (globally and/or at country level)?

Appendix D – Global Emergency Shelter Cluster Partners

Cluster lead agencies IFRC and UNHCR

Partners

1. ACTED,
2. Architectes de l'Urgence
3. CARE
4. CartONG
5. CRS (Catholic Relief Services)
6. CHF International
7. Danish Refugee Council
8. DFID (UK Department for International Development)
9. Habitat for Humanity
10. Impact Initiatives
11. InterAction
12. International Rescue Committee
13. IOM
14. Medair
15. Norwegian Refugee Council
16. OCHA
17. OFDA
18. Oxfam
19. ProAct
20. RedR UK
21. Relief International
22. Royal Institute of Chartered Surveyors (RICS)
23. Save the Children
24. Shelter Centre
25. Skat (Swiss Centre for Appropriate Technology)
26. UN-Habitat
27. UNRWA
28. World Vision

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As at January 2013.