

INTER-AGENCY STANDING COMMITTEE  
63<sup>RD</sup> WORKING GROUP MEETING

**IASC Cluster Working Group on Emergency Shelter:  
Progress Report**

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## **I Executive Summary**

The framework for improving humanitarian response in emergency shelter is guided by the principles of predictability, effectiveness, timeliness, responsibility and accountability, which have been highlighted in the IASC Principals' meeting of 12 September 2005. Following the Principals' meeting, the permanent Emergency Shelter Cluster working group was formed. To this end, the members of the cluster met on 28 September, 11 October, 12 October, 26 October, 02 November, and 09 November 2005. Participants were drawn from UNHCR, UNICEF, CRS (representing ICVA/SCR/InterAction), IFRC, IOM, OCHA, UN-HABITAT, OHCHR, IASC, UNDP, WFP and Care International. UNHCR has been endorsed as the cluster lead for emergency shelter in complex emergencies; the same role for natural disasters will be decided at a later stage.

This report is structured along the broad outline provided in paragraph 21 of the Summary Records of the IASC Principals' Meeting of 12 September. It begins with outlining three key elements that must be addressed during the next phase in order to improve effectiveness and predictability in this sector, vis-à-vis (a) increasing the number of qualified professionals available for rapid deployment, (b) strengthening of stockpiles of shelter and related NFIs, and (c) developing an emergency shelter strategy and guidelines and tools for assessments, intervention and monitoring. It also reviews capacities and gaps vis-à-vis all these elements and assesses global resource requirements for addressing these gaps.

The report also discusses in considerable detail the issue of involvement of the non-UN actors in the cluster. Thus far, the involvement of these organisations has been strong and has included IFRC, IOM, Care International and CRS, representing ICVA/SCR/Interaction. However, there is a need to increase NGO participation in the Emergency Shelter Cluster at the global level (hereafter known as the global cluster) in line with the excellent cooperation in operational terms that is often seen at the country level (hereafter known as the national cluster). The issue of accountability of these organizations is still unclear and needs to be addressed at a higher level by the IASC secretariat/OCHA.

Other key aspects that need clarification from the IASC secretariat include issues of inter-cluster coordination, as well as those relating to linkages, operating and reporting procedures between national and global-level clusters. It is also unclear how exactly the cluster system will be operationalised and administered.

The report also addresses cross cutting issues related to human rights, age, gender, diversity, HIV/AIDS, environment and participatory approaches and makes explicit how important it is to incorporate these issues into emergency shelter activities.

The coordinated response planning and preparedness measures proposed for the cluster include the phases of assessment, preparation for intervention, implementation and monitoring and reporting. The global cluster roles and responsibilities have been identified in the Outcome Statement of the IASC Principals' meeting of 12 September

2005 and have been detailed in Section VII. The priority activities proposed for 2006 include preparation of a shelter strategy, including guidelines, standard operating procedures, monitoring indicators and reporting mechanisms; establishing standards; building stockpiles and augmenting staff capacity for rapid response; training and capacity building; risk mapping; and information management. These activities are subject to availability of resources, including dedicated staff and financial resources, for the cluster lead and participating agencies.

The dedicated human and financial resources required to put in place the global cluster preparedness measures and enhanced capacities would be approximately US\$ 1.1 million. This amount does not include the costing of pre-disaster purchasing and transportation costs for shelter and related NFIs, estimated at approximately US\$ 33.9 million, which would be required for any one emergency affecting 500,000 persons. It may be noted that this amount would normally be included in the relevant CAP.

## **II How to improve humanitarian response in emergency shelter**

As noted above, the framework for improving humanitarian response in emergency shelter is guided by the principles of predictability, effectiveness, timeliness, responsibility and accountability, which have been highlighted in the IASC Principals' Meeting of 12 September. The purpose of the Emergency Shelter Permanent Cluster Working Group is to assist the national governments, through the country team comprising of participants from IASC members (IASC Country Team), to improve humanitarian action vis-à-vis Emergency Shelter provision, in emergency settings. In order to provide a clear focus on the role and operational framework of this Cluster Working group, Terms of Reference have been formulated (See Annex 1). All cluster members, working in a team spirit, have been requested to commit staff to attend regular cluster meetings in order to strategise on how best to take this process forward.

The provision of emergency shelter is crucial to relief operations. However, in addition to the perceived standard approach of providing tents and blankets, other forms of emergency shelter response will be considered in accordance with the needs and resources assessment. Experiences in the field suggest that strategic decisions on the nature of the emergency shelter intervention must consider, for example, rapid shelter restoration as part of the emergency phase. Emergency shelter, therefore, would include distribution of tents or plastic sheeting; NFIs related to emergency shelter provision; provision of materials and clearing and repair tools to support spontaneous shelter restoration by communities; the use of existing communal facilities such as warehouses, offices, stadiums etc.; payments to the displaced communities to rebuild their homes; assistance to host communities who are hosting displaced persons; construction of communal facilities for the displaced; and, assistance to local authorities to manage shelter, urban planning and land administration.

A few key elements need to be tackled to improve the overall effective response in the Emergency Shelter Cluster. These are: (a) to increase the number of qualified professionals available for rapid deployment in emergency situations, including engineers, architects, planners, land tenure experts, community mobilisation experts,

trainers, logistics and coordination experts, etc.; (b) to strengthen the stockpiles of tents/NFIs and other shelter materials; (c) to develop (and build on existing) guidelines and tools for rapid participatory shelter assessments and interventions in different climatic and geographical conditions and different contexts, including ways of supporting communities for clearing and restoration of damaged shelter immediately after the crisis. This must be done considering the needs for early recovery and subsequent phases, while ensuring that core principles of protection and rights-based intervention are upheld. An additional aspect is the establishment of a monitoring and evaluation system to draw lessons and incorporate these, on a continuous basis, into emergency interventions.

### **III Capacities and Gaps**

The mapping of the global gap in the emergency shelter sector needs to consider the key issues of personnel, stockpiling of NFI associated with shelter, including long-term agreements with suppliers, logistics and training arrangements. A capacity mapping matrix has been developed for this purpose (See Annex 2). This matrix has proven useful in identifying capacities and gaps using the target figure of a new emergency of up to 500,000 people and is based on the agreed global resource requirements.

**Personnel:** This issue needs careful consideration in the Emergency Shelter Cluster. The capacity mapping matrix requests agencies to specify the numbers as well as profiles of staff available for immediate deployment, for short and long missions. The desired profiles for the emergency relief operation are envisaged as, for instance, civil engineers, physical planners, logisticians, shelter coordinators and support staff. These can be complemented by experts on land tenure and other legal issues, community mobilisation and participatory assessment professionals, and information management officers.

According to the capacity mapping inputs received from different cluster members (UNHCR, UN-HABITAT, UNICEF and IOM), IOM<sup>1</sup> and UN-HABITAT state that there are considerable shelter, logistics, disaster management and land tenure experts available for short missions. UNHCR have broader emergency response capacity and rely on Headquarters staff and/or standby arrangements for immediate shelter deployments. For deployment on longer missions, all three organizations (UNHCR, UN-HABITAT and IOM) state that they have available 10-15 staff/consultants/special contracts, and highlighted their reliance on consultants' lists or rosters kept by themselves or their partners. It is evident that linkages need to be made with established rosters and partners, to ensure standby capacity. Training and capacity building (as detailed in subsequent paragraphs) would also play a key role in preparedness and building standby capacity.

**Stockpiles:** The main stockpile-related issues associated with this cluster include mapping emergency shelter supplies and developing global stockpile strategies for the main shelter-related NFIs listed in Annex 2. This task will be linked closely to the

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<sup>1</sup> IOM staff are available only when their current programmes allow as funded programmes must take priority.

Preparedness' subgroup of the Logistics Cluster working group and based on the Central Register of Emergency Stockpiles maintained by OCHA. The Preparedness sub-group has developed a plan for phased implementation of a stockpile mapping tool which, in the short term (by end of 2005), aims to finalize the list of items per sector, up-date data on stockpiles already included and agree on the frequency of up-dates, especially in relation to quantities of items. In the longer-term (2006), donors and NGOs will be invited to include their stockpiles in the Register, and a "gap analysis" will be carried out to evaluate how well the Register meets user needs. It is expected that modules will have to be added, including a module for mapping of stockpiles locations. The objective is to have an integrated database, which could facilitate better access to stockpile information<sup>2</sup>, and coordinated management of stockpiles<sup>3</sup>. However, it is important to recognize that the Central Register of Emergency Stockpiles does not reflect the total overall cluster capacity at the present time, especially that of non-UN cluster members. UNICEF and UNHCR have provided information on existing stockpiles in the capacity mapping matrixes, whereas IOM and UN-HABITAT do not keep NFIs.

**Training:** Training and capacity building in the Emergency Shelter Cluster can include training modules that range from emergency shelter construction and site planning, to human rights and rights-based interventions, community mobilisation and conflict prevention/resolution at local level etc. A number of agencies have well-developed training capacities, including training modules, tools and staff, for the aspects listed above. As highlighted in the capacity mapping matrixes, UNHCR has training materials on emergency management, physical planning, GIS, environment and other technical aspects; IOM has training materials on shelter, site planning and camp management as part of their emergency training package; UN-HABITAT has extensive training resources on building stakeholder participation, capacity building of non-governmental and community based organizations, inclusive planning, conflict resolution, women's rights to property in post-conflict situations, land and property assessment tools, etc. Some of these tools are tailor-made for crisis situations, while others are generic and can be customized. It is proposed to consolidate the various training tools available into thematic modules as part of the preparedness activities to be undertaken in 2006, which may build on existing training courses for shelter experts.

#### **IV Response in selected existing emergencies**

This issue is pending decision. Exploratory missions are underway in Liberia, DRC and Uganda. The final decision is expected to be made after reviews are complete.

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<sup>2</sup> Including location of the stockpile, the goods in stock (basic specifications, packaging, quantity) and contact information of the stockpile holder, as well as other operational details.

<sup>3</sup> This however is an inter-cluster issue and needs to be resolved separately.

## **V Non-UN actor involvement**

To date the involvement of the non-UN actors in the cluster has been strong and has included IFRC, IOM, Care International and CRS, representing ICVA/SCR/Interaction. The ICRC is also participating in the discussions on clusters in the form of exchange of technical and planning information. However, the ICRC has decided not to play a role in the clusters as such (i.e. is not a "cluster member"), but has stated its readiness to work with this new system when it materializes, mainly with the Lead clusters. While the cluster has been working in the spirit of collaboration thus far, it does recognize that there is a need to increase NGO participation at the global level which mirrors cooperation at the field level. Fruitful discussions with representatives of a range of leading NGOs have taken place, including the sharing of the TOR, the Action Plan & Recommendations, and the Summer Process report. We are currently exploring how to best structure this input in a manageable way. Agencies contacted and who have expressed an interest in contributing include Care International, NRC, Catholic Relief Services (CRS), World Vision, Oxfam, MSF Belgium, IRC, Save The Children (US), Caritas, Mercy Corps, CHF and ACTED. OFDA have also been included in the provisional discussions regarding expanding the non-UN participation. This will be complemented by discussions involving Sphere and other relevant organizations as well as drawing on the experiences of some of the other cluster working groups. At the same time, the importance of engaging with national partners in affected countries must also be borne in mind. Military players can also play a certain role in the transportation and distribution of emergency shelter materials and this issue is being worked on specifically by the Logistics Cluster.

Just as there are coordination challenges within UN agencies, there are also challenges concerning the involvement of non-UN actors. Two major issues arise at the global level concerning involvement of non-UN organizations. Firstly, the operations of organizations and agencies can differ significantly and therefore the ensuing response and process can be impacted upon. Some agencies/organizations can respond immediately calling on funding reserves while others require funding prior to undertaking a response. Secondly, principles and structures (meaning the terms by which these organizations are accountable) also affects how involved cluster members can become. As their structures are set up differently, many partner organizations are not accountable to the UN/ERC system. In addition, NGOs are traditionally most active in the field under co-ordinated structures and so their capacity at HQ levels to participate in such initiatives may be more limited than other organizations.

However, to facilitate improved non-UN actor involvement at the global level, meetings with NGO representatives were held and more are planned to broaden their participation in the process, including prominent NGOs in this sector. NGOs that hold stockpiles of shelter materials will be encouraged to provide information on their stocks to the Central Register of Emergency Stockpiles, in order to be included in global capacity mapping. In addition, to make the invitation to participate in the cluster process more inclusive, a profile for participants was drawn up as part of the Terms of Reference (See Annex 1).

A final word on involvement of other actors concerns direct bilateral support. It has been seen in recent emergencies that bilateral support by donors directly to affected countries is substantial but is very often not coordinated with the wider humanitarian response. A system needs to be developed to draw bilateral actors into the process. Advocacy may also be required on the importance of unified action. At the Global level, the ERC should play an important role on this issue.

## **VI Cross-cutting issues**

The purpose of shelter and site planning interventions is to meet the physical and primary social needs and rights of individuals, families and communities for safe, secure and comfortable living space. Beyond survival, site planning and shelter are also important for human dignity and to sustain family and community life as much as possible in difficult circumstances. Displaced people should always participate in the assessments of their shelter needs and priorities, and as much self-sufficiency and self-management as possible should be incorporated into the process. Hence, the emergency shelter sector should be designed bearing in mind the attainment of self reliance.

Furthermore, siting and location of emergency shelter should be determined on the basis of objective criteria such as topography, water and sanitation, proximity to health and education services, livelihoods, appropriate security considerations, etc. As location of the emergency shelter can also have an impact on the extent to which tenure rights of affected populations to their original property are protected and preserved, steps must be taken in the emergency shelter phase to safeguard the property rights of these populations in the long run. It is understood that both the Camp Coordination Cluster will play the major role with respect to the legal, land tenure, policy and security issues in site selection.

Gender, age, diversity (e.g., ethnic or national minorities), special needs, HIV/AIDS, general human rights concerns and the surrounding environment must all be taken into consideration in shelter and site planning. For instance, special attention needs to be given to the needs of women and children while planning the sites and locating communal facilities; shelter distribution and allocation needs to be made on an equitable basis; and the impact on host communities as well as on the environment needs to be considered. A matrix on cross-cutting issues (See Annex 3) has been produced to highlight how these important issues are connected with the provision of emergency shelter. Guidelines and standards and indicators in all of these areas exist or are being developed. However, much more effort needs to be devoted to ascertaining their practicability and usefulness in emergency settings, and developing easy-to-use tools and guidance notes, if necessary.

## **VII Coordinated Response Planning and Preparedness Measures**

It is important to recognize that in the Emergency Shelter Cluster it is difficult to have a standardised response at the local level that can be applied in all situations, because of



varying local conditions, physical, climatic, environmental, cultural factors, and different local capacities and living habits.

According to the ERC, three possible elements could activate the cluster approach. These are:

- a) In response to major traumatic events or disasters, as in the case of Pakistan
- b) To fill major gaps in humanitarian needs, identified by the agencies and by the hosting government, as was the case of Aceh for the shelter cluster
- c) By initiative and guidance of the concerned HC/RCs in consultation with the Country Team members.<sup>4</sup>

Triggered in any of the aforementioned ways, the Cluster system will be activated and will respond in a systematic manner. The strategy developed by the Emergency Shelter Cluster for response in an emergency follows the classical project cycle: Assessment, Intervention/ Implementation, and Monitoring and Evaluation. The main decision-making issues under each are listed below. This response process could easily be adopted by the other clusters.

### **7.1 Assessment**

- a) The cluster lead (global and national) is responsible for ensuring predictable action within the cluster for analysis of needs, addressing priorities and identifying gaps in the cluster area.
- b) This will usually mean leading or taking an active role in preliminary assessments of needs within the cluster, in support of the HC and in cooperation with Country Team,
- c) The cluster lead plays an active role in ensuring the needs analysis and gap identification is carried out effectively and in line with existing policy guidance and standards.
- d) The cluster lead ensures that needs assessments and responses are based on participatory and community based approaches which integrate cross cutting issues (such as human rights; gender, age and diversity; and HIV/AIDS), ensuring synergies and effective links with other clusters, risk reduction, monitoring and adjustment of the response.
- e) In case capacity in the country for the cluster is weak or non-existent, the cluster lead at the global level will mobilize appropriate cluster members to field a joint assessment mission,

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<sup>4</sup> Draft Summary record and Action Points of the Inter-Cluster Working Group Meeting on 25 October 2005, circulated on 07 November 2005.

## **7.2 Intervention/Implementation**

- a) Under overall leadership of the HC/RC, the cluster lead (national) is responsible for securing and following up on commitments from the cluster members already on the ground to contribute to responding to needs and filling the gaps, and,
- b) The cluster lead will identify a cluster partner at the global level to fill any gap which has been identified by the needs assessment and which can not be addressed by the resources available in the country,.
- c) If no partner can be mobilised, the cluster lead would move in as the agency of the last resort and would seek support from the HC and OCHA in mobilizing the required resources, with the caveat that the refugee-related work would not be jeopardized.
- d) The cluster lead will take all necessary actions to ensure fulfillment of commonly accepted standards for timely, adequate and effective humanitarian action that achieve the required impact in relation to the specific cluster area. This must be done in ways that ensure the complementarities of the various stakeholders' actions, strengthen the involvement of national and local institutions, and make the best use of available resources for adequate and effective results - in ways that are well co-ordinated, do no harm and are complementary.

## **7.3 Monitoring and evaluation**

The cluster lead is responsible for sustaining mechanisms through which the cluster as a whole, and individual participants, both assesses its performance and delivers effectively.

As provision of emergency shelter cannot be effective without the provision of other services, the emergency shelter cluster will work closely with all other clusters. Water and sanitation, camp management, protection, logistics and early recovery are all closely-related to emergency shelter. For example, site planning could be part of the Emergency Shelter Cluster but would work closely with the Camp Management Cluster, which would take care of the legal and administrative aspects of camp coordination and management and would also lay the foundation for the Early Recovery Cluster. Stockpiling would be closely linked with the Logistics Cluster. While the tents for education, health and other special purposes would be provided by the respective clusters, some communal tents would, however, still be required by the Emergency Shelter Cluster.

Finally, different clusters at the global and national levels have different roles to play in different stages of an emergency, which makes coordinated intervention by OCHA/HC (respectively), from the start, an absolute imperative.

## **VIII Implementation Plan: Phased Introduction and Priority Recommendations for 2006**

The initial implementation plan has now been updated (See Annex 4). The key issues to be addressed by the Emergency Shelter Cluster in 2006 include the following

### ***8.1 Develop Emergency Shelter Strategies and SOPs considering the different needs for both natural disaster and complex emergencies***

- Agree on overall emergency shelter strategy and exit strategy
- Prepare SOPs and Guidelines, for assessment as well as implementation
- Define set of intervention criteria and matrix of best response for different climatic and geographical conditions, and based on local requirements and capacities.
- Establish monitoring indicators to monitor impact, effectiveness etc of response and a clear reporting strategy

### ***8.2 Standard Setting***

- Review minimum standards, basic items, emergency supply specifications, and compatibility across agencies, emerging technologies, standards for site selection and emergency infrastructure and services, etc.
- Establish a technical working group to review different types of responses in emergency shelter, building on available information and tools in the area of humanitarian intervention.

### ***8.3 Shelter and related NFI stockpiles and information database:***

- Cooperate with the Preparedness Sub-group of the Logistics Cluster to update and refine the Central Register on Emergency Stockpiles and additional modules to be developed, as necessary.
- Prepare and agree on a global emergency shelter response strategy, including inter-operability for procurement, stockpiling, logistics and distribution. The Emergency Shelter Cluster will work closely with the Interoperability Sub-group of the Logistics Cluster which has been set up to address the issue of standardization of stocks, agency logos, etc.

### ***8.4 Staff for Emergency Shelter Response***

- Identify staffing requirements and skills considering both technical expertise and programme/coordination needs at global and national levels (See Annex 5).

- Develop inventory of existing rosters and common roster strategy
- Develop stand-by arrangements with organisations with demonstrated capacity
- Agencies/organizations determine in-house capacity and availability for start-up in new emergencies which may be linked to initial rapid response at emergency outbreak.

### **8.5 Training**

- Development of training modules, possibly through a working group, considering shelter-related technical requirements, cross cutting issues and programme/co-ordination activities. Such training will focus on shelter experts, physical planners and shelter coordinators and will focus on building their capacity to operate in emergency situations. Training modules/focus areas relevant to the Emergency Shelter Cluster would include:
  - Emergency shelter construction and site planning – approaches, techniques and standards
  - Overview of the humanitarian response system, relevant agencies/organizations and their operations, inter-cluster coordination
  - Issues as outlined in the matrix dealing with cross cutting issues (Annex 3) and highlighting participatory decision-making, community-based interventions and conflict resolution
  - GIS/GPS tools and techniques, mapping, map interpretation and updating
- Training would be conducted on 3 occasions during mid to late 2006

### **8.6 Risk Mapping:**

- Based on existing mechanisms, strengthen system for early warning/risk mapping/trigger for emergency shelter.
- Establish scope & criteria of emergency.
- On-going assessment of shelter emergency risks (mainly related to natural disasters) to support contingency plan development and maintenance.
- Work with existing mechanisms through the IASC Task Forces and UNDP to provide risk information and risk mapping data

### **8.7 Information Management**

- Use the IASC Shelter Portal for sharing information & lessons learned.

- Central Register of Emergency Stockpiles for information on stocks of shelter-related NFIs.
- Link with RESPOND (UNOSAT/European Space Agency/Other partners) and other bodies for access to satellite images.
- Compile a database of satellite images and maps in selected countries to facilitate emergency planning and site selection.

## **IX Outstanding issues**

A number of issues remain outstanding and need to be resolved through discussion within the cluster and between clusters. The issues have been divided into cluster-specific outstanding issues and general outstanding issues that affect all clusters.

### ***9.1 Cluster-specific outstanding issues***

1. In the absence of a secretariat, agencies/organizations need to commit additional staff to work largely full time over the next year on implementing shelter response plan. It is unrealistic to expect the lead agency and other key participating agencies/organizations to do this, given existing resources, without new, dedicated resources.
2. There is a need to agree to have a shared use of resources and stockpiles to respond quickly. Agencies/Organizations to repay/replenish stocks after the responding crisis eases.
3. The issue of transitional (semi-permanent) shelter needs to be resolved. i.e., clarification is required on whether it falls under the Early Recovery or Emergency Shelter cluster. How and when the hand over between the two clusters should be established needs attention.
4. Funding – It has become obvious because of the heavy workload during this review process, that immediate dedicated resources to the Emergency Shelter Cluster are undoubtedly required. Clarification is needed on how this will be dealt with across the clusters and within the cluster.

### ***9.2 General outstanding issues***

5. Clear linkage and operating/reporting procedures need to be established and then presented to each cluster on how the links between national and global clusters will operate.
6. It is the understanding of the cluster that the infrastructure related to health and education will be provided by the respective clusters, though some communal tents may remain under the Emergency Shelter cluster.

7. On the issue of the OCHA Central Register of Emergency Stockpiles & stockpiling, it is important to consider stocks currently not included here. Furthermore, clear linkages between the Logistics and Shelter Clusters need to be established.
8. Broader guidance on coordination with bilateral assistance is also needed.
9. Accountability – all aspects of accountability from the ERC/HC through global to national clusters needs to be established, along with corresponding authority and reporting lines.
10. Further elaboration of the cluster collaborative approach at national and global level needs to be worked out.
11. It is important that clear inter-cluster linkages and mechanisms are established.

## **X Cluster-specific resource requirements**

Annex 5 provides a detailed breakdown of resource requirements for the Emergency Shelter Cluster, in order to respond to one emergency of 500,000 persons, though this may need to be replicated for three similar emergencies per year. The requirement for shelter-related NFIs and their transportation costs have been calculated on the basis of current costs. The additional components related to the cluster are costs related to building standby/surge capacity for rapid response and to operationalise the cluster approach, with the ultimate objective of ensuring a more predictable and effective emergency shelter response in future emergency situations. The dedicated human and financial resources required to put in place the global cluster preparedness measures and enhanced capacities would be approximately US\$ 1.1 million. This amount does not include the costing of pre-disaster purchasing and transportation costs for shelter and related NFIs, estimated at approximately US\$ 33.9 million which would be required for one emergency affecting 500,000 persons. It may be noted that this amount would normally be included in the CAP. The Emergency Shelter Cluster (global) focal points for each agency are listed in Annex 6.

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Version FIVE

**Annex 1**  
Terms of Reference  
*for*  
*Emergency Shelter Cluster at Global Level*

*The proposed TOR, which is in line with the first item in actionable recommendations of the summer process report, is intended to provide a summary of work that is expected from the cluster. This work would be related to table one of the final report under detail of the lead and cluster agency (attached for ease of reference).*

**Objective**

To improve Humanitarian Response in Emergency Shelter Sector for New Emergencies

**Organization of the cluster**

1. Current members: UNHCR (chair for displacements due to conflict), IOM, UNICEF, WFP, UNDP, OCHA, OHCHR, IDD, UN-HABITAT, IFRC, and CRS representing ICVA/ SCR/ InterAction.
2. Responsibility of each member to the cluster:
  - a. Attending the cluster meetings,
  - b. Participation in contingency planning and joint participatory assessments missions,
  - c. Mobilization of the stock piles,
  - d. Mobilization of human and financial resources,
  - e. Contribute to fill the gaps, e.g. through partnership
  - f. Sharing of information,
  - g. Participate in review of appropriate technology and standards.
3. Procedural arrangements
  - a. Up to December 2005, cluster meetings will be held fortnightly,
  - b. From January 2006 onward the cluster meetings will be held once a month,
  - c. Extra ordinary meetings will be called at anytime when and if required,
  - d. Frequency of the meetings beyond 2006 will be reviewed during the last quarter of 2006.
4. Upon identification of lead related to natural disasters, the meetings related to these emergencies are expected to be carried out by the natural disaster lead.

**Operational Frame work**

1. In response to emergencies after obtaining of the information the lead convenes an ad-hoc meeting at short notice maybe (24 hrs); The meeting will be chaired by the lead agency,
2. Each member is expected to flag any problem or gap they become aware of in their operations and to share it with the cluster; i.e. participation in early warning,

3. Clearly identified, harmonized and standardized NFIs are retained by participating agencies maintained as standby for immediate deployment. It is understood that cluster may have access to the stock of individual member [with provision of interoperability];
4. The cluster decisions in filling the gaps should endeavor to:
  - a. minimize the duplication of efforts,
  - b. avoid unnecessary competition,
  - c. be action oriented,
  - d. effectively use the resources.
5. Cluster should be able to benefit from competence and expertise of its members including joint training and capacity planning and building;
6. Cluster should ensure policies and activities are based on protection principles including right based approach and addressing cross cutting issues;
7. Information management systems to be in place to record the best practices etc

#### **Response to the New Emergencies**

The response could be divided into following stages (full details in Nov. 05 report body):

1. Assessment:
2. Preparation for Intervention
3. Implementation:
4. Monitoring and evaluation:

It is assumed that other clusters are also establishing similar response processes.



### **Common Understanding & Approach**

One of the organizational-related objectives of the cluster working group is to ensure full participation and any contribution to the Emergency Shelter Cluster approach as agreed by the IASC Principals.

The Emergency Shelter Cluster invites and welcomes all interested organizations, institutions and agencies in a collaborative examination of global, regional and national-level capacities, standards, strategies and activities with the shared aim and common understanding in enhancing the overall Emergency Shelter preparedness and response capacity of the humanitarian system.

The following set of non-exclusive criteria are offered to help identify the general profile and approach of current, future and interested organizations, institutions and agencies within the Emergency Shelter Cluster:

- Relevance of Mission Statement.
- Community-based, gender-sensitive and beneficiary participatory approach.
- Advocacy.
- Ability or intent to implement operations and programme activities within sudden or rapid-onset emergencies at very short notice.
- Readiness to participate in the Cluster Working Group (at the global or country level), assessment missions and other emergency shelter related interventions.
- Understanding and improving the local and national level institutions, e.g. through training, advocacy and activity support.
- Ensuring the highest levels of agreed technical standards and personal conduct.

As of October 2005, participants in the Emergency Shelter Cluster include: UNHCR (Chair), IOM, UNICEF, WFP, UNDP, UN-HABITAT, OHCHR, OCHA/IDD, IFRC, Care International and CRS.

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NB: Consultative process with other potential entities could be considered

**Annex 2 A - Emergency Shelter Cluster**  
**AGENCY CAPACITY MAPPING**

This matrix would represent **global** capacity of cluster members i.e. UNHCR, IOM, UNICEF, WFP, UNDP, UNHABITAT, OHCHR, OCHA, IDD, IFRC, ICRC and others. The country-level capacity (national NGOs, etc.) are not reflected here and additional efforts will be required on this issue.

AGENCY NAME	UNHCR											
<b>Personnel<sup>1</sup></b>												
For Emergency Shelter Cluster meetings	Number of persons <b>3 persons</b>											
For short Missions	Number of persons and their profile/Gender <b>2 persons (Engineers)</b> Maximum duration (days)											
For Deployment	Number of persons Maximum duration (months) <b>about 15 persons through SDC and RedR Australia</b>											
<b>Stockpiles<sup>2</sup></b>												
Items Date <sup>3</sup> : .../...../.....	Tents LWET	Community tents	Plastic sheeting	Blankets	Mattress	Mosquito nets	Jerry Cans	Buckets	Kitchen sets	Stoves		Rub-Halls
Quantity	50,000	---	50,00	250,000	---	90,000	100,000	50,000	50,000	---		10
Access time	ready	---	ready	planned	---	planned	planned	planned	ready	---		ready
Any long term agreements			✓	✓			✓		✓			✓
<b>Logistics<sup>4</sup></b>												
Co-ordination	UNHCR supply management services will arrange for the logistics to the extent possible											
Mechanisms												
Transport												
<b>Training<sup>5</sup></b>												
Training materials now available	Training on Environment, Site planning, GIS, Tool kit,											
Human Resources for training	The in house staff are available however there is a need for training consultant to prepare for the training module											

**NOTES:**

1. **Personnel** a) participation in the cluster meetings, b) to joint assessment and monitoring missions, c) deployments

The cluster members are expected to provide personnel free of charge. Length of advance notice required and the maximum length of deployment needs to be mentioned,

2. **Stockpiles** must be described in terms of quantifiable data, units that are held that are interoperable and the advance notice to have access to the items.

3. **Date:** Is the date of stocktaking

4. **Logistics** must entail describing the mechanisms available and the transportation means on the ground (e.g. back-up trucks available). Co-ordination of logistics is a central issue to be described by all members.

5. **Training:** Members to specify the training materials that are currently available; the resources to produce additional materials if required and the access to trainers/facilities. Topics/expertise for training must also be specified.

**Annex 2 B -Emergency Shelter Cluster**  
**AGENCY CAPACITY MAPPING**

This matrix would represent **global** capacity of cluster members i.e. UNHCR, IOM, UNICEF, WFP, UNDP, UNHABITAT, OHCHR, OCHA, IDD, IFRC, ICRC and others. The country-level capacity (national NGOs, etc.) are not reflected here and additional efforts will be required on this issue.

AGENCY NAME		IOM											
<b>Personnel<sup>1</sup></b>													
For Emergency Shelter Cluster meetings	Number of persons -0												
For short Missions	Number of persons and their profile: <b>Team Leaders with Logistical background: 25 Engineers including shelter and reconstruction background: 15; Logistic and Procurement officers:10</b>  Maximum duration (days) : <b>deployable within early days depending on project involvement</b>												
For Deployment	Number of persons Maximum duration (months) IOM has an internal roster and also has agreements with NRC, DRC, SDC and in the process of signing with CANADEM. IOM also uses RED R International.												
<b>Stockpiles<sup>2</sup></b>													
Items Date <sup>3</sup> : .../...../.....	Tents	Community tents	Plastic sheeting	Tarpaulin	Blankets	Mattress	Mosquito nets	Jerry Cans	Buckets	Kitchen sets	Stoves	Candles	
Quantity													
Access time													
Any long term agreements													
<b>Logistics<sup>4</sup></b>	<ul style="list-style-type: none"> <li>No pre-positioning of NFIs or tents.</li> </ul>												
Co-ordination	<ul style="list-style-type: none"> <li>IOM is part of the UNJLC and the Logistics Cluster working group</li> </ul>												
Mechanisms	<ul style="list-style-type: none"> <li>Missions directly run and manage stocks at their level (mainly Iraq, Afghanistan, Columbia)</li> <li>FPU (procurement Unit) in Manila has contacts with providers such as CICII, and vendors in Pakistan, India</li> </ul>												
Transport													
<b>Training<sup>5</sup></b>													
Training materials now available	<ul style="list-style-type: none"> <li>Training on shelters is part of the emergency training package as SPHERE standards, camp management, site planning</li> <li>IOM follows SPHERE standards and the Shelter Project</li> <li>the IOM Emergency Operations Manual</li> </ul>												
Human Resources for training	No trainers available in house												

**Annex 2 C -Emergency Shelter Cluster**  
**AGENCY CAPACITY MAPPING**

This matrix would represent **global** capacity of cluster members i.e. UNHCR, IOM, UNICEF, WFP, UNDP, UNHABITAT, OHCHR, OCHA, IDD, IFRC, ICRC and others. The country-level capacity (national NGOs, etc.) are not reflected here and additional efforts will be required on this issue.

AGENCY NAME		UN-HABITAT										
<b>Personnel<sup>1</sup></b>												
For Emergency Shelter Cluster meetings	Number of persons	3										
For short Missions	Number of persons and their profile	10 - 15(disaster management experts; housing experts including architects, planners and engineers; land tenure experts; community support professionals; GIS experts; trainers)										
	Maximum duration (days)	3-4 weeks										
For Deployment	Number of persons	10										
	Maximum duration (months)	2 - 6 months (depending on requirements, project formulation progress, resources and other factors)										
<b>Stockpiles<sup>2</sup></b>												
Items Date <sup>3</sup> : .../...../.....	Tents	Community tents	Plastic sheeting	Tarpaulin	Blankets	Mattress	Mosquito nets	Jerry Cans	Buckets	Kitchen sets	Stoves	Candles
Quantity												
Access time												
Any long term agreements												
<b>Logistics<sup>4</sup></b>												
Co-ordination												
Mechanisms												
Transport												
<b>Training<sup>5</sup></b>												
Training materials now available	Participatory decision-making methods for human settlements development; Building Bridges - stakeholder negotiations and conflict resolution tools; Guidelines for assessment of land administration systems in post-conflict environments; handbooks on land administration and land tenure; Capacity building of NGOs and CBOs; Women in Human Settlements Development; Women's rights to land, housing and property in post-conflict situations and during reconstruction; Inclusive urban planning; GIS <b>Some of these materials are specifically designed for disaster and post-conflict situations, while others are generic and can be customized.</b>											
Human Resources for training	5-8 trainers (UN-HABITAT has a well-staffed Training and Capacity Building Branch, as well as training professionals in other units and field projects, including projects in post-conflict countries)											

**NOTES:**

- Personnel** a) participation in the cluster meetings, b) to joint assessment and monitoring missions, c) deployments  
The cluster members are expected to provide personnel free of charge. Length of advance notice required and the maximum length of deployment needs to be mentioned,
- Stockpiles** must be described in terms of quantifiable data, units that are held that are interoperable and the advance notice to have access to the items.
- Date:** Is the date of stocktaking
- Logistics** must entail describing the mechanisms available and the transportation means on the ground (e.g. back-up trucks available). Co-ordination of logistics is a central issue to be described by all members.
- Training:** Members to specify the training materials that are currently available; the resources to produce additional materials if required and the access to trainers/facilities. Topics/expertise for training must also be specified.

**Annex 2 D -Emergency Shelter Cluster**  
**AGENCY CAPACITY MAPPING**

This matrix would represent **global** capacity of cluster members i.e. UNHCR, IOM, UNICEF, WFP, UNDP, UNHABITAT, OHCHR, OCHA, IDD, IFRC, ICRC and others. The country-level capacity (national NGOs, etc.) are not reflected here and additional efforts will be required on this issue.

AGENCY NAME	UNICEF											
<b>Personnel<sup>1</sup></b>												
For Emergency Shelter Cluster meetings	Number of persons											
For short Missions	Number of persons and their profile Maximum duration (days)											
For Deployment	Number of persons Maximum duration (months)											
<b>Stockpiles<sup>2</sup></b>												
Items Date <sup>3</sup> : .../...../.....	<b>Tents</b>	<b>Community tents</b>	<b>Plastic sheeting</b>	<b>Tarpaulin</b>	<b>Blankets</b>	<b>Mattress</b>	<b>Mosquito nets</b>	<b>Jerry Cans</b>	<b>Buckets</b>	<b>Kitchen sets</b>	<b>Stoves</b>	<b>Candles</b>
Quantity	144	24	22,000	1,300	58,000			52,000		6,500		
Access time												
Any long term agreements	Y	Y	Y	Y	Y			Y		Y		
<b>Logistics<sup>4</sup></b>												
Co-ordination												
Mechanisms												
Transport												
<b>Training<sup>5</sup></b>												
Training materials now available												
Human Resources for training												

**NOTES:**

- Personnel** a) participation in the cluster meetings, b) to joint assessment and monitoring missions, c) deployments  
The cluster members are expected to provide personnel free of charge. Length of advance notice required and the maximum length of deployment needs to be mentioned,
- Stockpiles** must be described in terms of quantifiable data, units that are held that are interoperable and the advance notice to have access to the items.
- Date:** Is the date of stocktaking
- Logistics** must entail describing the mechanisms available and the transportation means on the ground (e.g. back-up trucks available). Co-ordination of logistics is a central issue to be described by all members.
- Training:** Members to specify the training materials that are currently available; the resources to produce additional materials if required and the access to trainers/facilities. Topics/expertise for training must also be specified.

**Emergency Shelter Cluster**  
**AGENCY CAPACITY MAPPING**

This matrix would represent **global** capacity of cluster members i.e. UNHCR, IOM, UNICEF, WFP, UNDP, UNHABITAT, OHCHR, OCHA, IDD, IFRC, ICRC and others. The country-level capacity (national NGOs, etc.) are not reflected here and additional efforts will be required on this issue.

<b>AGENCY NAME</b>	<b>Office for the Coordination of Humanitarian Affairs (OCHA), Stockpile in the UNHRD in Brindisi, Italy.</b>											
<b>Personnel<sup>1</sup></b>												
For Emergency Shelter Cluster meetings	Number of persons											
For short Missions	Number of persons and their profile Maximum duration (days)											
For Deployment	Number of persons Maximum duration (months)											
<b>Stockpiles<sup>2</sup></b>												
Items Date <sup>3</sup> : 4/10/2005	<b>Tents</b>	<b>Community tents</b>	<b>Plastic sheeting</b>	<b>Tarpaulin</b>	<b>Blankets</b>	<b>Mattress</b>	<b>Mosquito nets</b>	<b>Jerry Cans</b>	<b>Buckets</b>	<b>Kitchen sets</b>	<b>Stoves</b>	<b>Candles</b>
Quantity	<b>484</b>	<b>0</b>	<b>240</b>	<b>0</b>	<b>62,935</b>	<b>0</b>	<b>0</b>	<b>109,090</b>	<b>0</b>	<b>1,925</b>	<b>0</b>	<b>0</b>
Access time	immediate		immediate		immediate			immediate		immediate		
Any long term agreements	<b>2400*</b>		<b>1,200*</b>		<b>200,000*</b>			<b>70,000*</b>		<b>15,000*</b>		
	*system contract with supplier for the period 2003-2005, available within approx. 3 weeks.											
<b>Logistics<sup>4</sup></b>												
Co-ordination												
Mechanisms												
Transport												
<b>Training<sup>5</sup></b>												
Training materials now available												
Human Resources for training												

**NOTES:**

- Personnel** a) participation in the cluster meetings, b) to joint assessment and monitoring missions, c) deployments  
The cluster members are expected to provide personnel free of charge. Length of advance notice required and the maximum length of deployment needs to be mentioned,
- Stockpiles** must be described in terms of quantifiable data, units that are held that are interoperable and the advance notice to have access to the items.
- Date:** Is the date of stocktaking
- Logistics** must entail describing the mechanisms available and the transportation means on the ground (e.g. back-up trucks available). Co-ordination of logistics is a central issue to be described by all members.
- Training:** Members to specify the training materials that are currently available; the resources to produce additional materials if required and the access to trainers/facilities. Topics/expertise for training must also be specified.

### Annex 3 - Matrix for guidance on cross-cutting issues Emergency Shelter Cluster

Suitable, well-selected and soundly planned sites with adequate shelter and integrated, appropriate infrastructure are essential in the early stages of an emergency as they save lives and reduce suffering. Initial decisions on location and layout have repercussions throughout the existence life cycle of a site, including long term effects on protection and delivery of humanitarian assistance. The purpose of site selection, shelter and physical planning interventions is to meet the physical and primary social needs of individuals, families and communities for safe, secure, and comfortable living space. As much self-sufficiency and self-management as possible should be incorporated into the process. The following matrix outlines where cross-cutting issues such as gender, age and diversity etc. cross-cut emergency shelter issues. These are all human rights issues to be considered for providers of emergency shelter.

	<b>Age, Gender &amp; Diversity</b>	<b>HIV/AIDS</b>	<b>Other general human rights concerns</b>	<b>Environment</b>
<i>Planning</i>	<p>-Special planning attention needs to be given to participatory assessments with a broad range within the community including male and female (adolescent, working age, and elderly), female-headed households, separated children and unaccompanied minors, , child-headed households, elderly, those with mental and physical disabilities, and minority groups (e.g., ethnic or national minorities). Further detailed participatory needs assessments of at-risk groups may be required.</p> <p>- Get consensus on a common registration and individual documentation system.</p> <ul style="list-style-type: none"> <li>- Set standards for community based approaches to ensure specific needs, capacities and rights of men and women of different age groups and backgrounds, and persons with</li> </ul>	<p><b>Training</b></p> <p>-Train site planner and shelter experts in the need to integrate design features such as partitioning to minimise SGBV in shelters.</p> <p>-Training on HIV/AIDS policy, confidentiality, and non-discrimination.</p> <p>-Code of Conduct and the SG's Bulletin</p>	<p>- Planning must be undertaken to ensure the right to an adequate standard of living for people in emergency situations, (taking into account that it is an emergency situation), including adequate food, clothing and housing. In this context, shelter should meet the basic requirements of privacy, health, climatic conditions, cubic content of air, minimum floor space, lighting, heating and ventilation, to the extent possible.</p> <p>-In so far as possible apply existing human rights standards to ensure legal security of tenure; availability of services; habitability; accessibility, and especially location, as temporary settlements often become permanent with time.</p> <p>- Planning must be in place to assess and ensure that shelter distribution and allocation to all families and households is made in a non-discriminatory manner, without distinction of any kind based on race, colour, sex, language, religion, political or other opinion, national or social origin, property, birth or other status.</p> <p>- Pay particular attention to the rights and needs of</p>	<p>- Carry out an environmental survey during the site identification/selection process. It is only by understanding the natural resource base in the influx area can proper management be initiated. The environmental impact of shelter material choice must also be considered. Site selection should establish forest inventories (tree species and the amount of wood per hectare) and determine wildlife status (species, number of animals and migration routes) and plan camps &gt;15km from important forests or wildlife corridors.</p> <p>- Also need to consider livelihoods derived from exploitation of natural resources, social tensions,</p>

	<p>disabilities are considered.</p> <p><b>Training</b></p> <ul style="list-style-type: none"> <li>- Gender, age, and diversity mainstreaming training for cluster participants.</li> <li>- Inclusion of code of conduct and SG's bulletin in all training references.</li> <li>- Train site planner and shelter experts in the need to design emergency and interim shelter which enhances protection and reduces risk of GBV and abuse, such as family-size shelters or partitioning of large emergency shelters.</li> </ul>		<p>women, children, disabled, indigenous peoples and other groups, including marginalized and vulnerable, possibly through the adoption of affirmative measures.</p> <ul style="list-style-type: none"> <li>- Individuals and communities must have equal access to information that impacts upon on their rights as relevant.</li> </ul> <p>Access to appropriate data means being informed about related infrastructure, planning design, availability of services and natural resources as well as potential hazards and other factors that affect these rights.</p> <ul style="list-style-type: none"> <li>- Ensure that emergency shelter staff and managers are trained and familiar with relevant international and national human rights standards. These include: civil &amp; political and economic, social &amp; cultural rights; such as the right to security of person, the right not to be subjected to cruel, inhuman or degrading treatment, the right to an adequate standard of living, including food, clothing and housing.</li> <li>- Ensure that local customs, practices and culture are taken into account in planning shelter issues.</li> <li>- Alongside addressing the human rights protection of displaced persons, the protection needs of the host community may also require attention, e.g. their natural resources and capacities may become overstretched.</li> </ul>	<p>political ramification towards refugees, or loss of economic opportunities.</p> <ul style="list-style-type: none"> <li>- The logistics and supply of emergency shelter must consider environmental aspects also – i.e. if this can not be provided quickly enough people will exploit local resources. If resources must come from outside the area of concern then these should be from authorised areas elsewhere. Excess transport should be avoided.</li> </ul>
<i>Implementation</i>	<ul style="list-style-type: none"> <li>- Enable and encourage the participation of women (including the elderly, adolescent girls and young women) in the</li> </ul>	<ul style="list-style-type: none"> <li>- Specific attention is necessary to respond to gender-based violence,</li> </ul>	<ul style="list-style-type: none"> <li>- At all levels of the emergency shelter management – including design and implementation, individuals and communities must be able to freely express their views and</li> </ul>	<p>Careful use of natural resources is essential</p> <ul style="list-style-type: none"> <li>- Women should be consulted about security and privacy,</li> </ul>



	<p>design and implementation of shelter and site planning. They can help to ensure that all family members have access to shelter, NFIs, health services, community services and other essentials.</p> <ul style="list-style-type: none"> <li>- Ensure inclusion of education and recreation spaces as well as community centers in site planning.</li> <li>- Ensure construction of separate toilet blocks for women and men which are lit and can be locked. Develop individual family toilet blocks for families.</li> <li>- Participation of all members of the community in the identification of protection issues and solutions as a basis for policy.</li> <li>- Take note of the distance of groups with specific needs to the health facility and to other communal services such as distribution points, water points, markets, schools, places of worship, community centres, fuel sources, recreational areas and solid waste disposal areas.-</li> <li>- Establish child friendly spaces where children can meet, play, and access basic health and nutrition requirements</li> </ul>	<p>including sexual exploitation.</p>	<p>opinions, and must be consulted and allowed to contribute substantively to these processes.</p> <ul style="list-style-type: none"> <li>- Ensure that shelter distribution and allocation to all families and households is made in a non-discriminatory manner, without distinction of any kind based on race, colour, sex, language, religion, political or other opinion, national or social origin, property, birth or other status.</li> <li>- Liaise with the protection cluster / focal point agency on the ground.</li> <li>- Ensure freedom of movement: in so far as possible people must be allowed to move freely in and out of any temporary camps or settlements.</li> <li>- Enable the uniting of families by allowing those reunited to live together.</li> </ul>	<p>sources and means of collecting fuel for cooking and heating and access to housing and supplies</p> <ul style="list-style-type: none"> <li>- Avoid clear felling of trees or indiscriminate removal of other vegetation during site preparation Felling and clearing strips of land along the internal road network can open up a densely vegetated site, whereby unnecessary clearing can be avoided. When preparing for and while constructing infrastructure such as roads, communal buildings, school compounds, and distribution and feeding centres, existing trees and bush cover should be protected to the extent possible.</li> <li>- Avoid topsoil removal outside of planned construction and road building sites. Topsoil removed from construction and road building sites should be stored and used where relevant.</li> <li>- Refugee shelters should, where feasible, be constructed using adobe techniques, such as soil and mud-brick construction. In addition, the proper management of the</li> </ul>
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				resulting pits is necessary.
<i>Monitoring &amp; Management</i>	<ul style="list-style-type: none"> <li>- Ensuring data collection and management system in place includes data that is age and sex disaggregated.</li> </ul> <p>Coordinate with other clusters to monitor and respond to GBV incidents. Redesign communal facilities in this area if this is a contributing factor.</p> <ul style="list-style-type: none"> <li>- Knowledge management: feedback of information to the community</li> <li>- Monitor implementing strategies, including those of a gender neutral nature, in order to ensure that they do not lead to de facto discrimination or other unintended negative effects.</li> </ul>	-	<ul style="list-style-type: none"> <li>- Monitor implementing strategies in order to ensure that they do not lead to de facto discrimination or other unintended negative effects, impacting on women, children, disabled, indigenous peoples and other groups, including marginalized and vulnerable, as well as the rights of local host communities</li> <li>- Ensure that human rights monitors have access to emergency shelters, camps and settlements, and the possibility to monitor all human rights violations, including those of economic, social and cultural rights.</li> </ul>	<ul style="list-style-type: none"> <li>- Identify other possible resource contacts in relation to the environment, such as research institutions or other UN specialised agencies</li> <li>- Ensure natural resource plan is in operation and is being adhered to.</li> </ul>
<b>Key References</b>	<p><i>IASC Handbook on Gender Mainstreaming in Humanitarian Action (in preparation).</i></p> <p><i>Gender standards for Humanitarian responses, OXFAM GB, 2004.</i></p> <p><i>Addressing the Needs of women affected by armed conflict, ICRC</i></p> <p><i>ADB Sectoral Gender Checklists: Urban Development and Housing</i></p> <p><i>Gender checklist: Shelter (UNHCR)</i></p> <p><i>Toolkit for Mainstreaming Gender in UN-Habitat Filed programmes:2003</i></p> <p><i>SGs Bulletin on SEA</i></p>	<p><i>Guidelines for HIV/AIDS interventions in Emergency settings, IASC, 2003</i></p>	<p><i>Sphere Standards: Humanitarian Charter and Minimum Standards in Disaster Response</i></p> <p><i>The Guiding Principles on Internal Displacement (E/CN.4/1998/53/Add.2)</i></p> <p><i>Handbook for Applying the Guiding Principles on Internal Displacement</i></p> <p><i>IASC – Growing the Sheltering Tree: Protecting Rights Through Humanitarian Action</i></p> <p><i>IASC Working Group- Manual on Field Practice in Internal Displacement</i></p>	<p><i>UNHCR Handbook for emergencies, 2000</i></p> <p><i>UNHCR Environmental Guidelines, 2005</i></p> <p><i>Refugee operations &amp; Environmental Management – key principles for decision makers UNHC, 2005</i></p> <p><i>Refugee operations and environmental management: selected lessons learned from the field, UNHCR, 2002</i></p>

**ANNEX 4 - UPDATED RECOMMENDATIONS & IMPLEMENTATION PLAN**

**Version 5  
11/11/05**

*+ Further allocation of agency roles will be developed*

<b>RECOMMENDATIONS CATEGORY</b>	<b>TASK</b>	<b>AGENCY+</b>	<b>HOW</b>	<b>TIMELINE</b>	<b>PROGRESS</b>
<i>Creation of Permanent Emergency Shelter Cluster Working Group</i>	Create ToR	All Relevant Agencies	UNHCR to draft and share w/ cluster	September 2005	TOR created and adopted (7/10/2005)
	Establish Permanent Working Group		Agencies name and commit staff		Focal point list finalised (12/10/2005)
	Complete and fully detail the implementation plan for emergency shelter				Implenatation plan updated for Nov. report
<i>Mapping and Global Gap Analysis in emergency shelter for staffing, NFI/shelter, logistics, training and other capacity of key players</i>	Collect data from key players, including on staff, stockpiles, frame-agreements, training and other capacities and agree on needs/gaps in number and skills in personnel	Cluster	All cluster members to provide information on current capacity by completing mapping matrix.	November 2005	Some initial mapping of existing capacity in place but needs updating – mapping matrix circulated (26/10/2005)
	Identify gaps on the basis of agreed global resource requirements				
<i>Stockpile emergency shelter supplies and develop global stockpile strategy and response mechanism, NFIs</i>	Identify NFIs required for different shelter needs and agree with other clusters on allocation of items by sector.	Cluster with OCHA/UNJLC, leads of Preparedness subgroup of Logistics Cluster	OCHA to coordinate with concerned clusters (water and sanitation, health).	Late 2005	NFI list finalized in conjunction with the Preparedness Subgroup of the Logistics Cluster and circulated (3/10/2005)
	Global stockpile o/view, using OCHA Central Register of Emergency Stockpiles.	OCHA	Collaboration with OCHA to up-date Central Register of Emergency Stockpiles; cluster members to provide focal points/up-dates.	Late 2005	OCHA agreed (29/9/05) to be focal point for stockpile registration;
	Agree on a global emergency shelter response strategy, including location of stockpiles, level of stocks, inter-operability for procurement, logistics and distribution	Cluster	Cluster to streamline emergency stocks, common stores and	Early 2006	Collaboration with Inter-operability sub-group of Logistics Cluster.

RECOMMENDATIONS CATEGORY	TASK	AGENCY+	HOW	TIMELINE	PROGRESS
			supply mechanisms		
<i>Risk Mapping: Based on existing mechanisms, strengthen system for early warning/risk mapping/trigger for emergency shelter</i>	Establish scope & criteria of emergency  On-going assessment of shelter emergency risks (mainly related to natural disasters) to support contingency plan development and maintenance.	Cluster  UNDP	Through discussions with IASC  UNDP to provide risk information and risk mapping data	Early 2006	2 Flow charts developed and circulated (7/10/2005)
<i>Information Management</i>	Create web portal for sharing info & lessons learned Provision and interpretation of maps and remotely sensed imagery for selected countries/regions (satellite images, aerial photos etc.)	UNHCR/ Cluster  OCHA UN-HABITAT	  Through links with RESPOND, EuroSAT and other providers	December 2005  Late 2006	Options are being explored by the cluster OCHA created web portal 02/11/2005
<i>Develop Emergency Shelter Strategy and policy guidelines (including monitoring best practice) and fine-tune SOP &amp; Guidelines/Standards</i>	Agree on overall emergency shelter strategy with a rights basis  Prepare/Build on SOPs and Guidelines for both complex emergencies and natural disasters  Define set intervention criteria and matrix of best response for each emergency  Review minimum standards, basic items, emergency supply specs, compatibility across agencies, emerging technologies  Develop Implementation strategy  Develop monitoring indicators and reporting mechanisms	Cluster	By a working group, based on existing tools and guidelines  Guidelines to focus on timeliness & quality of response  Working group meetings  Technical forum sub-group (working group??) using available materials	Late 2006  Mid 2006  Mid 2006  Mid 2006  Mid 2006	Comments and ideas being gathered and reviewed

<b>RECOMMENDATIONS CATEGORY</b>	<b>TASK</b>	<b>AGENCY+</b>	<b>HOW</b>	<b>TIMELINE</b>	<b>PROGRESS</b>
<i>Operations: Review 8 priority IDP situations and determine emergency shelter plan of action</i>	Assess need for emergency shelter interventions in priority countries Identify emergency shelter capacity and facilitate implementation arrangements Review implementation arrangements on regular basis	Cluster		December 2005 to June 2006	Awaiting instructions from the ERC
<i>Personnel: Increase number of available emergency shelter experts/staff</i>	Establish, develop and maintain roster of existing capacity	Lead & Cluster establishes & maintains inter-agency roster	Increase # shelter posts with key cluster actors	Early to Mid- 2006	Costing implications being examined
<i>Training</i>	Identify training needs & develop modules  Conduct 3 training programmes in 2006	Cluster/ working group with consultant  UNCHR/ other cluster members	Assess knowledge/skill gaps  Identify available training materials  Compile, consolidate, customize existing materials; prepare new modules if required	Mid-2006	Comments and ideas being gathered and reviewed
<i>Advocacy:</i>	Links with OHCHR	UNHCR			DONE - OHCHR input on cross-cutting human rights
<i>Oversight Mechanism:</i>	Develop peer monitoring and evaluation processes	Cluster		Mid- 2006 to End 2006	Comments and ideas being gathered and reviewed

## Annex 5 Emergency Shelter Preparedness at Global Level

Estimated Requirements for  
One Emergency of 500,000 persons\*

### Required Non-food Relief Items

Amounts in US Dollar

No	Item	Description	Units	Unit cost	Total Cost	Basis of Calculations
<b>A</b>	<b>Non-food relief items and approximate transport cost</b>					
1	Family Tents					
	a. Ridge type	4.0m x 4.0m ridge type	50,000	140.00	7,000,000	One tent for 5 persons
	b. Light Weight Em. Tent	3.0m x 5.50m	50,000	200.00	10,000,000	One tent for 5 persons
2	Community Tents		500	700.00	350,000	One tent for every 1,000 persons
3	Plastic sheeting	4.0m x 5.0m with eyelet	100,000	7.20	720,000	One sheet for 5 persons
4	Blanket	1.5m x 2.0	500,000	3.10	1,550,000	One blanket for one person
5	Mattress		100,000	11.00	1,100,000	One Mattress per family
6	Mosquito net		200,000	4.60	920,000	Two per family
7	Jerry cans (10L)		200,000	1.50	300,000	Two per family
8	Buckets (14L)		200,000	1.00	200,000	Two per family
9	Kitchen sets		100,000	15.00	1,500,000	One per family
10	Stoves		100,000	10.00	1,000,000	One per family
11	Tools	Combination of tools^	50,000	35.00	1,750,000	1 set shared between two families
12	Transportation by air and land				5,000,000	on the average 20 percent of value
13	Storage				0	Usually free of charge
14	Handling				1,000,000	Estimated Lumpsum
	<b>Sub-Total</b>				<b>32,390,000</b>	
<b>B</b>	<b>Deployment (field costs)</b>					
	Snr. Tech. Coord. - P5	In the field	2	207,000.00	103,500	These are the costs of deploying the required emergency personnel in one emergency situation for an initial period of 3 months #
	Snr. Technical Off. - P4/P3	In the field	10	180,000.00	450,000	
	Technical Assistant - GL5	In the field	15	107,000.00	401,250	
	Logistics Officer - P3	In the field	5	151,000.00	188,750	
	Logistics Officer - GL6	In the field	5	117,000.00	146,250	
	Land Tenure Officer - P4	In the field	1	180,000.00	45,000	
	Community Service - P3	In the field	5	151,000.00	188,750	
	<b>Sub-Total</b>				<b>1,523,500</b>	
	<b>TOTAL **</b>				<b>33,913,500</b>	

Continued on the next page

**Global Cluster Specific**

No	Item	Description	Units	Unit cost	Total Cost	Basis of Calculations
<b>C</b>	<b>Training /consultancies</b>					
	Training		3	50,000.00	150,000	Three trainings envisaged in 2006
	Consultancies - Training	3 man-Months	3	12,000.00	36,000	
	Consultancies - policies	4 man-Months	4	12,000.00	48,000	
	Training consumables	Lumpsum	1	10,000.00	10,000	
	<b>Sub-Total</b>				<b>244,000</b>	
<b>D</b>	<b>Staff / Personnel</b>					
	Expert-P4	Support for the chair	1	180,000.00	180,000	To enhance chairs contribution***
	Programme assist. - GL5	Support for the chair	1	107,000.00	107,000	***
	Snr. Technical Off. - P4	IOM/UN-HABITAT/OCHA	3	180,000.00	540,000	To enhance members contribution***
	Roster maintenance fees	Lump sum	1	50,000.00	50,000	Mainly RedR international for their services
	<b>Sub-Total</b>				<b>877,000</b>	
	<b>TOTAL (Global Cluster Specific) ##</b>				<b>1,121,000</b>	

\* The requirement for the proposed three emergencies of each 500,000 would be two huge in terms of cost, deterioration if not used, warehousing etc. Hence we are taking the figure of 500,000 person as basis

^ Based on set of tools and estimated costs put together by UN-HABITAT for Pakistan

\*\* Should normally be covered under present Consolidated Appeal

\*\*\* These are costs per year at the global level and would not be multiplied three times for three separate emergencies.

# These costs are specific to each emergency and would be multiplied three times for three emergencies

## Extra cost to make cluster system operational and effective, in order to ensure a predictable and timely response to future emergencies

## Focal Points of Emergency Shelter Working Group

Updated 11 November, 2005

No	Cluster Lead / Chairperson, Title & Contact Information	Annex 6 - Agency Focal Points				
		Sector Member Agencies	Principal Contact/Focal Point & The Title	Focal Point Contact Information	Other Focal Point & The Title	Other Focal Point Contact Information
1	<p style="text-align: center;">UNHCR Yoichiro Tsuchida, Chief Technical Support Section Tel: +41 22 739 8341 Email: tsuchida@unhcr.org</p>	Care International	Lorly Zimmermann Emergency Officer	Tel: +22 795 10 22 Email: zimmermann@careinternational.org	Titon Mitra Emergency Director	Email: mitra@careinternational.org
2		Catholic Relief Service	Graham Saunders, Shelter & Settlement Technical Advisor	Tel: +254 20 444 2086 Email: gsaunders@crsert.org		
3		IASC Secretariat	Ivan Bochorishvili	Tel: +41 22 917 14 58 Email: bochorishvili@un.org		
4		ICRC*	Evaristo Oliveira	Tel: +41 79 823 5165 Email: eoliveira@icrc.org		
5		ICVA/InterAction	Graham Saunders, Shelter & Settlement Technical Advisor	Tel: +254 20 444 2086 Email: gsaunders@crsert.org		
6		IFRC	Robert Mister	Tel: +41 22 730 4418 Email: robert.mister@ifrc.org	Linda Stops	E-mail: Linda.Stops@ifrc.org
7		IOM	Lea Matheson	Tel: +41 22 717 93 26 Email: lmatheson@iom.int		
8		NRC	Elisabeth Rasmusson	Tel: +41 22 799 07 04 Email: elisabeth.rasmusson@nrc.ch		
9		OCHA	Isabelle de Muyser-Boucher	Tel: +41 22 917 3290 Email: demuyser-boucher@un.org	Adriana Carvalho Friedheim	Tel: +41 22 917 3514 Email: carvalho-friedheim@un.org
10		OHCHR	Nili Safavi	Tel: Email: NSafavi@ohchr.org		
11		UN-HABITAT	Shipra Narang	Email: shipra.narang@unhabitat.org	Gert Ludeking (IDD)	Tel: +41 22 917 8823 E-mail:ludeking@un.org
12		UNDP	Hossein Sarem-Kalali, Programme Adviser, DRU	Tel: +41 22 917 8706 Email: hossein.kalali@undp.org		
13		UNHCR	Ghassem Fardanesh Snr. Physical Planner	Tel: +41 22 739 7627 Email:fardanesh@unhcr.org	Daniel Endres Emergency and Security Services	Tel: +41 22 739 8965 Email: endres@unhcr.org
14		UNICEF	Luc Chauvin Programme Officer	Tel: +41 22 909 56 36 Email: lchauvin@unicef.org	Everett Ressler Snr. Programme Officer	Tel: +41 22 909 5610 Email: eressler@unicef.org
		UNJLC	Enda Savage	Tel: +39 06 65131 Email: enda.savage@wfp.org		
15	WFP	Peter French, Snr. Shipping Officer	Tel: +39 06 6513 3157 Email: peter.french@wfp.org	Marianne Ward, Head of International Organizations Unit	Tel: +39 06 6513 2804 Email: marianne.ward@wfp.org	

\*ICRC is not a cluster member but has stated its readiness to work with the Emergency Shelter Cluster.