



## SINGLE FORM FOR HUMANITARIAN AID ACTIONS<sup>1</sup>

### 1. GENERAL INFORMATION

**1.1 Name of Humanitarian Organisation/Country of registration:**

United Nations High Commissioner for Refugees / Switzerland

**1.2 Title of the Action: Enhancing coordination of humanitarian shelter response**

**1.3 Area of intervention (country, region): Global - The activities of this project will benefit humanitarian operations worldwide according to need.**

**1.4 Start date of the Action: 01/04/2013**

If the action already started explain the reason that justifies this situation (urgent action or other reasons):

**1.5 Duration of the Action in months: 18 months**

**1.6 Start date for eligibility of expenditure: 01/04/2013**

*Is the start date for eligibility of expenditure equal to the date of submission of the initial proposal?*

*Explain expenses charged to the budget between the date of submission of the initial proposal and start date of the action:*

*If no, enter the start date for eligibility and explain above:*

**1.7 Requested funding modalities for this agreement**

Co-financing

Multi-donor (for International Organisations) **x**

100% financing

In case of 100% financing: justify the request

Action Total amount

DG ECHO contribution requested:

**1.8 Urgent action**    Yes     No **x**

If yes: ECHO Primary emergency decision

ECHO Emergency decision

Other ECHO decision

*Please justify: ECHO Humanitarian Implementation Plan*

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<sup>1</sup>At proposal stage fill the numbered paragraphs, except those which start with [INT] (to be filled in at intermediate report stage) or with [FIN] (to be filled in at final report stage). At intermediate and final report stage, modify only key data in the numbered paragraphs (using strikethrough).

**1.9 Control mechanism to be applied: A**  **P**

**1.10 Proposal and reports**

Initial proposal	<input type="checkbox"/>	date: dd-mm-yy
Revised proposal N°.	<input type="checkbox"/>	date: dd-mm-yy
ECHO reference: ...	<input type="checkbox"/>	date: dd-mm-yy
Intermediate report	<input type="checkbox"/>	date: dd-mm-yy
Final report	<input type="checkbox"/>	date dd-mm-yy

**1.11 [INT] List the supplementary agreements and exchange of letters after signature of the Agreement up to intermediate report stage**

**1.12 [FIN] List the supplementary agreements and exchange of letters after submission of the Intermediate report up to final report stage**

**2. NEEDS ASSESSMENT**

**2.1 Date(s) of assessment; methodology and sources of information used; organisation/person(s) responsible for the assessment**

The project proposal originated within the framework of the IASC transformative agenda process led by the Emergency Relief Coordinator (ERC) in an effort to improve the effectiveness of the humanitarian response.

The IASC Cluster Approach Evaluation 2<sup>2</sup> published in April 2010 highlighted a number of key areas for improvement within the multilateral humanitarian response and set a series of recommendations that solicited the review of the existing cluster approach. The formulation of the IASC transformative agenda finalised in 2012 frames this review by establishing priorities to address challenges in three broad areas:

1. Cluster coordination
2. Leadership
3. Accountability

Clear actions in this regard are endorsed by IASC and inform the strategic direction of the Clusters from 2013 onwards. In order to implement the expectations outlined in the transformative agenda the Global Shelter Cluster has needed to make some adjustments to the way it works.

The Global Shelter Cluster (GSC) as a whole has a yearly meeting in November where the activities of the cluster are reviewed and the cluster collectively plans for the future. The 2012 Global Shelter Cluster meeting took place in Geneva on the 1<sup>st</sup> and 2<sup>nd</sup> of November. This yearly meeting is open to all the cluster members, an invitation was published in the cluster website six months before the date of the meeting and in the different updates sent to the entire cluster mailing list. The meeting was attended by 64 participants from 31 organisations including cluster coordinators from most of the country level shelter clusters, shelter cluster partners, donors (including ECHO) and other clusters. During this meeting, the cluster partners identified the main challenges to be addressed at the country and global levels, reviewed the work done during the year, took stock of the implications of the transformative agenda and other initiatives, and provided strategic directions for the next five years. These strategic directions were later elaborated by the Global Shelter Cluster's Strategic Advisory Group (SAG) to form the

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<sup>2</sup> Group URD and GPPI, *Cluster Approach Evaluation 2*, April 2010

2013-2017 **Global Shelter Cluster Strategy** (Annex 1). This strategy has the following **3 Strategic Aims**<sup>3</sup>:

1. Responsive and flexible support to country-level shelter coordination mechanisms.
2. An effective and well-functioning Global Shelter Cluster.
3. Increased recognition of the shelter and settlements sector as an essential component of the humanitarian response, through enhanced advocacy and communication.

In order to better implement this 5 year strategy, the GSC will divide the implementation of the strategy in phases (see p.31 of this Proposal):

#### **Phase One**

- April 2013 - October 2014, Timeframe aligned with this proposal. Focus on enhancing the cluster core objective, coordinating the responses at country-level, with experienced surge capacity to set up the cluster coordination early on after its activation. This surge capacity will also put in place agreed coordination tools that will provide a harmonisation of country level shelter clusters. Alongside, ensure an effective preparedness and coordination at global level, which will directly reflect on the cluster capacity to respond at country-level. Furthermore, create the basis of a communication and advocacy strategy, strengthening the awareness of the cluster and the inter and intra cluster communication<sup>4</sup>

#### **Next Phases**

- January 2015- December 2017. Aim at the solidification of actions on phase one. Will continue increasing the cluster surge capacity, support to country level operations, monitoring and evaluation of the responses and the sharing of good practices and lessons learned. Furthermore, consolidate the cluster communication and advocacy capacity. The shelter and settlement sector is not sufficiently well understood by the international humanitarian community and by the national and local actors, including governments. By improving its communication strategy and developing public communication products the GSC will increase awareness of the sector and the cluster, with the use of communication tools targeting the different stakeholders.<sup>5</sup>

The GSC SAG agreed in its first meeting<sup>6</sup> on the 12 December 2012 that the cluster should jointly approach donors in order to raise the funds needed to start implementing its Strategy. In particular, it was decided that a proposal would be submitted to the ECHO

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<sup>3</sup> The 2013-2017 GSC Strategy can be found here:

<https://www.sheltercluster.org/Global/Working%20Groups%202012%20Documents/GSC%20Strategy%20final.DOCX>

<sup>4</sup> It will address points 1.1:1.10, 2.1:2.10, and partially 3.1, 3.2, 3.3, 3.4, 3.6, 3.7 of the 2013-2017 Global Shelter Cluster Strategy

<sup>5</sup> It will continue to address the points from Phase 1 and point 1.3, 3.5, 3.8 and 3.9, of the 2013-2017 Global Shelter Cluster Strategy

<sup>6</sup> Minutes of the SAG meeting of the 12 December 2012 can be found here:

[https://www.sheltercluster.org/Global/Working%20Groups%202012%20Documents/2012-12-12%20GSC%20SAG%20Teleconference%20minutes\\_final.docx](https://www.sheltercluster.org/Global/Working%20Groups%202012%20Documents/2012-12-12%20GSC%20SAG%20Teleconference%20minutes_final.docx)

Enhanced Response Capacity Fund by UNHCR on behalf of the cluster, following ECHO's interest in partnering with the Shelter Cluster. This proposal has been revised and approved on the 24<sup>th</sup> of January 2013 by the GSC SAG which is the body mandated by the GSC to facilitate the coordination of harmonized resource mobilization efforts as established in the SAG ToR<sup>7</sup>.

## **2.2 Problem statement and stakeholder analysis**

### Gaps in predictable coordination at country level

One of the benchmarks against which Global Clusters measure their success in responding to emergencies is the ability to deploy the appropriate level of staff with the right skills and experience early on from the beginning of a humanitarian crisis. The early deployment of an experienced cluster coordinator has proven to have a very positive impact in bringing shelter actors together to rapidly make joint strategic plans and to deliver jointly.

The existing network of specialists available within the Shelter cluster and the rosters of the cluster members cannot presently ensure adequate predictability of deployment of appropriate personnel at the initial phase of the emergency. The Global Shelter Cluster has struggled to maintain the timely deployment of cluster coordinators and cluster support teams with the appropriate profile and lever of expertise, especially when large scale emergencies have occurred simultaneously in different geographical areas. Practitioners in the shelter sector who are enrolled in the rosters and networks often do not match the requirements (seniority, language, nationality) of the specific mission or are engaged in other commitments. Moreover, many prefer to engage in long term professional commitments rather than to rely on unpredictable and short emergency missions. The result is that cluster deployments from rosters are very time consuming and cumbersome: our experience has been that on average 9 people need to be contacted to deploy one cluster shelter coordinator<sup>8</sup>.

In the past few years, IFRC has found a way to overcome these limitations by using a surge capacity system available at the global level. This surge capacity is composed of two cluster coordinators that can be deployed early on in any emergency. Once they are deployed, they set up and coordinate the shelter cluster until the team for longer term is identified from the network of specialists and deployed. When they are not deployed these surge capacity coordinators provide remote support to activated clusters, to develop guidance and tools, to provide inputs to IASC and Global Shelter Cluster activities, and to training. This system proved to be efficient for predictable deployments and provision of adequate cluster coordination at country level, although it needs to be enhanced and further maintained. The IFRC system only has enough capacity to cover the coordination needs of shelter clusters responding to natural disasters when coordinated by IFRC. Other organizations such as IOM have highlighted the benefit of these deployments for country-level shelter clusters, should these deployments also serve to strengthen cluster coordination when the cluster is not coordinated by IFRC, and demonstrated their willingness to accept secondments/support by global cluster

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<sup>7</sup> The SAG ToR were approved on the 2012 Global Shelter cluster meeting (1-2 November) and can be found here:

[https://www.sheltercluster.org/Global/Working%20Groups%202012%20Documents/ToR\\_GSC\\_SAG\\_Revised\\_121012\\_final.doc](https://www.sheltercluster.org/Global/Working%20Groups%202012%20Documents/ToR_GSC_SAG_Revised_121012_final.doc)

<sup>8</sup> UNHCR, ECMS, annual analysis of deployment statistics, 2011.

coordination agencies. Given IFRC's mandate for natural disasters within the IASC architecture and within the Red Cross Red Crescent Movement, there is a need to build a similar system for the whole cluster including when other organizations, such as IOM, UNHABITAT or others coordinate the cluster at the country level. Gaps are also evident during the preparedness phase, which is usually initiated at the country level and often goes unnoticed at the global level. Thus this system would need to be complemented with an additional surge capacity at regional level that would work on contingency planning and monitoring.

#### Need for stronger preparedness and predictability at global level

Ad hoc short emergency deployments, by nature, cannot ensure continuity in building cluster coordination capacity; knowledge acquired during deployments often remains with the individuals, who do not have opportunities to share it with the cluster at large. Systems for capturing this knowledge, such as a monitoring and evaluation systems, and platforms for sharing the knowledge, such as the cluster website or coordination workshops, have been put in place but are not consistent or incomplete.

With different organisations leading shelter clusters in different countries, the services that these clusters offers vary considerably. There is need for better guidance to country level clusters on different issues. These issues were identified by the partners of the Global Shelter Cluster during the Global Shelter Cluster meeting and are captured in the document with the Priorities for 2013. These priorities build on the work done by the Global Shelter Cluster in previous years. The **GSC thematic priorities for 2013** are the following<sup>9</sup>:

1. Enhanced Shelter Cluster Coherence
2. Engagement with local and national actors
3. Accountability
4. Shelter in Recovery
5. Regulatory barriers to the provision of shelter

Working groups have been created to address the 2013 priorities. Cluster partners have been invited to participate in the working groups in three different ways: by leading them, by being a member, or by reviewing and commenting on the outputs. The working groups will prepare a work plan to address their priorities in line with the strategy. The SAG will revise the work plans and ensure that they are indeed implementing the strategy according to the priorities identified. A similar approach was used in 2012 with great commitment and work by cluster partners. The progress made in 2012 was good but limited due to the lack of time available by cluster partners to engage in these initiatives while doing their normal jobs. Cluster partners felt that more substantive progress would be made if the working groups could secure some additional support to develop some of the work overseen by them rather than having to do it themselves.

#### Insufficient recognition of the sector

During the Global Shelter Cluster meeting, cluster partners identified the need to increase awareness and recognition of the shelter and settlement sector and the role of the shelter cluster by local and national actors, including governments, and the international

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<sup>9</sup> The GSC thematic priorities for 2013 can be found here:  
<https://www.sheltercluster.org/Global/Working%20Groups%202012%20Documents/GSC%20TPriorities%20final.docx>

humanitarian community at large. The shelter sector is extremely complex but very often misunderstood and oversimplified. The shelter sector has an essential role in the humanitarian response that is often underestimated. In the early stages of an emergency, shelter, is a critical determinant of survival and protection of the displaced population, playing an essential role in reducing vulnerability and building communities' resilience.

## **Stakeholder analysis**

The Global Shelter Cluster is an open platform with around 30 partners participating consistently<sup>10</sup> at the global level. Country level shelter clusters are currently active in 18 countries, with an additional number of countries with active shelter working groups supported by the cluster co-leads. Agency participation in each of these clusters and working groups usually ranges from 4 to 30 agencies. In large emergencies the number of agencies benefiting from Shelter Cluster services can be as high as 600 agencies as in Haiti or 100 in Pakistan.

The leadership of the Global Shelter Cluster is provided by two co-lead agencies: IFRC as convenor in natural disasters and UNHCR as lead in conflict situations. IFRC has been the convener of the Global Shelter Cluster for natural disasters since 2006 and has coordinated country level clusters in 23 emergencies, with a primary focus on coordinating the emergency and transitional phase of a response, at the request of government and national partners. UNHCR assumed the lead of the Global Shelter Cluster for conflict in 2005 and since then has coordinated 21 country-level shelter clusters, some of which are protracted emergencies that have lasted for years such as in Somalia, Afghanistan or Sudan. As per the IASC guidance other organisations lead the Shelter Cluster at country level when they are best placed to do so. This is the case of IOM, UN-HABITAT, Habitat for Humanity, UNICEF, UNDP, and others. Apart from IFRC and UNHCR, the main Shelter Cluster leads at country level have been IOM, which has led the cluster in 19 countries, and UNHABITAT, in 7 countries.

In terms of cluster activation, 2012 has been an average year so it can serve as an example of the activities that the Global Shelter Cluster does in support of country level clusters. As of December 2012 the Shelter Cluster is activated in 20 countries. In 2012, 4 new clusters were activated (Peru, Pacific, Mali, and Philippines), and two have been handed over to the Government (Sri Lanka and Cote d'Ivoire). A total of 37 dedicated specialists have been deployed to support country level clusters in 2012 both in new clusters and as a replacement in existing clusters. The following table shows the details:

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<sup>10</sup> Current cluster partners include ACTED, Archi-Urgent, Article 25, Care UK, CartONG, CHF, CRS, Danish Refugee Council, DFID, Habitat for Humanity International, IFRC, IMPACT, InterAction, International Rescue Committee, IOM, Medair, NRC, OFDA, Oxfam GB, ProAct, RedR, Relief International, RICS, Save The Children UK, Shelter Centre, SKAT, UN-HABITAT, UNHCR, UNOCHA, UNRWA and World Vision International. The Global Shelter Cluster is open to participation by all not-for-profit agencies and institutions engaged in humanitarian shelter.

**Natural Disaster**

Country	Cluster lead/ co-lead	People deployed	Detail of people deployed
Peru Floods	IFRC	3	1 Cluster Coordinator (British RC), 2 Assessment Advisors (REACH)
Pacific	IFRC	1	1 Cluster Coordinator (Australian RC)
Philippines Cyclone Pablo	IFRC (Support from IOM and UNHABITAT)	8	2 Cluster Coordinators (British RC and Australian RC), 1 Technical Coordinator (IFRC), 1 Information Manager (Canadian RC), 2 Assessment Advisors (REACH); 2 Regional Cluster Coordinators (IOM);
Pakistan	IOM	5	1 Cluster Coordinator (IOM), 1 Technical Coordinator (IOM), 2 Information Management, 1 Liaison with partners for funding
South Sudan	IOM	2	1 Cluster Coordinator, 1 Information Management/Monitoring and Evaluation
Haiti	IOM	4	1 Cluster Coordinator, 1 Technical Advisor, 1 HLP Advisor, 1 Community Liaison Advisor
Ethiopia	IOM	2	1 Cluster Coordinator, 1 Information Management

**Conflict**

Country	Cluster lead/ co-lead	People deployed	Detail of people deployed
Mali conflict	UNHCR/ IOM	5	1 Cluster Coordinator (UNHCR), 1 Technical Coordinator (IOM), 1 Information Manager (IOM), 2 Assessment Advisors (REACH)
CAR	UNHCR/ ACTED	3	1 Cluster Coordinator (UNHCR), 2 Assessment Advisors (REACH)
Yemen	UNHCR	1	Cluster Coordinator (NRC)
Somalia	UNHCR	2	2 Assessment Advisors (REACH)
Afghanistan	UNHCR and IOM	2	1 Deputy Cluster Coordinator; 1 Information Management

**TOTAL: 37 persons deployed in 2012**

It is recognised that the Global Shelter Cluster is one of the least funded clusters at the global level. Over the last five years the Shelter Cluster has consistently coordinated

shelter interventions valuing over 100 million USD per annum<sup>11</sup> and yet receives less than 1% of this amount for the coordination of these shelter interventions. . A recent OCHA study confirmed this trend: at the global level in 2011 “*the Emergency Shelter Cluster was least funded, with 29% of requirements covered*”<sup>12</sup>.

The Global Shelter Cluster is structured as follows (see also Annex 2 which illustrates this structure):

- **Strategic Advisory Group (SAG):** permanent body that works to advance the cluster strategic direction, overall work plan, and advocacy. The SAG is composed of self-selecting agencies and institutions of the Global Shelter Cluster based on agreed criteria, and reports to the Global Shelter Cluster<sup>13</sup>. More information on the SAG can be found [here](#).
- **Working Groups:** task-oriented and temporary structure with clear executable deliverables that are established by the SAG to address particular identified needs. More information on the Working Groups can be found [here](#).
- **Communities of Practice:** thematic groups of professional/expert individuals that provide technical and surge support to Global or Country-level clusters, develop "good practices", and address critical issues within their areas of expertise. Their work is not time-bound as they typically support core ongoing cluster functions. There are currently three communities of practice in the Global Shelter Cluster: coordinators, information managers, and environmental advisors.
- **Support Team:** team of dedicated personnel seconded by different cluster partners<sup>14</sup>. This team is the support cell or secretariat of the GSC and is responsible for the day to day running of the GSC. It provides technical and surge support to country level shelter clusters and facilitates the work of the SAG, Working Groups, and Communities of Practice of the Global Shelter Cluster. It also provides inputs to inter-agency discussions and inter-cluster coordination at the global level, and contributes to building capacity and enhancing preparedness. More information on the Support Team can be found [here](#).

The SAG has approved this proposal and will oversee the implementation of the Action. Different elements of the action will be implemented by different parts of the cluster. The proposal builds on existing projects funded by ECHO to other actors in the Global Shelter Cluster, in particular an action supporting ACTED-IMPACT to enhance the need assessment capacity of the Cluster, and another one supporting CARE/ECB in improving the accountability of Cluster. Through the first project, IMPACT and the project partners

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<sup>11</sup> 2011 Shelter and NFI received 199.5 million USD, in 2010 542.5 million USD, in 2009 381 million USD and in 2008 179 million USD. Source: OCHA - FTS

<sup>12</sup> Source: “Cluster Coordination Costs: 2011 Requirements and Contributions”, pg. 3, OCHA 28 November 2012

<sup>13</sup> The members of the SAG for 2013 were appointed at the 2012 Global Shelter Cluster meeting with a one-year mandate. These members are: ACTED, CARE Int’l UK, Habitat for Humanity Int’l, Interaction, IOM, Oxfam UK, NRC, World Vision Int’l, UNHABITAT, and the co-leads IFRC and UNHCR.

<sup>14</sup> These partners are UNHCR, IFRC, Canadian Red Cross, British Red Cross, and SDC.



are providing much needed capacity for cluster members to jointly carry out shelter assessments that are captured in web maps and reports<sup>15</sup>. CARE/ECB have been piloting a framework for improved accountability in delivering shelter projects<sup>16</sup>.

The proposal has also been coordinated with other submissions to ECHO for the 2013-2014 ECB grant including components of humanitarian shelter activities, which are not cluster-managed activities as such but the initiative of agency or inter-agency interests and response capacity building. These include the submission of the Luxembourg Red Cross (Shelter Research Unit). The shelter-related initiatives in these other proposals have been coordinated with the cluster and are aligned with different elements of the shelter cluster strategy. However they respond to specific agency mandates and capacities, which while not undertaken as shelter cluster managed projects can, nevertheless, benefit the wider shelter sector. This proposal has been coordinated with the proposal submitted by ACTED-IMPACT on enhancing the effectiveness of emergency interventions by strengthening the planning, coordination, and evaluation capacity of clusters and other humanitarian coordination platforms. These assessments were done through the REACH Initiative, a partnership between ACTED-IMPACT and UNOSAT. In 2012, REACH provided assessment capacity, satellite imagery and analysis to 5 Shelter Cluster Responses: Philippines, CAR, Peru, Somalia and Mali.<sup>17</sup>

### **2.3 Summarise findings of the assessment (include full report in annex, if relevant) and link these to the Action**

The Global Shelter Cluster Strategy (Annex 1) agreed by the SAG summarizes what needs to be addressed in the next years to improve the work of the Global Shelter Cluster. This Action will respond to some of the most urgent needs of the strategy (see p.31 of this Proposal). The strategy and the action for this first implementation phase are structured as follows:

#### **GSC Strategy 2013-2017**

1. Responsive and flexible support to country-level shelter coordination mechanisms

2. An effective and well-functioning Global Shelter Cluster

3. Increased recognition of the shelter

#### **Action**

1. Global level shelter cluster coordination capacity and resources are strengthened to provide responsive and flexible **support to country level coordination mechanisms**. (Points 1.1:1.10 of the GSC Strategy)

2. An **effective and well-functioning Global Shelter Cluster** enhances the preparedness and predictability of shelter coordination and responses. (Points 2.1:2.10 of the GSC Strategy)

3. Part of this will be undertaken by surge

<sup>15</sup> For more information: <http://www.impact-initiatives.org/>

<sup>16</sup> For more information: <http://www.ecbproject.org>

<sup>17</sup> For more information: <https://www.sheltercluster.org/Global/Pages/REACH.aspx>

and settlements sector as an essential component of the humanitarian response, through enhanced advocacy and communication. capacity when not deployed. (Points 3.1, 3.2, 3.3, 3.4, 3.6, 3.7 of the GSC Strategy)

Assessments of the Shelter Cluster show: gaps in predictable coordination capacity at country level; the need for stronger preparedness at global level, and; insufficient recognition of the shelter and settlement sector. To address these gaps the GSC has: identified sustainable ways of providing enhanced surge capacity to coordinate country level cluster responses; and improved preparedness and knowledge management at the global level. The most essential aspects of the 3 aims will start being implemented on Phase One. Some of them, such as advocacy and communications, will initially be done with limited resources and undertaken by the surge capacity when not deployed.

#### Gaps in predictable coordination at country level

The “surge capacity” model adopted by IFRC for the Global Shelter Cluster has proved to be successful in rapidly providing adequate coordination services at country level; dedicated surge capacity of a shelter coordinator complemented by a roster of cluster agencies’ personnel with adequate skills, including in assessment, information management, and evaluation, constitute a pre-requisite for timely and quality coordination. Meanwhile longer term deployment solutions are being identified within the roster of trained personnel.

The GSC acknowledges the importance of strengthening this system at the global level and adding a regional dimension to it. A sustained cadre of Global and Regional Focal Points (GFP and RFP) will act as a pool of experts that support the immediate provision of quality leadership, the establishment of adequate coordination systems, the roll out of on-the-job training for deployed team/cluster members, the formulation of the initial cluster strategy and plan, and facilitate before leaving a gradual handover to a team who will stay longer.

Though the adoption of a surge capacity system may require considerable and consistent mobilisation of resources, it has evident comparative advantages and is a long term investment towards a sustained timely and enhanced response to emergencies. During the standby mode, the GFP/RFP will provide regular support, by remote, to clusters at country level and facilitate the Cluster team to access updated tools and resources through the Shelter Cluster’s public platform. Moreover, the GFP/RFPs will assist in the transfer of knowledge and rationalise training programmes that aim to expand the cadre of knowledgeable roster members. The GSC will also benefit from a surge capacity to conduct assessments and evaluations of sector-level responses, as well as enabling the development, piloting and systematic use of a Management Information System (MIS) solution that will facilitate information sharing along the operational cycle of country-level clusters

To date, the Global Shelter Cluster does not have enough resources to regularly update cluster guidelines, tools, and best practices that take into account the most recent experiences and that reflect the new challenges that the humanitarian operational contexts generate. The GFP/RFP’s constant engagement will enable these updates and

ensure that the cluster can capitalise on its experience; this knowledge-based management will ultimately enhance the overall shelter response in the field.

#### Need for stronger preparedness and predictability at global level

Feedback of the cluster partners highlights the need for improved coherence between coordination services provided by various clusters at the country level. Delivering as one shelter cluster would ensure quality in performing cluster leadership, greater predictability and consistency in service provision, and thus facilitate the various stakeholders in operating emergency response with minimal adjustments.

The Global Shelter Cluster, through its Working Groups and Strategic Advisory Group, will facilitate discussions and agreement among members and lead the establishment of minimum standards that relate to service provision as well as to the development of clear roles and responsibilities among members. Enhanced capacity at global and regional levels enables the identification of individuals and cluster member agencies that are best placed to provide the necessary expertise.

The website that the Global Shelter Cluster has been piloting and using for the last three years has proved its value added. It still offers many more possibilities to serve as a vehicle for enhancing accountability, knowledge management, transparency, and advocacy. It will be complemented by the development of an MIS system (for deployment and use at country level) that will facilitate the collection, analysis and dissemination of data related to sector-wide needs and progress in meeting them.

A wide range of capacity building activities will help maintain an updated network of specialists that can be deployed at country level. These activities include classroom training and distance learning, on-the-job training, exposure, and mentoring, global workshops, and collaborations with academia.

**2.4 [INT] If changes in needs assessment at intermediate report stage, please explain**

**2.5 [FIN] If changes in needs assessment after intermediate report, please explain**

### **3. HUMANITARIAN ORGANISATION IN THE AREA OF INTERVENTION**

**3.1 Humanitarian Organisation's presence in the area of intervention: brief overview of strategy and current or recent activities in the country**

The Global Shelter Cluster is an open platform with around 30 partners participating consistently at the global level. Country level shelter clusters are currently active in 18 countries, with an additional number of countries with active shelter working groups supported by the cluster co-leads. Agency participation in each of these clusters and working groups usually ranges from 4 to 30 agencies. In large emergencies the number of agencies benefiting from Shelter Cluster services can be as high as 600 agencies as in Haiti or 100 in Pakistan. For more information, see p.8 of the proposal and the Annex 2 for the organogram.

**3.2 *Actions currently on-going and funding requests submitted to other donors (including other EC services) in the same area of intervention - indicate how overlap and double funding would be avoided***

The proposal has also been coordinated with other submissions to ECHO for the 2013-2014 ERC grant including components of humanitarian shelter activities, which are not cluster-managed activities as such but the initiative of agency or inter-agency interests and response capacity building. These include the submission of the Luxembourg Red Cross (Shelter Research Unit). The shelter-related initiatives in these other proposals have been coordinated with the cluster and are aligned with different elements of the shelter cluster strategy. However they respond to specific agency mandates and capacities, which while not undertaken as shelter cluster managed projects can, nevertheless, benefit the wider shelter sector. This proposal has been coordinated with the proposal submitted by ACTED-IMPACT on enhancing the effectiveness of emergency interventions by strengthening the planning, coordination, and evaluation capacity of clusters and other humanitarian coordination platforms. Please note that this proposal is for a multi-donor action and as such, no overlap or double funding can occur, except in the unlikely event of the operation being over-funded with earmarked contributions. Should this event take place, UNHCR will inform ECHO.

**3.3 *[FIN] List other Actions carried out by the Humanitarian Organisation or its Implementing Partners in the same period in that area of intervention and explain how risks for double funding were avoided***

## 4. OPERATIONAL FRAMEWORK

### 4.1 *Exact location of the Action (include map of project location)*

World area: global (GSC)

Country: All relevant countries using the cluster approach or similar inter-agency mechanism to coordinate shelter operations. For shelter preparedness activities, the Action will concentrate on three 'high-risk countries' per region in order to avoid excessive dispersion. These target countries will be defined within the first 60 days of the action on the basis of a concerted agreement with country clusters or other existing coordination mechanisms. This will be followed by a baseline assessment and corresponding Action Plan to support in-country preparedness capacity.

Region: Headquarters and regional level covering countries affected by major humanitarian operations as well as in individual affected countries

Location: Country/regional offices and headquarters

### 4.2 *Beneficiaries*

#### **Total number of direct beneficiaries: 30 organizations**

Comments: The Shelter Cluster estimates more than 5,100,000 IDPs will be assisted at country level within the timeframe of the Action, based on the number of people assisted by the cluster in 2012.

### 4.3 *Status of the direct beneficiaries (multiple options possible)*

IDPs                       Refugees                       Returnees                       local population  
 Others e.g. for Grant Facility, Capacity building, etc.

#### **Specificities of direct beneficiaries (please elaborate according to SF guidelines)**

The ultimate target group and beneficiaries of the Shelter Cluster are the people affected by humanitarian crises, including host communities, whose lives depend on an efficient and effective humanitarian response to their needs. In 2012, the Shelter Cluster assisted more than 3 million<sup>18</sup> beneficiaries from 18 different responses. In 2013, the cluster target is to reach around 3,4 million<sup>19</sup> beneficiaries.

The direct beneficiaries of the proposal will be the Shelter Cluster partners and other shelter stakeholders at the country and global levels. Participation in the Shelter Cluster at both country and global levels is open to any non-profit organisation working in humanitarian shelter. Beneficiaries are therefore self-selecting and profit from the outputs in different ways. In 2012, there were more than 30 partners of the Shelter Cluster on the global level and an estimative of 300 partners on country level.

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<sup>18</sup> Estimated number according to CAP and IFRC Emergency Appeals. In the countries where there is no CAP, the numbers are being calculated and therefore not included in on this final result of beneficiaries.

<sup>19</sup> Expected number of beneficiaries according to CAP and IFRC Emergency Appeals. In the countries where there is no CAP, the numbers are being calculated and therefore are not included in on this final result of beneficiaries.

### **Direct beneficiary identification mechanisms and criteria**

The Strategic Advisory Group set the criteria for selecting the partners that will benefit directly on the funding. It was based, but not exclusively, on the organization's capacity, past support to the Shelter Cluster, willingness, capacity and institutional commitment to continue with the activity after ECHO's timeframe of the Action. The SAG shared the ECHO proposal, the activities that are to be implemented by cluster partners and the criteria with all the cluster partners. The organizations expressed their interest in participating, explaining how they fulfil the criteria, and the SAG took the final decision based on recommendations from the support team.

#### **4.3.3 Describe to what extent and how the direct beneficiaries were involved in the design of the Action**

The Global Shelter Cluster (GSC) as a whole has a yearly meeting in November where the activities of the cluster are reviewed and the cluster collectively plans for the future. The 2012 Global Shelter Cluster meeting took place in Geneva on the 1<sup>st</sup> and 2<sup>nd</sup> of November. This yearly meeting is open to all the cluster members, an invitation was published in the cluster website six months before the date of the meeting and in the different updates sent to the entire cluster mailing list. The meeting was attended by 64 participants from 31 organisations including cluster coordinators from most of the country level shelter clusters, shelter cluster partners, donors (including ECHO) and other clusters. During this meeting, the cluster partners identified the main challenges to be addressed at the country and global levels, reviewed the work done during the year, took stock of the implications of the transformative agenda and other initiatives, and provided strategic directions for the next five years. These strategic directions were later elaborated by the Global Shelter Cluster's Strategic Advisory Group (SAG) to form the 2013-2017 **Global Shelter Cluster Strategy** (Annex 1). This strategy has the following **3 Strategic Aims**<sup>20</sup>:

1. Responsive and flexible support to country-level shelter coordination mechanisms.
2. An effective and well-functioning Global Shelter Cluster.
3. Increased recognition of the shelter and settlements sector as an essential component of the humanitarian response, through enhanced advocacy and communication.

The Action reflects the Strategy's Aims, on a design process that included active participation of the Strategic Advisory Group members.

The GSC SAG is the body mandated by the GSC to facilitate the coordination of harmonized resource mobilization efforts as established in the SAG ToR<sup>21</sup>. The GSC

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<sup>20</sup> The 2013-2017 GSC Strategy can be found here:  
<https://www.sheltercluster.org/Global/Working%20Groups%202012%20Documents/GSC%20Strategy%20final.DOCX>

<sup>21</sup> The SAG ToR were approved on the 2012 Global Shelter cluster meeting (1-2 November) and can be found here:  
[https://www.sheltercluster.org/Global/Working%20Groups%202012%20Documents/ToR\\_GSC\\_SAG\\_Revised\\_121012\\_final.doc](https://www.sheltercluster.org/Global/Working%20Groups%202012%20Documents/ToR_GSC_SAG_Revised_121012_final.doc)

SAG agreed in its first meeting<sup>22</sup> on the 12 December 2012 that the cluster should jointly approach donors in order to raise the funds needed to start implementing its Strategy. In particular, it was decided that a proposal would be submitted to the ECHO Enhanced Response Capacity Fund by UNHCR on behalf of the cluster. The initial proposal was revised by the SAG and approved on the 24<sup>th</sup> of January 2013. The concept note was shared with the whole cluster through the global mailing list and the website. This final proposal has also been revised by the SAG and approved on the 06 of March 2013 before its final submission to ECHO.

**Other potential beneficiaries (indirect, “catchment”, etc.)**

Number of other potential beneficiaries:

Comment:

The indirect beneficiaries of the proposal will be:

1. All the beneficiaries of the country level Shelter Clusters partners. The improved coordination achieved through this proposal will enable cluster partners to deliver better humanitarian responses to their beneficiaries.
2. Host governments both at the national and local level.
3. IOM/IFRC/UNHCR/UNHABITAT and other agencies coordinating the cluster at country level
4. Other clusters and interagency initiatives will also benefit from the publicly available outputs that will be developed in this action.
5. National agencies, including RCRC National Societies, who are not routinely part of the shelter cluster but who benefit from the enhanced coordination services.
6. Global, regional and national shelter agencies and sector practitioners, including private sector, who are not routinely part of the Shelter Cluster and its preparedness activities but who benefit from the freely available online information, tools and training.
7. Refugees involved in UNHCR shelter and settlement projects will benefit because UNHCR will improve the coordination and performance of these intervention using tools, and lessons learned from the IDP shelter and settlement operations.
8. Local and international media.
9. Academic, professional and technical bodies with whom tools, methodologies, lessons learned and other outputs developed will be shared with or jointly developed.

**Direct beneficiaries per sector:**

Sector	Number of beneficiaries
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<sup>22</sup> Minutes of the SAG meeting of the 12 December 2012 can be found here:  
[https://www.sheltercluster.org/Global/Working%20Groups%202012%20Documents/2012-12-12%20GSC%20SAG%20Teleconference%20minutes\\_final.docx](https://www.sheltercluster.org/Global/Working%20Groups%202012%20Documents/2012-12-12%20GSC%20SAG%20Teleconference%20minutes_final.docx)

Shelter, Settlement and NFIs	A minimum of 30 organisations

**4.3.6 [INT] Report on changes and progress**

Sector	Number of reached beneficiaries	Revised targets

**4.3.7 [FIN] Report on changes and achievements**

**4.3.8 [FIN] Estimate per type of beneficiaries**

female: ... %, male: ... % (total female + male= 100%)  
 infants (<5y):... %, children (< 18 y):... %, elderly: ... %



#### 4.4 Objectives, Results and Activities

##### Operational Overview of the Action: Log-frame<sup>23</sup> (max. 3 pages)

<b>Title of the Action</b>	Enhancing coordination of humanitarian shelter response.			
<b>Principal Objective</b>	To more effectively meet the sheltering needs of populations affected by humanitarian crisis, by strengthening the shelter response of humanitarian actors through leadership, coordination and accountability in the humanitarian shelter sector.			
	<b>Intervention Logic</b>	<b>Objectively Verifiable Indicators</b>	<b>Sources of Verification</b>	<b>Assumptions and Risks</b>
<b>Specific Objective</b>	To strengthen the shelter response of humanitarian actors by improving the Global Shelter Cluster surge capacity and shelter preparedness	Average number of hours in which a trained and experienced coordinator is deployed to newly activated shelter clusters. <b>Baseline:</b> unknown. <b>Target:</b> 72h after the cluster activation	Deployment reports by the surge capacity	<i>Assumptions</i> - Other donors will contribute funds to the proposal to complement ECHO's contribution. - Full engagement of cluster members.
		% of newly activated shelter clusters in which a common strategy is developed within a month after the activation, informed by a joint shelter assessment and is kept updated. <b>Baseline:</b> unknown. <b>Target:</b> 70%	Strategies available at <a href="http://www.sheltercluster.org">www.sheltercluster.org</a> within a week after the cluster activation. References in Flash Appeals and or CAP. Strategy documents produced.	<i>Risks</i> - Visas and other logistical constraints delay the deployment of GFP or RFP. - security restrictions may limit what nationalities can be deployed, thus limiting the number of candidates that can be chosen and possibility to deploy
		% of shelter cluster partners including the government counterpart that are satisfied with the coordination services provided. <b>Baseline:</b> unknown. <b>Target:</b> 75%	Feedback from partners at the yearly Global Shelter Cluster meeting Country-level cluster performance management and	

<sup>23</sup> This table will be annex I of the signed Agreement. It has to give a comprehensive overview of the different elements of the Action. It will only contain concise information on results and activities. Any changes made to the log-frame at intermediate report or final report stage will be done using strikethroughs.

			reviews. Debriefings with cluster coordinators	the focal points
<b>Results</b>	<b>Result 1:</b> Global and regional shelter cluster capacity and resources are strengthened to provide responsive and flexible surge and preparedness support to country level coordination mechanisms.	% of country-level shelter clusters with coordination and information management standards in place and adapted to national context. <b>Target 80%</b>	Mission reports	
		% of existing Shelter Clusters with the harmonized basic coordination tools (Strategy, Factsheet, and Technical Guidelines and Standards) in place. <b>Baseline: 0</b> <b>Target: 100%</b>	Documents available on the <a href="http://www.sheltercluster.org">www.sheltercluster.org</a>	
		Number of countries in which assessment surge capacity is deployed, enabling the organisation of interagency assessments in order to feed into humanitarian funding milestones such as Flash Appeals, CERF, or CAP. <b>Target: 4 countries</b>	Flash Appeals, CERF, CAP documents Assessment reports	
		Average % of time of the Surge Capacity spent on support to country-level clusters (whether in-country or remotely). <b>Target 70%</b>	Surge Capacity Monthly Activity Report	
<b>Result 2:</b> The preparedness, predictability of shelter coordination and responses is enhanced through an <b>effective and well-functioning Global Shelter Cluster</b> .	% of guidance and recommendation documents from all Working Groups shared with the country level team, and classified as useful by the shelter cluster coordinators. Baseline: 0 <b>Target: 100%</b> of the documents shared and 80% classified them as useful	Documents available at <a href="http://www.sheltercluster.org">www.sheltercluster.org</a> and feedback from coordinators at the Global Coordination Workshop		
	% of activated shelter clusters for which <a href="http://sheltercluster.org">sheltercluster.org</a> provides updated contact details and key documents related to the shelter	Website <a href="http://www.sheltercluster.org">www.sheltercluster.org</a>		

		<p>response. Baseline: 80%</p> <p><b>Target:</b> 100% activated shelter</p>		
		<p>% of Shelter Coordinators on the Global Coordination Workshop that classified the workshop as useful for their work at country level. Baseline: unknown</p> <p><b>Target:</b> 80%</p>	<p>Feedback from coordinators at the Global Coordination Workshop</p>	
<p><b>Activities</b></p>	<p><b>Result 1:</b></p> <p>1.1 Establishment of Shelter Cluster Global Focal Points as standby/surge capacity and support for global cluster preparedness.</p> <p>1.2 Establishment of four Shelter Cluster Regional Focal Points hosted by cluster partner agencies as standby/surge capacity and support for country level cluster based preparedness, contingency planning and awareness raising</p> <p>1.3 Enhanced Assessment, Reporting and Evaluation capacity at country level</p> <p>1.4 Undertake at least 6 independent reviews of country level shelter clusters.</p> <p><b>Result 2:</b></p> <p>2.1 Enhanced guidance and policy are provided by the Global Shelter Cluster to country level shelter clusters</p> <p>2.2 Dedicated shelter cluster website (<a href="http://www.sheltercluster.org">www.sheltercluster.org</a>) maintained for use by global and country level clusters for specific emergencies.</p> <p>2.3 Global coordination workshop involving coordination personnel from lead and partner agencies to review and revise coordination methodologies, tools and strategies.</p> <p>2.4 Development and roll-out of online self- learning on cluster coordination.</p>			
	<p><b>Pre-conditions</b></p>			

## More detailed information on specific objective and results

### 4.4.2.1 Specific objective

#### 4.4.2.1.1 At proposal stage

To strengthen the shelter response of humanitarian actors by improving the Global Shelter Cluster coordination capacity and preparedness.

#### Detailed description:

The objective of this proposal is to improve the work of the Global Shelter Cluster, responding to the most urgent needs of the strategy: a responsive and flexible support to country-level shelter coordination mechanisms, and an effective and well-functioning Global Shelter Cluster.

#### Indicators:

- Average number of days in which a trained and experienced coordinator is deployed to newly activated shelter clusters. **Target:** 72h after the cluster activation
- % of newly activated shelter clusters in which a common strategy is developed in the operation within a month after the activation, informed by a joint shelter assessment and is kept updated. **Target:** 70%
- % of shelter cluster partners including the government counterpart that are satisfied with the coordination services provided. **Target:** 60%

#### Detailed description (per indicator):

#### Target value (per indicator):

1. Average number of days in which a trained and experienced coordinator is deployed to newly activated shelter clusters. **Target:** 72h after the cluster activation  
  
As a reflect of the surge capacity that is foreseen under Result one, the Global Shelter Cluster will be able to respond more efficiently to the first needs of a response after the cluster activation. With the surge capacity in standby, and not including the constraints with issuing visas, the shelter cluster will have a trained and experienced coordinator deployed within 72h, to set up the shelter cluster of the response.
2. % of newly activated shelter clusters in which a common strategy is developed in the operation within a month after the activation, informed by a joint shelter assessment and is kept updated. **Target:** 70%  
  
Having a trained and experienced coordinator 72h after the activation of a response and the results of the assessment done on the operation, a common strategy will be set up within a month after its activation
3. % of shelter cluster partners including the government counterpart that are satisfied with the coordination services provided. **Target:** 75%  
  
With this indicator will be measured the how the shelter cluster counterparts perceive the cluster and the capacity to quickly respond to the emergency, the coordination process, and if the cluster timely addressed the needs of the population of concern.

#### **4.4.2.1.2 [INT] - Intermediate report**

Intermediate report comment (per indicator):

intermediate value (per indicator):

#### **4.4.2.1.3 [FIN] - Final report:**

final report comment (per indicator):

final value (per indicator):

#### **4.4.2.1 Result 1: Global level shelter cluster coordination capacity and resources are strengthened to provide responsive and flexible support to country level coordination mechanisms.**

This Action will strengthen the linkages between global and regional capacities and local coordination of shelter response efforts in emergencies.

By building capacities of the global shelter cluster for enhanced coordination, lead and shelter agencies will be able to deliver better coordination services at the country level. This will be done through activities that address critical needs in enhanced surge capacity.

Dedicated shelter coordination surge capacity complemented by a roster of cluster agencies personnel with the required knowledge and skill set constitute a basic prerequisite for timely and quality coordination services. This Action will contribute to ensure such capacity exists, providing effective and pre-qualified management of the shelter cluster at country level. The decision on which shelter cluster partners will be involved in the secondment of surge capacity was done according to criteria decided by the SAG.

Enhancing humanitarian shelter preparedness and response capacity at the country level is critical to ensure an effective first response. Local actors are usually the first responders in a crisis, and local governments often lead humanitarian action in their own countries. Building capacity at the regional level is essential to optimize resources when the geographic specificities and capacities or risk exposure and vulnerability of individual countries do not call for in-country presence of dedicated shelter cluster coordination resources. In such cases, regional capacity can strengthen preparedness for response and raise awareness of how the international humanitarian system operates. When the shelter cluster is activated and shelter cluster coordination personnel are deployed, it is essential to ensure that the cluster maximizes its impact and accountability.

Cluster based preparedness and contingency planning is essential for efficient and timely sector response. In an actual emergency, rapid and effective action is required. When disaster response and contingency plans are in place with the necessary resources behind them, and are well disseminated, accepted and understood by all stakeholders it is easier to take appropriate action in a timely manner. This Action will facilitate the required human resource support and technical guidance to advance country level preparedness and scenario planning, and will be undertaken by the surge capacity when not deployed.

#### **4.4.2.1.1 At proposal stage**

##### **Details:**

**Total amount:** 1,651,823 EUR

**Sector:** Shelter and NFIs - Related sub-sector: Other, Coordination

**Beneficiaries (status + number):** 30 organisations

**Detailed description:**

**Objectively verifiable Indicators for this result:**

- % of country-level shelter clusters with coordination and information management standards in place and adapted to national context.

**Target:** 80%

The change of staffing is recurrent in a cluster during its active period. The gaps between the assigned Cluster Coordinators will be filled by Global Focal Points for Coordination, decreasing the period a cluster might have without a coordinator in place. These gaps periods can exist due to the hardship of the assignment, visa and other travel constraints.

- % of existing Shelter Clusters with the harmonized basic coordination tools (Strategy, Factsheet, and Technical Guidelines and Standards) in place.

**Baseline:** 0

**Target:** 100%

Recently developed, the harmonized basic coordination tools still need to be systematically used by the country level shelter clusters. These tools consist of the already in place Strategy, Factsheets, as an advocacy and communication tool, and the Technical Guidelines and Standard.

- Number of countries in which assessment surge capacity is deployed, enabling the organisation of interagency assessments to feed into humanitarian funding milestones such as Flash Appeals, CERF, or CAP.

**Target:** 4 countries

As part of the Action, assessment will set the baseline in the countries to be followed up by sector progress evaluations. They will enable to capture best practices, lessons learnt and remaining gaps in the shelter response, in order to inform revised planning and enable better global capitalization. The assessments will be supported by REACH that will also enable the deployment of surge capacity.

- Average % of time of the Surge Capacity spent on support to country-level clusters (whether in-country or remotely).

**Target:** 70%

The core activity of the Surge Capacity (Global Focal Points and RFP) is to support country-level shelter clusters. The GSC Surge Capacity aims to spend an average of 70% of their time dedicated to supporting activities at the country level, either remotely or in country. They also contribute to enhance global cluster preparedness, capturing good practices, developing or updating guidelines and tools, and supporting global shelter cluster initiatives and priorities. This indicator will be measured through monthly reports produced by the surge capacity on their activities and time dedicated to global and country-level activities.

**Activities related to the result**

Per result:

Short description (as in logframe)

- 1.1 Establishment of Shelter Cluster Global Focal Points as standby/surge capacity and support for global cluster preparedness.

Predictable, timely and effective shelter cluster coordination at the country level requires immediate availability of dedicated, trained, and experienced staff to deploy within 72 hours of cluster activation. The employment of a dedicated team of Global Focal Points (GFPs) enhances the standing capacity of suitably qualified individuals to provide strong leadership and coordination of the shelter cluster response at field level. A minimum of three GFPs for coordination are required to ensure essential surge capacity for coordination in conflict-related emergencies. This approach has been successfully used by IFRC for natural disasters for the past three years and is now being adopted by UNHCR for conflict-related emergencies. Other partners that deploy coordination capacity to country-level shelter clusters, such as IOM, have been using different internal mechanisms and are interested in strengthening these mechanisms with the GFP concept. Additional to the three GFPs for Coordination, there will be a GFP and an Assistant GFP for Information Management, a GFP for Assessment, Monitoring, and evaluation, and a GFP and an Assistant GFP for Communication and Advocacy. This will be a total of six GFPs and two Assistant GFPs. Most of the time for deployment as surge capacity will be undertaken by the GFPs for Coordination and the GFP for Assessment, Monitoring and Evaluation. The GFP for Information Management and the GFP for Advocacy and Communication will also be deployed to country level clusters but it is envisaged that the duration of these deployments will be shorter. An important part of the support they will provide to country-level clusters will be done remotely to assist the cluster coordinators or other members of the team that are present in-country. More clarity on the set-up of the Support Team and the Global Focal Points can be found in Annex 2.

This rapid response mechanism is complemented by existing rosters of trained cluster coordinators and information managers (see activity 2.4), including members of shelter cluster partners as well as Regional Focal Points (see activity 1.2), which combined will constitute the GSC's surge capacity model for enhanced shelter coordination at field level. The GFPs also provide on-the-job training and mentoring to other shelter cluster team (SCT) members deployed, who they will support remotely when the scale of the emergency and its response does not or no longer requires in-country presence of a GFP.

Outside of emergencies, the GFPs contribute to enhance global cluster preparedness for response by capturing best practices and feeding them back into SCT deployments and trainings, by developing or updating guidelines and tools, and by supporting global shelter cluster initiatives and priorities. The GFPs will work in close collaboration in order to ensure that their work is coherent, coordinated, and useful for the overall cluster.

When not deployed, the global focal points will provide remote support to country level shelter clusters to ensure that they apply good practices and agreed methodologies. The GFPs will also have a very active role in the training activities (activities 2.4, and 2.5) to ensure that the training includes the latest inputs from the field and is kept as relevant as possible. GFPs will be part of the GSC Support Team and will contribute to the activities of the GSC with their direct field experience and inputs from other cluster colleagues. More clarity on the set-up of the Support Team and the Global Focal Points can be found in Annex 2. They will also contribute to the IASC global discussions bringing their experience directly in the field. This will help ensure that the inputs to the IASC are informed by field experience and that the GFP will bring the latest IASC policies to the field.

## 1.2 Establishment of Shelter Cluster Regional Focal Points hosted by cluster partner agencies as standby/surge capacity and support for country level cluster based preparedness planning & awareness raising.

A team of Shelter Cluster Regional Focal Points (RFPs) will be established to deliver emergency capacity building and preparedness support to national shelter clusters and national coordination platforms, with primary focus on building local capacities. There will be four RFPs, two for Africa and MENA, one in the Americas, and one in Asia-Pacific, to support national emergency shelter coordination platforms and implement specific emergency preparedness and capacity building initiatives in a limited of high risk countries . The RFPs will be hosted by partner agencies and operate in close collaboration with global cluster leads, therefore contributing to strengthen capacities of the overall shelter sector. The GSC SAG agreed on a transparent process for selection of which cluster partners should be hosting RFPs. An open invitation was made to all cluster partners for expressions of interest to host this RFP. The SAG chose the partners based on pre-agreed criteria. GFPs will be hosted for 12 months but the partners will strive to make these positions sustainable for longer time.

The team of RFPs will provide regionally based technical support for ongoing clusters and sector-based contingency planning. They will enhance shelter cluster planning and strategy development at regional and national levels and strengthen regional and national capacity to respond effectively in the shelter sector to emergencies in the targeted countries. They will support national and sub-national emergency shelter coordination mechanisms through improved cooperation and coordination between clusters, national capacity mapping/baseline, national actors and development actors at every stage from preparedness to response and through the facilitation of national and local NGO participation. They will also contribute to roll out the cluster approach and tools to shelter coordination bodies, especially at national and sub-national levels on the basis of a commonly agreed action plan responding the main capacity gaps at (sub)national levels. In addition, RFPs will complement the global shelter cluster surge capacity system, by providing dedicated surge capacity as members of SCTs for smaller-scale emergencies which do not require in-country presence of a GFP (see activity 1.1). Agreed criteria will be used to define when a RFP or a GFP is to be deployed to certain emergencies. The RFP will also organize and attend the regional coordination workshops, will contribute into the trainings, and will upload tools and documents in [sheltercluster.org](http://sheltercluster.org). Their knowledge and experience will thus be shared with others.

## 1.3 Enhanced Assessment, Reporting and Evaluation capacity at country level

With the support from REACH and building on the partnership of 2011 and 2012, shelter cluster assessments will be implemented in the aftermath of a disaster by (1) providing dedicated human resources (2) facilitating interagency assessments coordination and roll-outs in the field (3) ensuring timely assessment data analysis and diffusion of its results to enable quick and informed decision making. The Action will also promote relevant use of satellite and remote sensor data by providing direct linkages between the country-level shelter cluster and UNOSAT analysis and satellite imageries resources. In at least 2 crises, the initial assessments will be followed up by sector progress evaluations. These will be conducted by interagency teams, approximately 3 months after the conduct of the initial assessment. They will enable to capture best practices, lessons learnt and remaining gaps in the shelter response, in order to inform revised planning and enable better global capitalization. Finally, a GSC MIS system will be developed and



implemented in at least 2 crises. The MIS will enable the collection, analysis and dissemination of cluster and cluster-members data through dedicated web-(and in relevant off-line) portals. All information will also be available of dedicated web-maps, enabling tailored geographical analysis of data.

#### 1.4 Undertake at least 6 independent reviews of country level shelter clusters.

The GSC is committed to the systematic analysis and assessment of its activities and to a culture of transparent accountability to its stakeholders. One way of meeting this commitment is through regular reviews of the delivery on its role in the coordination of country level clusters. Independent reviews have been commissioned in the past in the country-level clusters led by IFRC and are publicly available in [sheltercluster.org](http://sheltercluster.org)<sup>24</sup>. UNHCR has also undertaken evaluations of its role as cluster lead but with a different perspective. Other country level cluster leads have evaluated their role in different ways. This Action will enable a common approach to review country-level shelter cluster that will be used consistently in the future. This will allow better learning and accountability, and the possibility to undertake meta-evaluations to study trends and other interesting information.

These reviews will be informed by the Information Management System developed by REACH for the Shelter Cluster identifying and measuring key performance and impact indicators at country level, and capturing them in interactive web maps. These key indicators will be linked to the assessments indicators used in the Shelter Cluster - REACH methodology. The cluster leads will work closely with interested partners of the Global Shelter Cluster, such as ACTED and IMPACT, in defining a monitoring methodology in line with the Shelter Cluster assessment methodology.

One of the key areas of the Transformative Agenda is improving the monitoring of the performance of the humanitarian architecture. Through this activity the shelter cluster will provide better opportunities for cluster partners to provide feedback and appraise the performance of shelter clusters. At present there are several mechanisms for appraising the performance of the cluster such as the Performance Management System developed by IFRC for the Shelter Cluster, the feedback mechanism included in [sheltercluster.org](http://sheltercluster.org), the annual Global Shelter Cluster meeting, the internal appraisal process of UNHCR coordination personnel, the evaluation of clusters, and informal communication. These mechanisms will be further strengthened with the tools developed as part of the workplan of the IASC Sub-Working Group on the Cluster Approach, including those for monitoring the performance of the cluster. Through this Action, the existing appraisal mechanisms, including the IASC tools for monitoring the performance of country-level clusters, will effectively and consistently be put in place in the country level shelter clusters.

Start date

End date:

Detailed description:

#### **Means and related costs**

Short description

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<sup>24</sup> They can be found here: <https://www.sheltercluster.org/AboutUs/Pages/Cluster-Evaluations.aspx>

costs:

Detailed description:

<b>Result 1</b>	<b>Cost (EUR)</b>	<b>Who will implement it</b>
Global Surge capacity including salaries, travel-related costs, and equipment	1,040,290	UNHCR, IFRC, IOM, ACTED (on behalf of IMPACT Initiatives)
Regional surge capacity including salaries and travel-related costs for 12 months	374,000	Americas: UNHABITAT, Africa: ACTED, Asia Pacific Australian Red Cross, MENA - NRC
Enhanced Assessment, Reporting and Evaluation capacity at country level	153,533	ACTED as implementer of REACH
Preparedness, contingency planning and evaluation	84,000	UNHCR, IFRC and ACTED as co-lead of the Accountability WG.
<b>TOTAL</b>	<b>1,651,823</b>	

#### **4.4.2.1.2 [INT] - Intermediate report**

##### **Details:**

Total planned amount: ..... EUR (if different from proposal)

Total committed amount: ..... EUR

Update on reached beneficiaries (status + number)

IR comment:

##### **Objectively verifiable Indicators for this result:**

Intermediate value (per OVI)

IR comment (per OVI)

##### **Activities related to the result**

IR comment (Per result)

##### **Means and related costs**

IR amount

IR comment:

<b>Result 1</b>	<b>Cost in EUR</b>
<b>TOTAL</b>	

#### **4.4.2.1.3 [FIN] - Final report**

##### **Details:**

Total committed amount: ..... EUR

Update on reached beneficiaries (status + number)

FR comment:

##### **Objectively verifiable Indicators for this result:**

final value (per OVI)

FR comment (per OVI)

##### **Activities related to the result**

FR comment (Per result)

##### **Means and related costs**

FR amount

FR comment:

<b>Result 1</b>	<b>Cost in EUR</b>
<b>TOTAL</b>	

#### **4.4.2.2 Result 2: The preparedness and predictability of shelter coordination and responses is enhanced through an effective and well-functioning Global Shelter Cluster.**

##### **4.4.2.2.1 At proposal stage**

This Action will help the Global Shelter cluster fulfil its global functions in an effective manner. The cluster will become more inclusive and accessible to all humanitarian partners including emerging actors and those that are less present at global fora. Its structure will be more effective and accountable, transparent and open. This Action will boost the capacity of the Global Shelter Cluster to take a long leap forward in advancing on the Priorities identified by for 2013. This will be done by supporting the SAG and the Working Groups created to address the Priorities for 2013 more effectively and with platforms to share experience, best practice, and current challenges in emergency shelter coordination.

Through this action, a common methodology will be incorporated in the GSC for learning from country level clusters, processing and incorporating that learning and disseminating it effectively. The dedicated shelter cluster website will be upgraded to become the primary information portal for all actors engaged in humanitarian shelter response. The website will serve as the front end of a comprehensive knowledge management cycle that will include different avenues to gather and disseminate knowledge. These avenues vary from global workshops and on-the-job training and exposure.

##### **Details:**

**Total amount:** 297,000EUR

**Sector:** Shelter and NFIs . Related sub-sector: Other, Coordination

**Beneficiaries (status + number):** 30 organisations

**Detailed description:**

**Objectively verifiable Indicators for this result:**

- % of guidance and recommendation documents from all Working Groups shared with the country level team, and classified as useful by the shelter cluster coordinators.

**Baseline:** 0

**Target:** 100% of the documents shared and 80% classified them as useful

Working groups have been created to address the 2013 priorities and will prepare work plans to address their efforts in line with the Global Shelter Cluster strategy. The outcomes of the working groups will be shared with country level teams, being those recommendations, guidelines or checklists. Feedback on the quality and usefulness of the documents will be requested, identifying if the work on the global level is meeting the country level needs.

- % of activated shelter clusters for which sheltercluster.org provides updated contact details and key documents.

**Baseline:** 80%

**Target:** 100% activated shelter clusters

Since 2011 the platform [www.ShelterCluster.org](http://www.ShelterCluster.org) supports communications and dissemination of information among cluster stakeholders in active deployments. With the increase field support and communication proposed in this Action, updated information will be uploaded on the website on a timely manner, ensuring that the platform is a reliable tool for the cluster and partners.

- % of Shelter Coordinators on the Global Coordination Workshop that classified the workshop as useful for their work at country level.

**Baseline:** Unknown

**Target:** 80%

The Global Coordination Workshop is the primary forum to address detailed shelter coordination issues by practitioners and their shelter cluster agency representatives, to inform and improve future response. It is essential that the workshop is field driven, aiming on the enhancement of country level responses through the support of the global level shelter cluster and, therefore, useful for shelter cluster country coordinators. Target value (per OVI)

Detailed description (per OVI)

**Activities related to the result**

Per result:

Short description (as in logframe)

- 2.1 Enhanced guidance and policy is provided by the Global Shelter Cluster to country level shelter clusters.

With different organisations leading shelter clusters in different countries, the services that these clusters offers vary considerably. There is need for better guidance to country level clusters on different issues. These issues were identified by the partners of the Global Shelter Cluster during the Global Shelter Cluster meeting and are captured in the document with the Priorities for 2013. These priorities build on the work done by the Global Shelter Cluster in previous years. The **GSC thematic priorities for 2013** are the following<sup>25</sup>:

1. Enhanced Shelter Cluster Coherence
2. Engagement with local and national actors
3. Accountability
4. Shelter in Recovery
5. Regulatory barriers to the provision of shelter

Working groups have been created to address the 2013 priorities. Cluster partners have been invited to participate in the working groups in three different ways: by leading them, by being a member, or by reviewing and commenting the outputs. The working groups will prepare a work plan to address their priorities in line with the strategy. The SAG will revise the work plans and ensure that they are indeed implementing the strategy according to the priorities identified. A similar approach was used in 2012 with great commitment and work by cluster partners. The progress made in 2012 was good but limited due to the lack of time available by cluster partners to engage in these initiatives while doing their normal jobs. Cluster partners felt that more substantive progress would be made if the working groups could secure some additional support to develop some of the work overseen by them rather than having to do it themselves. This activity will be undertaken by the co-leads of the Working Groups or another system that the SAG recommends for the allocation of funding.

2.2 Dedicated shelter cluster website ([www.sheltercluster.org](http://www.sheltercluster.org)) maintained for use by global and country level clusters for specific emergencies.

Reliable, widely accessible and predictable sharing of information is one of the cornerstones to effective coordination. Since 2010, IFRC, in partnership with UNHCR, has developed a web platform called "www.ShelterCluster.org" to support communications and dissemination of information among cluster stakeholders in active deployments. It also serves as the cluster "memory" and knowledge management system for past responses. Within the platform, members of the cluster can intuitively navigate to a particular response and retrieve the most current strategic and technical guidance, and activity updates, while also capitalizing upon lessons learned and products developed in previous responses in the same country or region.

This website aims to be the virtual embodiment of the principles and values that the cluster approach represents: Inclusiveness of all stakeholders, transparency, and collaboration in the effort to better coordinate between agencies and improve responses.

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<sup>25</sup> The GSC thematic priorities for 2013 can be found here:  
<https://www.sheltercluster.org/Global/Working%20Groups%202012%20Documents/GSC%20Strategy%20final.DOCX>

The website is currently capturing data of all activated shelter clusters and some of the countries where cluster-like coordination mechanisms exist. Also, a large body of archived and reference material from previous cluster deployments from 2006 to 2011 has been uploaded and made publicly available on the site for potential use in future responses. It is envisioned that the site will continue to grow in content, usage, and function in order to better communicate important information through a single point-of-entry supporting cluster partner agencies in the shelter sector.

Because ShelterCluster.org is a living, evolving web platform it will require ongoing maintenance, upgrading, development, technical support, and hosting. Adequate financial and human resources will be required to facilitate the following:

- Training of field based information managers to upload content and tailor country-level sub-sites to suit the needs of the local context.
- Global-level remote support for country-level information managers to ensure a high level of consistency, adherence to best practice, and uploading of content from global level resources.
- Third-party technical support agreements with a competent IT company in case of site failure or as backup and to assist with ongoing site development.
- Ongoing development and evolution of site functionality to better support the needs of the cluster partners particularly to make the site more usable in low-bandwidth environments, mobile devices, integration with other coordination platforms (other clusters), and improved usability for end users.
- Take full advantage of its multi-language functionality to have the country-level cluster websites in the local language and other languages needed.
- Dedicated web-hosting in an environment that is at low risk for down-time and high fluctuations in usage.

The global cluster leads will work closely with other agencies leading the cluster at country level to ensure coordination and coherence in the country level sites. At the global level, the global cluster leads will continue sharing responsibilities to efficiently develop, populate, and maintain the website in a joint manner. The creation and use of sheltercluster.org has been agreed with OCHA who welcomes it. Synergies will be sought between sheltercluster.org and websites created by OCHA for inter-cluster coordination to enable easy ways of exchanging information.

2.3 Development of self-learning online training tools in shelter operations and cluster coordination/humanitarian reform, for use by field personnel and decision-makers at country, regional and HQ levels – cluster agencies, government and donor representatives.

Previous reviews of shelter coordination and operation response have highlighted the lack of consistent awareness at country, regional and national level of shelter coordination commitment and humanitarian reform. Existing coordination trainings are too detailed for individuals who need a general understanding as part of their formal responsibilities. In addition, there is a lack of material in languages in which cluster coordination should be conducted (as identified by the IASC Phase II Cluster Evaluation).

The current tutored online component of the Coordination and Leadership training provided by UNHCR Global Learning Centre as well as those that precede IFRC's shelter technical and shelter coordination trainings have been very well received. UNHCR and

IFRC use the same system for their platform for online courses (Cornerstone). The content developed for these courses, along with the content for the residential course, can readily be turned into online self-learning modules which could be made available at no-cost to the wider shelter sector. This would provide opportunities for a wide range of stakeholders to familiarise themselves with humanitarian shelter, with content consistent with shelter cluster established trainings. It would increase the awareness and understanding of humanitarian shelter, and enhance the pool of shelter human resources capacity, which is an acknowledged major gap in the sector.

This Action will therefore develop a self-learning online training in shelter operations and cluster coordination/humanitarian reform to raise awareness and understanding of shelter issues in humanitarian response. This training will be open to all interested parties and participation will be on a self-selection basis. This module will initially be developed in English followed by other languages based on demand (e.g. French, Spanish, Arabic Russian, Chinese, Indonesian, etc.).

IFRC will take the lead in developing these training tools. The SAG will define a way for this material to be reviewed and endorsed maximizing efficiency and coherence.

2.4 Global coordination workshop involving coordination personnel from lead and partner agencies to review and revise coordination methodologies, tools and strategies.

Predictable coordination at field level requires consistent delivery of high-quality coordination services regardless of the individual knowledge and expertise of staff and agencies participating in any given SCT deployment. The continuous gathering and dissemination of best practice and improvement of existing methodologies, tools and strategies through regular reflection among practitioners constitute a key factor in ensuring consistency in coordination products and services by shelter cluster agencies.

Global coordination workshops provide the primary forum to address detailed shelter coordination issues by practitioners and their shelter cluster agency representatives that can inform and improve future response. These workshops result in revised templates, tools, methodologies, greater clarity of roles and responsibilities, and improved support systems for addressing finance, security, and human resources issues. The knowledge gained and good practice captured through global and regional coordination workshops is further disseminated through the cluster website (see activity 2.2) and informs improved content of future coordination surge capacity trainings (see activity 2.5). By holding two global and three regional workshops over the timeframe of this Action, cluster agencies will achieve greater global alignment and enhance specific ways to work better as one shelter cluster.

Start date

End date:

Detailed description:

#### **Means and related costs**

Short description (as in logframe)

costs:

Detailed description:

<b>Result 2</b>	<b>Cost (EUR)</b>	<b>Who will implement it</b>
Enhanced guidance and policy is provided by the Global Shelter Cluster to country level shelter clusters - Coherence Working Group	15,000	Habitat for Humanity on behalf of the co-leads of the Coherence WG
Enhanced guidance and policy is provided by the Global Shelter Cluster to country level shelter clusters - Accountability Working Group	15,000	ACTED as co-lead of the Accountability WG
Enhanced guidance and policy is provided by the Global Shelter Cluster to country level shelter clusters - Shelter in Recovery Working Group	15,000	Habitat for Humanity as co-lead of the Recovery WG
Enhanced guidance and policy is provided by the Global Shelter Cluster to country level shelter clusters - Regulatory barriers in the provision of shelter Working Group	15,000	NRC as co-lead of the WG on Regulatory barriers in the provision of shelter
Enhanced guidance and policy is provided by the Global Shelter Cluster to country level shelter clusters - Strategic Advisory Group	15,000	Habitat for Humanity
Printing and production costs related to the material to be produced by the Working Groups and the Strategic Advisory Group	10,000	Habitat for Humanity
Dedicated shelter cluster website ( <a href="http://www.sheltercluster.org">www.sheltercluster.org</a> ) maintained for use by global and country level clusters for specific emergencies	104,000	UNHCR and IFRC
Development of self-learning online training tools in shelter operations and cluster coordination/humanitarian reform, for use by field personnel and decision-makers at country, regional and HQ levels – cluster agencies, government and donor representatives.	48,000	IFRC
Global coordination workshops involving coordination personnel from lead and partner agencies to review and revise coordination methodologies, tools and strategies.	60,000	UNHCR, IFRC and Habitat for Humanity
<b>TOTAL</b>	<b>297,000</b>	

#### **4.4.2.2.2 [INT] - Intermediate report**



**Details:**

Total planned amount: ..... EUR (if different from proposal)

Total committed amount: ..... EUR

Update on reached beneficiaries (status + number)

IR comment:

**Objectively verifiable Indicators for this result:**

Intermediate value (per OVI)

IR comment (per OVI)

**Activities related to the result**

IR comment (Per result)

**Means and related costs**

IR amount

IR comment:

Result 2	Cost in EUR
<b>TOTAL</b>	

**4.4.2.2.3 [FIN] - Final report**

**Details:**

Total committed amount: ..... EUR

Update on reached beneficiaries (status + number)

FR comment:

**Objectively verifiable Indicators for this result:**

final value (per OVI)

FR comment (per OVI)

**Activities related to the result**

FR comment (Per result)

**Means and related costs**

FR amount

FR comment:

**4.4.3 Other costs<sup>26</sup>**

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<sup>26</sup> The last table groups the costs that have not been dedicated to one specific result (support costs, feasibility studies, audits etc. as explained in the guidelines). The total of the total amounts mentioned per result and in this table will correspond to the subtotal direct eligible costs in the table section 11.

	<b>Initial amount</b>	<b>Intermediate Committed amount</b>	<b>Intermediate Revised amount</b>	<b>Final Committed</b>
Deputy Global Shelter Cluster Coordinator UNCHR	273,196			
Deputy Global Shelter Cluster Coordinator IFRC	273,196			
Visibility costs	5,000			
Programme Assistant: P2 in UNHCR Geneva for 18 months	68,227			
<b>Total other costs</b>	<b>619,619</b>			

4.5 Work plan (e.g. annex Gantt chart)

Enhancing coordination of humanitarian shelter response				ECHO Proposal Timeframe																		
Activities	Start Date	Implementing Agencies	Stage	Apr-13	May-13	Jun-13	Jul-13	Aug-13	Sep-13	Oct-13	Nov-13	Dec-13	Jan-14	Feb-14	Mar-14	Apr-14	May-14	Jun-14	Jul-14	Aug-14	Sep-14	
<b>Result 1</b>																						
Activity 1.1: Global Focal Points (Surge Capacity)	Feb-13	IFRC+UNHCR+IOM+ACTED																				
Activity 1.2: Regional Focal Points (Surge Capacity)	Sep-13	NRC+ACTED+UNHABITAT+ARC																				
Activity 1.3: Assessment capacity deployed at country level	Apr-13	ACTED																				
Activity 1.4: Preparedness, Contingency Planning, Reviews and evaluations	Apr-13	IFRC+UNHCR+ACTED																				
<b>Result 2</b>																						
Activity 2.1: Support activities of GSC management and governance structures	Feb-13	CRS, Impact, H4H, NRC																				
Activity 2.2: Website	Feb-13	IFRC+UNHCR																				
Activity 2.3: Distance learning module on cluster operations and coordination	Oct-13	IFRC+UNHCR																				
Activity 2.4: Global workshops	Nov-13	IFRC+UNHCR+HFH																				

Global Shelter Cluster Strategy 2013-2017		ECHO Proposal Activities
<b>Strategic Aim 1: Responsive and flexible support to country-</b>		
1.1	A harmonized surge capacity system for shelter coordination.	Activity 1.1: Global Focal Points (Surge Capacity) Activity 1.2: Regional Focal Points (Surge Capacity)
1.2	A diverse pool of available technical expertise, reflecting the wide scope of disciplines involved in the shelter and settlements sector.	Activity 1.1: Global Focal Points (Surge Capacity) Activity 2.4: Global workshops
1.3	An established mechanism to leverage the existing capacities of the private sector in support of the humanitarian shelter response.	Activity 1.4: Preparedness, Contingency Planning, Reviews and evaluations
1.4	Provision of technical advice for shelter sector emergency preparedness and contingency planning.	Activity 1.1: Global Focal Points (Surge Capacity)
1.5	A coordinated approach to shelter assessments.	Activity 1.3: Assessment capacity deployed at country level Activity 2.4: Global workshops
1.6	A transparent and inclusive approach to facilitating access to pooled funds for shelter response.	Activity 2.1: Support activities of GSC management and governance structures Activity 1.1: Global Focal Points (Surge Capacity)
1.7	Available capacity to provide learning support for ongoing shelter responses, by reviewing and defining success, and capturing and sharing innovation and good practice in the field through interagency impact evaluations, reviews, and other learning support options.	Activity 2.3: Distance learning module on cluster operations and coordination
1.8	Increased capacity to engage in shelter early recovery activities and a consistent approach to cluster handover and exit strategies.	Activity 1.1: Global Focal Points (Surge Capacity) Activity 1.4: Preparedness, Contingency Planning, Reviews and evaluations
1.9	Increased engagement with and participation of local and national actors, providing relevant and adaptive support to local needs and existing national coordination mechanisms.	Activity 1.2: Regional Focal Points (Surge Capacity) Activity 2.2: Website
1.1	A clear and consistent approach to shelter cluster coordination, readily available and kept up-to-date.	Activity 1.1: Global Focal Points (Surge Capacity) Activity 2.2: Website Activity 2.4: Global workshops
<b>Strategic Aim 2: An effective and well-functioning Global</b>		
2.1	An inclusive and broad-based GSC, with increased participation of emerging humanitarian actors.	Activity 2.1: Support activities of GSC management and governance structures Activity 2.4: Global workshops
2.2	Effective and accountable governance and management structures, open to the participation of all cluster partners.	Activity 2.1: Support activities of GSC management and governance structures Activity 2.4: Global workshops
2.3	An innovation culture, harnessing new technologies and programming approaches for enhanced shelter response.	Activity 2.1: Support activities of GSC management and governance structures
2.4	Consistency in technical standards, specifications, reporting, indicators and policies.	Activity 1.4: Preparedness, Contingency Planning, Reviews and evaluations Activity 2.1: Support activities of GSC management and governance structures
2.5	The prime global humanitarian shelter knowledge hub, providing the primary information portal for all actors engaged in humanitarian shelter response.	Activity 2.1: Support activities of GSC management and governance structures Activity 2.2: Website
2.6	Cohesive training and capacity building initiatives.	Activity 2.1: Support activities of GSC management and governance structures Activity 2.3: Distance learning module on cluster operations and coordination
2.7	A common understanding on global shelter response capacity, including material stockpiles and pre-positioning approach, suppliers, human resources, and overall capacity of humanitarian agencies.	Activity 1.4: Preparedness, Contingency Planning, Reviews and evaluations
2.8	Active participation in IASC activities and inter-cluster initiatives.	Activity 2.1: Support activities of GSC management and governance structures
2.9	Enhanced partnerships among shelter actors allow for pooling resources and ensuring complementarity of efforts.	Activity 2.1: Support activities of GSC management and governance structures
2.1	A clear and predictable division of responsibilities with other clusters.	Activity 1.1: Global Focal Points (Surge Capacity) Activity 2.4: Global workshops
<b>Strategic Aim 3: Increased recognition of the shelter and</b>		
3.1	A raised profile and understanding of the humanitarian shelter sector, resulting in a reduced gap in funding coverage of stated shelter needs.	Activity 2.1: Support activities of GSC management and governance structures
3.2	A diverse, predictable, and consistent donor base for shelter coordination and response.	Activity 2.1: Support activities of GSC management and governance structures Activity 2.1: Support activities of GSC management and governance structures
3.3	Coherent, coordinated and targeted public communication and advocacy on humanitarian shelter issues, with governments and other humanitarian stakeholders.	Activity 2.2: Website
3.4	Consistent and accurate understanding and messaging of the shelter sector capacity and resource needs.	Activity 2.1: Support activities of GSC management and governance structures
3.5	Wider acceptance of a settlements approach in humanitarian response strategies.	
3.6	Increased integration of the humanitarian shelter response, through strengthened linkages with other sectors.	Activity 2.1: Support activities of GSC management and governance structures
3.7	Broader understanding among humanitarian stakeholders of the role and scope of the shelter sector in the coordination of NFIs.	Activity 2.1: Support activities of GSC management and governance structures
3.8	Enhanced articulation of the linkages between shelter risk reduction, preparedness, relief, recovery, and development, through a resilience approach, resulting in a seamless transition from emergency relief to recovery and reconstruction.	
3.9	Increased professionalization of the humanitarian shelter sector, through enhanced partnerships with the private sector, academic establishments and research institutions.	

**4.5.1 [INT] Revised work plan, if changed after proposal**

**4.5.2 [FIN] Report if major changes compared to original planning.**

#### ***4.6 Monitoring, evaluation, audit and other studies***

##### **4.6.1 Monitoring of activities (explain how, by whom)**

Mission reports and regular meetings with the surge capacity on the development of the country level cluster will be developed and arranged. Monitoring activities will also be carried by partners and followed up by the Programme Assistant and the support team. Outputs from the Performance Management System for individual country level clusters will also be made available through [www.sheltercluster.org](http://www.sheltercluster.org). Regular updates will be maintained to monitor and report on planned activities.

##### **4.6.2 Tick the box if one of the following studies will be undertaken:**

- an external evaluation during the Action
- an external evaluation after the Action
- an external audit during the Action
- an external audit after the Action
- an internal evaluation or internal audit related to the Action

**Other studies:**  please elaborate:

(Please remember that for external evaluations, audits and studies financed by the Commission the Terms of Reference have to be agreed by DG ECHO before launching the selection procedure)

**[INT] Report on changes and progress**

**[FIN] Report on changes, challenges or achievements**

## **5. TRANSITION (LRRD) AND CROSS-CUTTING ISSUES**

### ***5.1 Describe the expected level of sustainability and/or connectedness<sup>27</sup>***

The proposal has the objective to cover part of the GSC 2013-2017 strategy. The projects implemented in this proposal will set the foundation for the completion of the strategy in 5 years, aiming to enhance the GSC and its support to country level responses. The Action will ensure a better coordination, and sharing of lessons learned good practices and further field related experiences.

The sustainability of the surge capacity at global and regional level is the most challenging aspect of the proposal. Cluster partners receiving funds for this surge capacity will be requested to continue maintaining this capacity for additional time beyond the duration of the action. A strategy will be developed to ensure continuity of this project and other donors or alternative ways of financing will be explored to ensure this. The rest of the activities of the Action will be sustainable as they have been happening already in the past. The Action will ensure that these activities take place in a predictable and consistent manner throughout the different country level clusters.

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<sup>27</sup> Sustainability and connectedness are similar concepts used to ensure that activities are carried out in a context that takes longer-term and interconnected problems into account.

## **5.2 Transition and/or exit strategies** (*Linking Relief, Rehabilitation and Development*)

By enhancing the GSC capacity, including the monitoring and evaluation processes, the SC will have more information on country level cluster partners ensuring a better handover after the deactivation of the cluster. This also relates to transition from agencies to other agencies, due to better capacity in leading the cluster on a given phase of the response –i.e. from emergency to recovery phases.

## **5.3 Mainstreaming** (*e.g. children, Disaster Risk Reduction, environmental impact, gender, HIV and AIDS, human rights, protection, others to be specified*). *In your explanation, point to significant elements introduced under 2.3 and 4.3.2.*

The provision of emergency and transitional shelter is a crucial element of ensuring the protection, safety and security needs of the affected population are met. Further, the responses need to take into account the specificities in relation to the environment, HLP, gender, age, disabilities, amongst others. These different needs are recognized and incorporated into all aspects of a shelter program, from the initial assessment, to the design, planning, program implementation and evaluation phases. By increasing the Global Shelter Cluster capacity and the support to country level responses, the Global and Regional Focal Points will ensure that the cross cutting issues are taken into consideration from the development of a shelter cluster strategy to the final evaluation in all shelter cluster responses.

## **5.4 [INT] Report on changes, challenges and progress**

## **5.5 [FIN] Report on changes, challenges and achievements**

# **6. FIELD COORDINATION**

**Field co-ordination** (*indicate the Humanitarian Organisation's participation in coordination mechanisms with other relevant stakeholders, e.g. clusters, NGOs, UN agencies, others to be specified as well as the links with the Consolidated Appeal Process, when relevant*)

GSC is an active participant on the IASC bodies and meeting, including the Sub Working group on the Cluster Approach and the Global Cluster Coordinators meeting. Being involved in these discussions guarantee the coordination between the Shelter Cluster, other clusters and global level partners. Further, it ensures coherence on the responses provided by the different clusters, on the monitoring and performance evaluation tools and on the information provided to the clusters stakeholders.

The Global Shelter Cluster is an open platform with currently 30 partners participating consistently at the global level<sup>28</sup>. The leadership of the Global Shelter Cluster is provided by two co-lead agencies: IFRC as convenor in natural disasters and UNHCR as lead in conflict situations.

The Global Shelter Cluster is structured as follows: A Strategic Advisory Group, a Support Team, Working Groups and Communities of Practice.

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<sup>28</sup> Current cluster partners include ACTED, Archi-Urgent, Article 25, Care UK, CartONG, CHF, CRS, Danish Refugee Council, DFID, Habitat for Humanity International, IFRC, IMPACT, InterAction, International Rescue Committee, IOM, Medair, NRC, OFDA, Oxfam GB, ProAct, RedR, Relief International, RICS, Save The Children UK, Shelter Centre, SKAT, UN-HABITAT, UNHCR, UNOCHA, UNRWA and World Vision

**6.1 National and local authorities** (*relations established, authorisations, coordination*)

National and local authorities participate in country level clusters, and in many cases the cluster is co-led by a national authority. This provides the authorities with the opportunity to inform the Action at country level. The Action also incorporates a number of activities to benefit national and local authorities and response actors, who will directly participate in and similarly inform the activity.

**6.2 Co-ordination with DG ECHO** (*indicate the Humanitarian Organisation's contacts with DG ECHO and its technical assistants in the field*)

UNHCR maintains a dedicated presence in Brussels to interact with the European Institutions. UNHCR staff is in regular contact with DG-ECHO to exchange information and discuss projects as well as broader strategic issues.

At field level, UNHCR field staff regularly interact with DG-ECHO Technical Assistants (TA). DG-ECHO TAs are invited to donor briefings, and are invited to monitor the project locations as appropriate. Monitoring missions are facilitated as and when requested.

The thematic focus of this action has been discussed with ECHO/A3 and more specifically with Matthew Sayer. An introductory meeting providing the necessary guidance for this proposal was held in February 2012 in Geneva, jointly with the Shelter Cluster Strategic Advisory Group. DG ECHO is an invitee to the shelter cluster at global and country levels, and its technical assistants therefore have the opportunity to directly engage with the cluster co-leads and partner agencies.

**6.3 [INT] Report on changes, challenges or progress**

**6.4 [FIN] Report on changes, challenges or achievements**

**7. IMPLEMENTING PARTNERS**

**7.1 Name and address of implementing partner(s)**

Implementing Partner	
<b>International Federation of Red Cross and Red Crescent Societies (IFRC)</b> P.O. Box 303 CH-1211 Geneva 19 Switzerland	<b>IOM</b> 17, Route des Morillons CH-1211 Geneva 19, Switzerland
<b>Habitat for Humanity</b> Habitat for Humanity Nadacia Habitat for Humanity International, Zochova 6-8, 811 03 Bratislava, Slovakia	<b>UNHABITAT</b> P.O. Box 30030, GPO Nairobi, 00100, Kenya
<b>ACTED</b> 33 Rue Godot de Mauroy 75009 Paris, France	<b>Australian Red Cross</b> PO Box 196 Carlton South VIC 3053 Australia

<p><b>Norwegian Refugee Council (NRC)</b> PO Box 6758 St. Olavs plass, 0130 OsloNorway</p>	
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**7.2 Status of implementing partners (e.g. NGO, local authorities, etc.) and their role**

All the implementing partners are part of the Global Shelter Cluster.

**7.3 Type of relationship with implementing partner(s) and the expected reporting by the implementing partner**

- Memorandum of understanding/sub-agreement with UNHCR and implementing partners
- Supervision by the SAG, Support Team, and periodic report on the implementation.

**7.4 [INT] In case of changes or problems, please explain**

**7.5 [FIN] In case of changes or problems, please explain**

**8. CONTINGENCY MEASURES AND SECURITY**

**8.1 Contingency measures (Plan B/ mitigating actions to be taken if risks and assumptions spelled out in the log-frame materialised) -**

The organizations previously committed to implement the GSC Strategy, and those participating in the SAG were fully involved in developing the Action. This reflects the full engagement of the cluster members on implementing the Action and willingness to strengthen the cluster capacity,

To avoid the risk of deployments not happening due to visa and nationalities constraints, the Global Focal Points will be selected thinking on the diversification of nationalities on the team.

If the expressed risks materialize, security and/or visa restrictions, the Global Cluster will need to re-evaluate to where Shelter experts can be deployed and determine whether or not is it feasible to provide technical assistance remotely.

If the security situation affects a planned training event, an alternative venue will need to be arranged. Agency mechanisms are in place to identify and respond appropriately to changes of circumstances.

**8.2 Security considerations**

**8.2.1 Security situation in the field, describe briefly**

Because most of the preparation and work being done to build the Global Cluster's capacity is happening at the HQ level there are no immediate security concerns. Security will however play a major role in determining the ability to deploy necessary staff and the locations where trainings can be conducted.

**8.2.2 Is a specific security protocol for this Action been established?**

Yes  No  Standard procedures

If yes please elaborate:



**Are field staff and expatriates informed of and trained in these procedures?**

Yes  No

**8.3 [INT] In case of changes or challenges, please explain**

**8.4 [FIN] In case of changes or challenges, please explain**

## **9. COMMUNICATION, VISIBILITY AND INFORMATION ACTIVITIES**

### **9.1 Planned communication activities (in field and/or in Europe)**

The Shelter Cluster will continue using its website as the main platform to communicate its activities with the different stakeholders. It will include a page on the project with ECHO under the section Global/Partnership. The page will be provided as a link in communications related to this Action. The website is a resource for humanitarian agencies working in the Shelter sector. It contains real-time documents and materials for use during the emergency and recovery phase of humanitarian responses across the world. It enables partner organizations to contact agencies operating in the Shelter sector in the field, share information about their programs and highlight priority areas. In addition, having a website dedicated specifically to Shelter facilitates the coordination of cluster activities and improves the exchange of information and experience with regard to the best practices in Shelter in a particular region, as well as globally. Additionally, all the documents produced through this Action will have the DG ECHO logo following the Visibility, Information and Communication in the European Commission's humanitarian aid toolkit, displaying the European Commission's humanitarian visual identity and recognizing the EC's funding.

### **9.2 Visibility on durable equipment, major supplies, and at project locations**

### **9.3 Planned publication activities**

### **9.4 [INT] Report on changes, challenges and progress**

### **9.5 [FIN] Report on changes, challenges, and achievements**

## **10. HUMAN RESOURCES**

### **10.1 Indicate global figures per function and status**

G

<b>Function</b>	<b>Status<sup>29</sup></b>	<b>Nr of staff</b>	<b>Nr of months</b>	<b>Comments</b>
Deputy Global Shelter Cluster Coordinator	UNHCR	1	18	
Deputy Global Shelter Cluster Coordinator	IFRC	1	18	
Programme Assistant – ECHO project	UNHCR	1	18	

<sup>29</sup> Expat, local staff, staff of the implementing partner

The two deputy cluster coordinators provide dedicated support to the cluster under the direct supervision of the Global Shelter Cluster Coordinators. They have been working on this role for the last three years fully funded by UNHCR and IFRC. This role is essential for the cluster as the Deputy Cluster Coordinators ensure the day to day running of the cluster. Under the guidance of the Global Cluster Coordinators, they provide support to the cluster by:

- Deploying the members of the coordination team to country-level clusters,
- Overseeing the work of the Support Team (which includes the surge capacity) and of the Working Groups.
- Liaising with UNHCR and IFRC country offices to ensure that the cluster coordination role is well understood and fits with the structure of the office.
- Advocating for and overseeing the financial resources that the lead agencies dedicate to the cluster and those that are received from other sources (including this ECHO proposal).
- Chairing and organising SAG meetings, the Global Shelter Cluster meeting, the mid-year teleconference, and the annual Cluster Coordination Workshop.
- Providing inputs or leading cluster coordination trainings that contribute to expanding the cluster surge capacity.

All these activities are part of the Action or closely related to it. In their daily work, the Deputy Cluster Coordinators will be implementing the part of the Action related to the co-leads, helping the partners to implement their part of the action, and ensuring that the Action is connected with the Global Shelter Cluster. The Deputy Cluster Coordinators will also build synergies between the Action and other activities undertaken outside this proposal by the cluster as a whole, by individual cluster partners or the co-leads, or by other clusters or entities. The role of the Deputy Cluster Coordinators is key for the implementation, monitoring and evaluation of all activities in the Action, having oversight and lead responsibilities in ensuring adequate management of the deliverables under this Action. The contribution requested from ECHO towards the Deputy Cluster Coordinators represents less than 50% of their cost combined, with the balance contributed by UNHCR and IFRC from their own funds.

The Programme Assistant for the ECHO project will ensure that the project is done in full compliance with the ECHO and UNHCR regulations. In order to this, s/he will:

- Build the partnership between UNHCR and the implementing partners, through the creation and monitoring of Implementing Partners Agreements;
- Ensure that ECHO's Enhanced Response Capacity principles and regulations are included in the Agreements and in the activities to be implemented by the partner organizations;
- Provide support in all areas of grant implementation (programme, finance, reporting);
- Build and maintain effective partnership with the relevant areas in UNHCR;

- Ensure timely achievement of grant deliverables and outputs;
- Prepare and submit for consideration the Final Report for ECHO at the end of the Action and any interim reports that may be needed.

These activities represent a large amount of work that will need the full dedication of the Programme Assistant, at a level equivalent to P2, through the Action. The Programme Assistant will need to know or learn how to use the UNHCR specific programming tools (MSRP and Focus) and regulations related to agreements with implementing partners; and learn how they relate with ECHO's reporting regulations. This work needs to be done by a UNHCR employee in order to access the systems and requires time, attention, and dedication. Past experience in the management of similar numbers of implementing partners shows that a full time person at a level similar to P2 will be needed.

**10.2 [INT] In case of changes, please explain**

**10.3 [FIN] In case of changes, please explain**

## 11. FINANCIAL OVERVIEW OF THE ACTION<sup>30</sup>

Eligible costs of Action <sup>31</sup>	Initial budget	Revised budget	Intermediate report Committed	Final report committed	Funding of Action	Initial	Revised	Final state
Visibility costs (Note: to be filled later)								
Staff costs	614,619							
Operational costs	1,948,823							
					Contribution requested from ECHO (note: this can be max. 80% of the overall amount)	2,100,000		
<b>Subtotal direct eligible costs</b>	<b>2,568,442</b>							
Indirect costs (7%)	179,791				Contributions by beneficiaries			
<b>Total Costs</b>	<b>2,748,233</b>				<b>Total Funding</b>			

**[FIN]**

***In case of other donors, please identify the donors and the amount provided***

<sup>30</sup> This table will constitute annex II of the signed Agreement.

<sup>31</sup> The partner can use another representation of costs in line with the current practice in its organisation. These headings will become the chapters of the final financial reporting. In case personnel costs and the costs on information, communication and visibility are not explicitly available in section 4.3.2, these have to be explicitly mentioned in this table.

## **12. ADMINISTRATIVE INFORMATION**

**12.1 FPA number (if applicable)**

**12.2 Name and title of legal representative signing the Agreement**

**12.3 Name, telephone, e-mail and title of the contact person(s) to be mentioned in Article 7 of the Agreement**

**12.4 Name, telephone, fax and e-mail of the representative in the area of intervention**

**12.5 Bank account**

## **13. CONCLUSIONS AND HUMANITARIAN ORGANISATION'S COMMENTS (if applicable)**

**13.1 Comments at proposal stage & requests for derogation**

**13.2 [INT] Comments and requests for derogation**

**13.3 [FIN] Conclusions and final remarks <sup>32</sup>**

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<sup>32</sup>Please fill in and provide with final report the check-list provided in Annex B