

**Review of the IFRC-led Shelter Cluster
Burkina Faso September 2009 Floods Response**

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Acronyms and Abbreviations

BRCS	Burkinabe Red Cross Society
CORESUR	Comité Régional des Secours d'Urgence et de Réhabilitation
CERF	United Nations Central Emergency Response Fund
CRS	Catholic Relief Services
ECHO	European Commission Humanitarian Aid and Civil Protection
ERU	Emergency Response Unit
FACT	Field Assessment and Coordination Team
GoBF	Government of Burkina Faso
HELP	Help from Germany
IASC	Inter-Agency Standing Committee
IFRC	International Federation of Red Cross and Red Crescent Societies
IM	Information Management/Manager
IOM	International Organization for Migration
MoU	Memorandum of Understanding
NFIs	Non-Food Items
NGO	Non-Governmental Organization
OCHA	United Nations Office for the Coordination of Humanitarian Affairs
OCHA-ROWA	OCHA Regional Office for West and Central Africa
TOR	Terms of Reference
UN	United Nations
UN-Habitat	United Nations Agency for Human Settlements
UN HC	United Nations Humanitarian Coordinator
UN RC	United Nations Resident Coordinator
UNDAC	United Nations Disaster Assessment and Coordination
UNDP	United Nations Development Programme
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
WASH	Water, Sanitation and Hygiene

Executive Summary

In October 2009 IFRC provided shelter coordination support to Burkina Faso as part of the response to the sudden floods that took place on the night of 31st August to 1st September 2009 and affected approximately 150,000 people. Answering a request by the UN Resident Coordinator in Burkina Faso, the IFRC promptly sent a Coordinator to support the coordination efforts of the shelter sector group.

Unlike in other emergencies, clusters were not officially called upon to coordinate the emergency response in Burkina Faso. Instead, sectoral groups were established to strengthen the coordination of activities between the government and the humanitarian community. A total of six sectoral groups were created including: education, food, shelter and NFIs, protection and water and sanitation.

IFRC supported the coordination effort by sending a Shelter Coordinator to Burkina Faso on October 1st for the period of one month. No additional IFRC staff was deployed at this time or sent to replace the first deployment. According to the Shelter Coordinator's Terms of Reference, the main objective of the Coordinator was "to contribute towards the effective provision of emergency shelter assistance to the affected population through the timely and efficient coordination of shelter agencies within the Shelter Coordination Group in support of the national authorities."¹ In order to fulfill these tasks the Shelter Coordinator's main focus was to draft the Shelter Sector Strategy and to set up an Information Management platform, through which shelter partners were able to share information about their activities. Data on who was doing what and where was collected and needs and activities were mapped. This information was shared and used to inform the decisions made by the shelter community and by the Government.

The Shelter Coordinator also focused on representing the shelter agencies and serving as intermediary between them and the Government of Burkina Faso. The Coordinator invested a significant amount of time ensuring that the needs from both shelter partners and the Government were understood, that information was exchanged and that dialogue took place. This represented a substantial challenge given the complexity of the response, the lack of awareness on standards and procedures and the limited capacity of partners in the field to respond to emergencies.

These efforts were well received and appreciated by the partners, most of whom had never before been exposed to an emergency and to the humanitarian mechanisms that were put in place as part of the response. Despite the challenging circumstances, both in terms of the operating environment and of the structure of the deployment, the Shelter Coordinator was able to set up a functioning Information Management base that was regarded positively by shelter agencies and Government alike and to support actors at the strategic and technical levels.

However, the short period of deployment and the lack of additional coordination support (specifically, the lack of an Information Management officer deployed as part of a Coordination

¹ See Annex A. Shelter Cluster Coordinator Terms of Reference

² IASC Guidance Note on Using the Cluster Approach to Strengthen Humanitarian Response. OCHA, p.

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³ There is some flexibility in this approach. Humanitarian Coordinators and the Humanitarian Country Team identify the sectors they believe require coordination based on the needs and gaps identified. In the

Team) hindered the ability of the Coordinator to focus on other crucial aspects of coordination, specifically in the transition and recovery phases of the response. This should have been one of the primary objectives of the mission, particularly as the transition/recovery phase was initiating at the time the Coordinator arrived in Burkina Faso.

Moreover, the lack of additional time and support meant that it was not possible to dedicate sufficient time to ensuring the sustainability of efforts, as evidenced by the absence of adequate recovery strategies and limited capacity building activities undertaken. This also had a significant impact on the handover and the strategies that were adopted to ensure a smooth transition from an IFRC-led Shelter Cluster to the recovery partner. As was also the case in Burkina Faso, the handover to UN-Habitat suffered from a lack of time to put the necessary mechanisms in place and a lack of appropriate capacity and capacity building measures.

While coordination support as provided by IFRC traditionally focuses on emergency shelter assistance the type of support required in Burkina Faso called for a different approach. A more tailored support package that responds to the existing environment and matches the needs of partners on the ground needs to be provided in future deployments. This approach requires flexibility in the specific mandate and objectives of the Shelter Cluster and on the structure of deployments.

As experienced in Burkina Faso, however, the deployment of a one-member Shelter Cluster Team for four weeks limited the ability to provide a comprehensive and sustainable response. IFRC needs to evaluate whether providing this kind of support contributes to advancing the Shelter Cluster goal in a consistent, efficient and comprehensive manner, effectively responds to the needs of partners on the ground and contributes to maintaining the standard and credibility of the organisation as a whole.

Emergencies such as the one in Burkina Faso will likely see a steady increase in the near future. Even though the September 2009 floods were an unusual event that occurred outside the typical flooding period, floods have been taken place in the country on an annual basis since 2005. While the impact has not warranted international assistance, in the long run the human and material toll derived from these seasonal disasters will become more evident. This type of silent disasters requires new thinking on the way humanitarian assistance and coordination support is provided.

Summary of recommendations

1. Encourage OCHA to strengthen the dissemination of the cluster approach among government institutions and provide them with training on the coordination mechanisms and tools available for emergencies.
2. Base the decision to deploy Cluster Coordination Teams on clearly identified criteria that helps determining the worthiness of the deployment and the type of coordination assistance required. The list may include criterion such as: type of emergency, stage of the emergency, impact of the emergency, number of shelter partners on the ground, capacity of the national society or IFRC office, ability of other shelter partners to assume coordination role, expectation of resources, support by the Humanitarian Coordinator or the local OCHA office, etc.
3. A “one size fits all” approach is not a sustainable solution. Revise the current strategy on coordination focusing on new priorities and new types of emergencies. It is recommended that as part of the revision of the strategy emergency and coordination ‘scenarios’ are developed in order to identify more effective strategies that correspond with the needs.
4. Explore alternative coordination support options that could more effectively match the requirements of the different types of emergencies. In cases when is not possible to deploy a full Shelter Coordination Team other options should be considered that include looking at the resources available within the IFRC regional or country offices, or the National Societies.
5. Identify and provide training to “floater” staff; that is, trained stand-by personnel in the zones ready to be deployed and provide coordination support as soon as the response starts.
6. Integrate at least one member of the local national society into the Shelter Coordination Team. That member will not only be able to provide coordination, administrative and logistics support but also advice on the local context and the local authorities.
7. Avoid deploying missions for less than two months. This is the minimum time that a coordinator requires to understand the context, identify priorities and build the capacity of local staff and partners. Shorter missions can compromise the ability of the Shelter Coordination Team to provide comprehensive support and meet the expectations of partners.
8. Dedicate more resources to conducting comprehensive rapid assessments on the context and characteristics of an emergency. Identifying staff with the appropriate analytical skills should strengthen the capacity of the Shelter Department to determine priorities and the kind of coordination required.
9. Tailor the Shelter Cluster Coordinator’s TOR according to the context and needs of the emergency. While the current TOR adequately covers a comprehensive range of objectives that should be achieved in a traditional deployment, this approach does not necessarily work for all emergencies and it might even dilute the purpose of coordination support. Getting the priorities right will make the overall response more effective.
10. Advocate to the IASC for a review of the role that cluster leads and partners play in the emergency and recovery phases. Clarity with regards to the responsibility of UN-Habitat towards early recovery is urgently needed.
11. Advocate to donors so that pressure can be exercised on the respective agencies to commit to recovery and long-term assistance. The current lack of commitment translates into the absence of capacity and funds made available to organisations, and ultimately into the lack of sustainability and credibility of the Shelter Cluster.

12. Consider co-leading the Cluster, or at the very least, include members of partner agencies in the field in the coordination team, particularly in operations where time is limited and partners are not familiar with the coordination mechanisms used in emergencies. This will not only ensure that there is a smoother handover and follow up, but it will also increase the capacity of actors.
13. In some cases, IFRC might have to take the decision not to provide support unless there is a partner on the ground with whom it can share the responsibilities of the cluster and who can be responsible for the follow up.
14. Spend as much time as necessary providing the required briefings and information sessions to the Cluster Team. Put in place mechanisms to ensure that information packages are quickly available. In addition to the FACT teams, zone offices and National Societies have an important role to play in this providing up to date information on the political, economic and social factors that might have an impact on the emergency and the way the response is planned.
15. Actively seek to strengthen activities that aim at reinforcing the relationship with the government. In big deployments identify or assign a member of the team the responsibilities of government relations, and in small deployments seek the support of local partners.
16. As part of the Terms of Reference, the Coordinator will liaise with the National Society and establish a strong rapport with the Head of Operations. The National Society possesses a wealth of information that the Cluster Coordinator, unless he/she has previously worked in that country, would not normally have access to. An initial mandatory background briefing should take place, followed by regular meetings.
17. Globally, advocate for more capacity and information sharing with governments, particularly in countries where resources are scarce or that are at risk of being more frequently hit by natural disasters (this includes countries that do not have a humanitarian coordinator). Seek the support of IFRC zone offices and OCHA regional representations.
18. The Shelter Cluster team should be comprised of, at the very minimum, by a Shelter Cluster Coordinator and an Information Manager. Such a composition will guarantee that the quality of services provided is not compromised and that minimum standards are maintained. This should be strongly advocated among all parties involved.
19. Build the capacity of IFRC and National Societies' staff members on Information Management. Having capable staff with information management skills within National Societies will not only provide crucial support to Shelter Cluster Teams but also guarantee that there will be follow up after the Team completes its mission and/or handovers to another agency.
20. Develop standard operation procedures for the IM remote support focal point. The Shelter Cluster Team should have very clear understanding of what can be expected from the focal point, and have access to tools, formats, guidelines and best practice materials. Consider identifying remote IM support focal points fluent in French language.
21. This review supports the findings of other evaluations that emphasize the need for increasing capacity building. Capacity building should urgently be reinforced at the following levels:

Externally: Commit more resources and continue encouraging OCHA, the IASC and donors to disseminate the cluster approach and to make funding available for training of cluster leaders and members. The 2009 flooding was the first time that many local staff from international NGOs and UN agencies was exposed to an emergency and to

emergency coordination mechanisms. The cluster system will be effective so long as its members understand and support the approach.

Internally: Provide National Societies with information on the cluster system and the role the IFRC plays as convenor of the Shelter Cluster. Raising the capacity of National Societies cannot be overlooked. As first responders in a disaster, they are able to provide the most accurate, up to date information on a given emergency. They have long-term relations with the government and the local population and are best positioned to contribute to policy and to the strategies that need to be put in place. The Shelter Cluster team will significantly gain from collaborating with informed local staff that understands the role IFRC plays in shelter coordination.

22. Include among the Cluster Coordinator's tasks conducting a lessons learned workshop for partners before the end of the mission. The results of the exercise should be shared with shelter partners, particularly the organisation the Cluster is being handed over to, and with teams of future missions.

1. INTRODUCTION

Aim and scope of the Review

The International Federation of Red Cross and Red Crescent Societies (IFRC), as global convener of the Shelter Cluster, seeks to improve the quality of the coordination services provided by the Cluster and hence to strengthen the overall shelter response in a given emergency. For that purpose, after each operation, the IFRC commissions an independent consultant to undertake a review and evaluate the impact and effectiveness of the services delivered.

The aim of this review is to identify lessons and recommendations on the operation in response to the Burkina Faso floods of 2009. The evaluation covers the period during which the Cluster was led by the IFRC and examines the processes related to the provision of coordination in the Shelter and NFIs sector, including activation, staffing, activities, support and handover.

Methodology

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

Limitations

The review of the Burkina Faso 2009 floods operation was conducted over a year after the event took place. Many of the key informants had left the country. Subsequently, interviews were difficult to set up and the number of people available to be interviewed was limited. Most importantly, actors' recollections of the events were not as clear and important information might have been lost.

It is also important to note that the lack of a regional perspective is one of the weaknesses of this report. Such insights were sought, however because of the time elapsed between the emergency and the review some of the staff involved in the operation were no longer available and the staff that were there faced competing priorities. Nevertheless, the zone office provided logistical and administrative support, which was much appreciated.

The Cluster Approach and the Shelter/NFI Cluster

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

Humanitarian reform is based on the premise that effective partnerships are a crucial element of the quality of interventions and comprehensiveness of aid delivered. The Cluster Approach was

hence adopted in order to deliver interventions in a harmonic, comprehensive and unified manner through partnerships among humanitarian actors.

The Cluster approach is “part of a wider reform process aimed at improving the effectiveness of humanitarian response by ensuring greater predictability and accountability, while at the same time strengthening partnerships between NGOs, international organisations, the International Red Cross and Red Crescent Movement and UN agencies”².

To facilitate coordination, the IASC recommended the appointment of global “cluster leads”, for eleven sectors³, who would be in charge of leading the response in their respective area of activity.

For shelter, the designated global lead in disaster situations is IFRC. A Memorandum of Understanding between the IFRC and the United Nations Office for the Coordination of Humanitarian Affairs was signed in 2006, where the IFRC agreed to lead the shelter response in the event of a natural disaster⁴. “IFRC has made a commitment to provide leadership to the broader humanitarian community in Emergency Shelter in disaster situations, to consolidate best practice, map capacity and gaps, and lead coordinated response”⁵.

IFRC is responsible for leading the Shelter Cluster both at the global and local levels, at both the strategic and operational levels. The global cluster lead engages in three main activities: standards and policy setting, building response capacity and providing operational support. The IFRC Shelter and Settlements Department is responsible for the execution of the mandate of the Shelter Cluster by providing leadership, establishing best practice, developing policy, creating broad partnerships and building capacity.

2. CONTEXT

The September 2009 Floods

From 31st August to 1st September torrential rains caused severe flooding in Burkina Faso's capital, Ougadougou. All five neighbourhoods in the district were affected (Bogodogo, Baskuy,

² IASC Guidance Note on Using the Cluster Approach to Strengthen Humanitarian Response. OCHA, p. 1

³ There is some flexibility in this approach. Humanitarian Coordinators and the Humanitarian Country Team identify the sectors they believe require coordination based on the needs and gaps identified. In the case of Burkina Faso, the then Humanitarian Coordinator called for the creation of “sectoral groups” to lead the response to the 2009 flooding (for more details see section 3. The Shelter Cluster in Burkina Faso. Activation).

⁴ While IFRC is in charge of providing leadership for the shelter sector in natural disasters during the emergency phase, the IASC identified UNHCR as the global shelter lead in situations of conflict. Note also that the IFRC committed to “convene” the Shelter Cluster, rather than to be the “cluster lead”. IFRC is not committed to be the “provider of last resort”, nor it is accountable to the United Nations System.

⁵ IASC Guidance Note on Using the Cluster Approach to Strengthen Humanitarian Response. OCHA, p. 3

Signoghin, Boulmiougou and Nongremasson), as well as other nearby regions (including Kaya, Bagre and Boulgou).

The government estimated that approximately 150,000 people were affected by the floods (10% of the capital's population)⁶. Significant damage was incurred on infrastructure, agriculture, livestock and housing. Most of the affected population sought refuge in collective shelters (schools and public buildings) and in host families and friends' homes. According to data generated by the Shelter Cluster, approximately 80,000 people were provided support in 97 collective shelters.

An UNDAC team arrived on September 4th to provide initial assessments of the damage. The IFRC FACT arrived on September 12th and also engaged in evaluations and the identification of activities to be implemented in order to address the needs. The FACT team was made of a team leader and health, relief, shelter and water and sanitation delegates. The role of the Shelter delegate was to determine the damage made on shelter by the floods and develop a Plan of Action.

The humanitarian community's initial response included the provision of emergency grants, distribution of food and non-food items and provision of health and water and sanitation services in collective centres. This was done in coordination with the government coordinating body and local authorities.

Though seasonal floods hit Burkina Faso annually, the September 2009 flood was an unusual severe event that affected thousands of people. The government's response was delivered in three phases:

- Emergency Response. Schools and public buildings were made available to a significant number of the affected population. The humanitarian community supported with the provision of non-food items and health, as well as a limited number of tents and water and sanitation services. These facilities were vacated soon after the disaster with the start of the school year (October 1st).
- Temporary sites. The government identified approximately 20 temporary sites where beneficiaries were able to move from the collective shelters. According to BRCS approximately 60,000 people moved to these sites. The remaining affected population are believed to have moved with host families. The deadline that the government identified for the closing of these sites was 30th November⁷.
- Permanent sites. The Government of Burkina Faso (GoBF) identified a site where people could rebuild their houses permanently. The site was located in an area called Yagma, located at 25 kilometres from the capital Ouagadougou. While the GoBF provided a plan for the site, it was not clear what kind of services would be made available⁸.

⁶ An assessment conducted by the BRCS later determined that the floods touched 109,000 people. Some confusion has been noted from most actors with regards to the actual number of people affected by the floods. The government did not undertake a second more detailed assessment, therefore, the official figure remained at 150,000 affected population.

⁷ In addition to this, assistance was provided by local and international actors to affected people outside the temporary sites

⁸ This phase took place after the IFRC Shelter Coordinator's deployment ended.

Institutional setup

Given the lack of readily available information on the mechanisms put in place by the Burkina Faso government to manage emergencies, it is important to provide a brief explanation of the institutional system that is being developed in the country. This is of special importance given that for several years now frequent flooding and other emergencies affect Burkina Faso. The need to have reliable, comprehensive and effective response mechanisms and assistance is becoming more and more evident. Indeed, the Burkinabe Contingency Plan highlights:

“Burkina Faso is a landlocked country that is exposed to increasingly frequent natural disasters and humanitarian crises. During the past ten years Burkina Faso has been hit by numerous calamities, including droughts, flooding, avian flu, meningitis epidemics and massive displacement of population... The primary lesson that can be drawn from the experiences of the last decade is that the main obstacles to adequate management of disasters are the slow pace of the response, poor resource mobilization and the absence of appropriate coordination mechanisms”⁹

Burkina’s emergency coordination body, CONASUR (Conseil Nationale des Secours d’Urgence et de Réhabilitation), is the government’s leading coordinating mechanism for emergencies. It is an inter-ministerial organization in charge of preventing, managing and responding to disasters. The body is made of representatives from 15 ministries working under the leadership of the Ministry of Social Action (Ministère de l’Action Sociale et de la Solidarité Nationale). CONASUR has subset departments at the regional, province, departmental and village levels.

At the operational level, CONASUR has a Permanent Secretariat and three technical departments who are in charge of managing response:

- Department of Disaster Prevention (Direction de la Prévention des Catastrophes)
- Department of Management of Emergency and Rehabilitation Services (Direction de la Gestion des Secours d’Urgence et de Réhabilitation)
- Department of Plan and Evaluation (Direction des Etudes de la Planification et du Contrôle)

In 2008, CONASUR, working in partnership with the BRCS, United Nations agencies and NGO representatives, drafted a contingency plan delineating the government and the humanitarian community’s role and responsibilities in the event of a disaster and identifying areas of intervention. The Contingency Plan is a living document, reviewed annually by the government in conjunction with the humanitarian partners.

The Contingency Plan identifies the following main objectives:

- Establish the roles and responsibilities between the government technical departments and the humanitarian partners
- Facilitate the coordination of activities and implementation sectoral plans

⁹ Gouvernement du Burkina Faso, “Plan National Multirisques de Préparation et de Réponse aux Catastrophes. Préparation, interventions de premiers secours, réhabilitation et reconstruction”. 2009, p. 7. (my translation)

- Identify and reduce risks
- Establish a common operational framework for emergencies
- Integrate the emergency plan within the national development programmes
- Reduce response delays and the loss of lives

After a review in 2009 the Plan identified the following sectors of intervention: health, nutrition, food security, education, shelter and non-food items, protection, water and sanitation, telecommunications, logistics and camp management. Each sector of intervention is led by a Ministry representative and a focal point (a member of the humanitarian community). For the Shelter Sector, the government lead is the Ministry of Social Action and the focal points are UNHCR and BRCS¹⁰.

The Government of Burkina Faso is trying to strengthen its capacity to respond to disasters through the creation of emergency coordination bodies and the development of guidelines that set the direction and the parameters in which their response is framed. The humanitarian community should seize this opportunity and assist the Burkinabe government in this endeavour.

Recommendation:

- Encourage OCHA to strengthen the dissemination of the cluster approach among government institutions and provide them with training on the coordination mechanisms and tools available for emergencies.

3. SHELTER CLUSTER – ACTIVATION AND HANDOVER

Activation

Unlike in most other emergencies, the cluster system was not officially activated in Burkina Faso. Instead, the then UN Resident/Humanitarian Coordinator called for the creation of sectoral groups that would work similarly to clusters but at a smaller scale. Funds from a Flash Appeal, CERF and other mechanisms were made available. At the time, the decision not to officially activate the cluster system was based on two main reasons: the scale of the emergency did not require one, and the government seem to want to have full control of the response¹¹.

Based on discussions between the humanitarian community and CONASUR it was decided that the following sectoral groups would be established:

- Education
- Food
- Health
- Shelter and NFIs
- Protection

¹⁰ Note that in the 2008 Contingency Plan only UNHCR was identified as the focal point for the shelter sector. Hence, on the onset of the 2009 flooding it was UNHCR the first point of contact for the coordination of shelter activities. UNHCR and BRCS are also identified as the focal points for camp management.

¹¹ In addition to CONASUR, the Prime Minister office established a Crisis Committee that met regularly to monitor the situation and report to his cabinet.

- Water and Sanitation

Each sector held its own coordination meeting and convened at a general meeting to discuss inter-sectoral issues.

The decision to request coordination support for the Shelter/NFIs sectoral group was made as a result of discussions between the main shelter partners in the country (UN-Habitat and UNHCR) and the IFRC's FACT team. UNDAC had also made a recommendation that further support was necessary in the area of shelter. However, neither UN-Habitat nor UNHCR had previous emergency experience or were able to assume coordination responsibilities in addition to their regular workload. Indeed, while both organisations had offices in Burkina Faso and were significantly involved in the coordination effort at the beginning of the operation (and UNHCR had a leading responsibility as focal point of the shelter sector), they did not have the capacity or resources to continue doing so. Moreover, UN-Habitat's request to headquarters for support was not successful.

The UN Resident/Humanitarian Coordinator formally made the request to IFRC on September 28th 2009. The FACT team lead and the shelter delegate assumed de facto coordination of the sector while the Shelter Coordinator arrived (the Shelter Cluster Coordinator arrived in Ouagadougou on October 1st).

In addition to the Cluster Coordinator, IFRC proposed to send an Information Manager as part of the team. Unfortunately, the Government did not agree to this, as they did not want to be outnumbered by foreign representatives working on coordinating response.

It was clear that additional coordination capacity for the shelter sector was required early into the response, particularly as it was one of the most affected by the flooding. Cluster partners pointed that the Shelter Coordinator should have arrived earlier in order to put in place the coordination and information sharing mechanisms required. The adoption of one commonly agreed structure right at the beginning of the operation was one of the coordination activities some of the review respondents believed should have taken place that would have facilitated information sharing¹².

However, a more rigorous analysis should be made before deciding to deploy a one-member Cluster Team and alternative approaches should be considered. A number of alternate modalities of coordination response need to be thought about that meet more adequately the needs of different types of emergencies. The number of silent and slow onset emergencies in non-typically "emergency countries" is increasing. Soon the capacity of organisations to adequately respond will reach its limit and new scenarios and response mechanisms need to be considered.

Recommendations:

¹² For example, a great deal of confusion seems to have taken place as a result of the different methodologies used to assess damage by government and NGO actors and conflicting figures, thereof. This might be due to the lack of understanding of the scope and purposes of the methods and terminology used by the different actors. As a result, "the government and the international community did not understand each other", a government representative said. "There should have been a common mechanism and an agreed database that works for and is used by everybody".

- Base the decision to deploy Cluster Coordination Teams on clearly identified criteria that helps determining the worthiness of the deployment and the type of coordination assistance required. The list may include criterion such as: type of emergency, stage of the emergency, impact of the emergency, number of shelter partners on the ground, capacity of the national society or IFRC office, ability of other shelter partners to assume coordination role, expectation of resources, support by the Humanitarian Coordinator or the local OCHA office, etc.
- A “one size fits all” approach is not a sustainable solution. Revise the current strategy on coordination focusing on new priorities and new types of emergencies. It is recommended that as part of the revision of the strategy emergency and coordination ‘scenarios’ are developed in order to identify more effective strategies that correspond with the needs.

Deployment and staffing

Following discussions with the FACT Team with regards to the recommendation for additional support, IFRC decided to deploy a Shelter Cluster Coordinator for the period of one month. The Cluster Coordinator arrived on October 1st.

The main objective of the Shelter Coordinator was “to contribute towards the effective provision of emergency shelter assistance to the affected population through the timely and efficient coordination of shelter agencies within the Shelter Coordination Group in support of the national authorities”¹³.

Given that the length of the deployment was to be a month and that the Coordinator arrived when the emergency phase (in strict terms) was concluding discussion on the tasks and responsibilities described in the Shelter Coordinator’s Terms of Reference (TOR) requires due consideration. According to the TOR, the Shelter Coordinator would be responsible for the following:

- Identification of key partners
- Coordination of programme implementation
- Planning and strategy development
- Information management
- Application of standards
- Monitoring and reporting
- Advocacy and resource mobilization
- Training and capacity building of local authorities and civil society
- Other

While the TOR prioritized the provision of basic shelter assistance and ensuring consistency on the type of shelters provided, the scope of the deployment greatly exceeded the time the Coordinator was going to have available to fulfill his tasks. It is expected that a coordinator with such responsibilities be accompanied by a supporting team, or at the very least by an Information Manager that can assume all responsibilities with regards to information while leaving facilitation and representation to the coordinator.

¹³ See annexed Shelter Cluster Coordinator TOR

Two issues come into mind with regards to the TOR provided and how it may impact the purpose of the deployment: firstly, the timing of the deployment. The coordinator arrived when the affected population was moving from collective centres to transitional sites, where they would remain for a short period of time before relocating to permanent sites. It might have been the case that focusing on provision of emergency shelter assistance was no longer the priority but rather making sure that government plans to relocate people to transitional/permanent sites were comprehensive, financially viable and included all basic services necessary. In other words, it might have been more appropriate if the mission had focused on the transition/early recovery phase of shelter assistance. The responsibilities of the Coordinator would thus be aligned with a medium/long-term response.

Secondly, the length of the deployment. As aforementioned, a month is not enough time to achieve the tasks identified in the TOR, and even less so without supporting staff. It was probably clear to the Shelter and Settlements Department, as well as to the Coordinator that the TOR was over ambitious in its scope and that only two or three tasks were likely to be achieved in a short period of time. Considering this a more careful analysis of what the priorities were and focusing the mission on two or three measurable tasks would have prevented raising unrealistic expectations (and most likely save the Shelter Cluster from undue criticism by partners and donors).

Most of the actors that participated in this review noted that issues concerning transitional shelter were taking place during the time the Coordinator was there. It is important, however, to note that the coordinator disagreed with this and felt that these early recovery issues were yet to emerge or become pertinent. In either case, the length of the deployment constrained the ability of the Coordinator to address issues that at the time were felt, as per the conversations held with interviewees, to be relevant.

Recommendations:

- Explore alternative coordination support options that could more effectively match the requirements of the different types of emergencies. In cases when it is not possible to deploy a full Shelter Coordination Team other options should be considered that include looking at the resources available within the IFRC regional or country offices, or the National Societies.
- Identify and provide training to “floater” staff; that is, trained stand-by personnel in the zones ready to be deployed and provide coordination support as soon as the response starts.
- Integrate at least one member of the local national society into the Shelter Coordination Team. That member will not only be able to provide coordination, administrative and logistics support but also advice on the local context and the local authorities.
- Avoid deploying missions for less than two months. This is the minimum time that a coordinator requires to understand the context, identify priorities and build the capacity of local staff and partners. Shorter missions can compromise the ability of the Shelter Coordination Team to provide comprehensive support and meet the expectations of partners.
- Dedicate more resources to conducting comprehensive rapid assessments on the context and characteristics of an emergency. Identifying staff with the appropriate analytical skills should strengthen the capacity of the Shelter Department to determine priorities and the kind of coordination required.

- Tailor the Shelter Cluster Coordinator's TOR according to the context and needs of the emergency. While the current TOR adequately covers a comprehensive range of objectives that should be achieved in a traditional deployment, this approach does not necessarily work for all emergencies and it might even dilute the purpose of coordination support. Getting the priorities right will make the overall response more effective.

Handover

Identification of a suitable partner to assume the responsibilities of the shelter sectoral group started soon after the coordinator arrived. Knowing that coordination under the leadership would only last four weeks several shelter partners were approached with the request of considering taking over the coordination role for the group. All of the actors approached, including the organisation that would eventually assume the role –UN-Habitat, said they were not able or did not have the resources required to be the lead coordinator.

As was the case in many other operations the issue of lack of capacity has been the biggest impediment for an appropriate cluster handover and for the smooth transition from emergency to a transition/permanent phase. This was also the case for Burkina Faso. In addition, some of those approached did not have emergency coordination experience (UN-Habitat, CRS) and others did not work on shelter issues (UNDP). But mostly it was the lack of capacity and support from headquarters that made the handover difficult.

Once the decision was made that UN-Habitat, by nature of its mandate and role as lead in shelter recovery issues, was better placed to take the leadership of the cluster various attempts were made to provide them with the human and financial resources necessary for the role. UN-Habitat headquarters were requested to send supporting staff (the UN-Habitat representation in Burkina Faso consisted of one person). In the mean time, the UN-Habitat Head of Office became the interim Shelter Coordinator, a handover strategy was developed and an inter-agency support team was established. Additional support, however, was not provided.

UN-Habitat, supported by shelter partners, continued convening meetings, providing some coordination and liaising with the government for a limited period of time. However, information management services declined and updating of the website stopped altogether shortly after.

Recommendations:

- Advocate to the IASC for a review of the role that cluster leads and partners play in the emergency and recovery phases. Clarity with regards to the responsibility of UN-Habitat towards early recovery is urgently needed.
- Advocate to donors so that pressure can be exercised on the respective agencies to commit to recovery and long-term assistance. The current lack of commitment translates into the absence of capacity and funds made available to organisations, and ultimately into the lack of sustainability and credibility of the Shelter Cluster.
- Consider co-leading the Cluster, or at the very least, include members of partner agencies in the field in the coordination team, particularly in operations where time is limited and partners are not familiar with the coordination mechanisms used in emergencies. This will not only ensure that there is a smoother handover and follow up, but it will also increase the capacity of actors.

- In some cases, IFRC might have to take the decision not to provide support unless there is a partner on the ground with whom it can share the responsibilities of the cluster and who can be responsible for the follow up.

4. SHELTER CLUSTER ACTIVITIES

The primary activities the Shelter Coordinator engaged in consisted of providing assistance to the Burkinabe government on shelter assistance, aligning the objectives and programming of shelter partners with those of the local authorities, establishing appropriate information sharing mechanisms and ensuring a smooth transition to longer-term coordination structures.

General meetings were conducted weekly at a central location where most of the coordination activities were taking place. Theme-specific meetings were conducted ad hoc in order to address issues that required focused discussion such as the Shelter Strategy and other technical matters.

Strategy

Shelter partners had been working on a Shelter Strategy¹⁴ before the Shelter Coordinator arrived. The process started in mid-September following discussions among shelter partners on the need to have a policy document that laid down the objectives and activities in response to the emergency for the shelter sector. The Strategy was discussed at Strategic Advisory Group meetings convened by the Cluster Coordinator. The Shelter Strategy identified the need for activities to focus on transitional and permanent shelter, as well as support to host families. It also established the principles to be followed in order to ensure adherence to minimum standards and sustainability. Humanitarian partners and the government endorsed the Shelter Strategy on 27th October 2010.

Even though the Strategy was developed relatively quickly and provided a good starting point for agencies to base their programming on it lacked details on the short, medium and long-term approaches to be adopted and the risks and challenges of the operating environment. Shelter partners noted the lack of strategic direction, especially for the recovery phase: there was a sense that despite best efforts there was no real plan for the post-emergency phase, which for most was the primary focus given the absence of financial support for recovery activities.

The short duration of the Coordinator's mission was, most likely, the factor that prevented that a more articulate strategy be developed. Additional time would have made for a stronger and more sustainable strategy, in which partnerships are identified and the role of humanitarian and government partners for the short, medium and long-terms is clearly delineated.

Recommendation:

- As already mentioned in other sections of this document, short-duration missions are not sustainable. In order to ensure that an appropriate strategy is developed coordination support needs to be provided, regardless of the modality, for a longer period of time.

¹⁴ Shelter Cluster Strategy (Cadre Stratégique, Secteur d'abri. Inondations – Septembre 2009). Burkina Faso (see annex)

Government relations

One of the main objectives of cluster coordination is to ensure that shelter activities fit within government policy and strategy for the shelter sector and to ensure the sustainability of the efforts made. The Shelter Coordinator spent a significant part of his time representing the shelter agencies in government meetings, voicing their concerns as well as informing the government of their capacities and ensuring that a comprehensive plan was agreed. This interaction, however, was met with significant challenges. The government was reluctant to engage in open discussions with shelter partners with regards to their plans for transition and permanent sites; deadlines for relocation were poorly communicated and commitment to standards was not clear. This resulted in significant confusion among shelter agencies with regards to their role in the assistance plans and responsibilities towards the beneficiaries. This also resulted in the lack of information and the ability to have more consistent medium and long-term plans.

The government was reluctant to give control to the humanitarian community and to have its own coordination mechanisms undermined by foreign presence. It was the first time that the government was exposed to an emergency that got some international attention and to the coordination mechanisms that the humanitarian community utilizes as part of the response. Government officials were not aware of the cluster mechanisms and the tools available to coordinate, fund and manage emergency response. These factors made it a challenging environment for appropriate coordination to take place.

Moreover, the Burkina Faso operation was particular in that: 1) the deployment of the Cluster Coordinator lasted for one month, 2) the evolution from the emergency to the transition to the permanent phase occurred rather quickly and the coordinator arrived when the transition phase was already under way. The time required for building relations with local counterparts is often overlooked and its importance underestimated.

Recommendations

- Spend as much time as necessary providing the required briefings and information sessions to the Cluster Team. Put in place mechanisms to ensure that information packages are quickly available. In addition to the FACT teams, zone offices and National Societies have an important role to play in this providing up to date information on the political, economic and social factors that might have an impact on the emergency and the way the response is planned.
- Actively seek to strengthen activities that aim at reinforcing the relationship with the government. In big deployments identify or assign a member of the team the responsibilities of government relations, and in small deployments seek the support of local partners.
- As part of the Terms of Reference, the Coordinator will liaise with the National Society and establish a strong rapport with the Head of Operations. The National Society possesses a wealth of information that the Cluster Coordinator, unless he/she has previously worked in that country, would not normally have access to. An initial mandatory background briefing should take place, followed by regular meetings.
- Globally, advocate for more capacity and information sharing with governments, particularly in countries where resources are scarce or that are at risk of being more frequently hit by natural disasters (this includes countries that do not have a

humanitarian coordinator). Seek the support of IFRC zone offices and OCHA regional representations.

Information management (IM)

According to partners, the most valuable contribution by the Shelter Cluster Coordinator was the establishment of an information-sharing mechanism. Prior to the coordinator's arrival there was little information available on who was doing what and where with regards to the shelter sector and certainly no centralized platform where this information could be found. The Cluster Coordinator developed matrixes that served as repositories of information and the foundation for the coordination and planning of activities. The information collected was used for the development of maps of the affected areas and flood-prone zones, as well as plans of the transitional sites.

The matrixes represented the first comprehensive effort made to obtain a clearer picture of the shelter assistance provided by humanitarian partners. This effort was also crucial in determining how the assistance provided by shelter partners fit within government's plans. Mapping activities and areas of intervention became all the more important as the government identified relocation areas for the affected population.

The information gathered by the Coordinator was widely shared with shelter partners, donors, government and other sectoral groups. The Shelter Coordinator's ability to reach out and be proactive was qualified as very positive by partners, and while some noted that it would have been more helpful if information management had started earlier, the Coordinator's commitment to this effort meant that they could use their time for planning and implementation of their activities.

However, some noted that it would have been helpful to have more analysis of the information provided: "We also could have benefited from having someone that analyzed and interpreted the information provided, and fed back the results and conclusions. We had the information, but we needed to know what to do with it".

Recommendations:

- The Shelter Cluster team should be comprised of, at the very minimum, by a Shelter Cluster Coordinator and an Information Manager. Such a composition will guarantee that the quality of services provided is not compromised and that minimum standards are maintained. This should be strongly advocated among all parties involved.
- Build the capacity of IFRC and National Societies' staff members on Information Management. Having capable staff with information management skills within National Societies will not only provide crucial support to Shelter Cluster Teams but also guarantee that there will be follow up after the Team completes its mission and/or handovers to another agency.
- Develop standard operation procedures for the IM remote support focal point. The Shelter Cluster Team should have very clear understanding of what can be expected from the focal point, and have access to tools, formats, guidelines and best practice materials. Consider identifying remote IM support focal points fluent in French language.

Communication

A Google group page was set up as a “one stop” means to find information. The page (<http://groups.google.com/group/BurkinaFaso2009?hl=en>) included information on meetings and agendas, shelter focal points, contact information, needs and gaps figures, coverage, shelter members, among others. Most of the review respondents found the website very useful and the approach innovative, however after the IFRC Shelter Coordinator left none or little maintenance and updating was done. UN-Habitat did not have the technical capacity nor the human resources to continue using the website as an information platform despite a clear need for this service.

Capacity Building

The lack of understanding of the cluster approach and the role of the humanitarian community in coordination for disasters might have had an impact on the work by the cluster coordinator and its acceptance by the government. While IFRC has a demonstrated coordination capacity and continues making efforts to mainstream the role of the cluster, more efforts should be made to ensure that key actors, and to a certain extent most importantly, the national societies, understand the current humanitarian framework and the coordination mechanisms used to address emergencies. A targeted effort should be made to provide the necessary tools to national societies, particularly as most fill the role as the main shelter agency in their country.

Recommendations:

- This review supports the findings of other evaluations that emphasize the need for increasing capacity building. Capacity building should urgently be reinforced at the following levels:

Externally: Commit more resources and continue encouraging OCHA, the IASC and donors to disseminate the cluster approach and to make funding available for training of cluster leaders and members. The 2009 flooding was the first time that many local staff from international NGOs and UN agencies was exposed to an emergency and to emergency coordination mechanisms. The cluster system will be effective so long as its members understand and support the approach.

Internally: Provide National Societies with information on the cluster system and the role the IFRC plays as convenor of the Shelter Cluster. Raising the capacity of National Societies cannot be overlooked. As first responders in a disaster, they are able to provide the most accurate, up to date information on a given emergency. They have long-term relations with the government and the local population and are best positioned to contribute to policy and to the strategies that need to be put in place. The Shelter Cluster team will significantly gain from collaborating with informed local staff that understands the role IFRC plays in shelter coordination.

- Include among the Cluster Coordinator’s tasks conducting a lessons learned workshop for partners before the end of the mission. The results of the exercise should be shared with shelter partners, particularly the organisation the Cluster is being handed over to, and with teams of future missions.

Other activities

Coordination meetings between the Shelter and WASH sectors took place regularly. This was essential to ensure that minimum standards were held in the new transitional sites and that water and sanitation services were available. A survey to map where the new camps were located and identified their needs was organised jointly.

Advocacy efforts concentrated on the provision of basic services to people in and outside camps, a big concern for shelter actors, as the government did not offer clear direction on how it planned to establish those services in the short and long run. Likewise, much effort was put in making sure the distribution of shelter materials and non-food items targeted those most in need in a timely and equitably manner¹⁵. Advocacy concentrated in responding to the requirements and concerns of shelter partners (for example, access to information on camp locations and relocation deadlines, and the allocation of tents). Agencies felt they were being properly represented and were appreciative of the efforts made by the Coordinator to engage with the government and speak with one voice.

Technical advice was consistently given to shelter partners, including information on best practice and application of standards. Time, however, hampered the Coordinator's ability to engage in longer-term issues, which needed to be addressed at the time he was there. Even though efforts were made to address this through the creation of a technical working group, partners felt that not enough discussion on the transition from emergency to early recovery took place, or on the development of joint assessments to determine additional needs.

5. CONCLUSION

The support provided by the Shelter Coordinator was appreciated and welcome by all actors, including government counterparts. The information management services provided were particularly prized as prior to the Coordinator's arrival little had been done to consolidate and centralize the information available and to map the sites where the affected population were located. In a country such as Burkina Faso, which is not traditionally considered a humanitarian crisis country and hence has not been exposed to the mechanisms of humanitarian coordination, the biggest achievement was to set up a mechanism that allowed partners to access and share information. Like in other country deployments, information management was the most appreciated service provided by the Shelter Cluster.

However, the mission was compromised by its short duration and the fact that only one person was deployed. It is remarkable that despite these constraints the Coordinator succeeded in providing a much needed service –this speaks for the quality of the personnel IFRC has access to and their commitment to improve humanitarian response. Nevertheless, there was a sense among the recipients of this support that in terms of sustainability and long-term action much remained to be done. As mentioned before, and according to the respondents of this review, by the time the Coordinator arrived the response had begun moving from the emergency phase to

¹⁵ The Government took the decision that all distributions would be centralized and done through government bodies. Concerns were raised that such a measure would compromise the efficacy of distributions and the ability of organisations to be accountable to their constituencies.

the recovery phase and as such due consideration should have been paid to the medium and long-term strategy.

The knowledge and experience that local actors possess should be better utilized. Without compromising the independence of the Shelter Cluster, the relation with the National Society should be strengthened, including, most importantly, the support mechanisms that can be available. Given the characteristics of this emergency it seemed crucially important that capacity building be considered from the start. The biggest challenge that countries, such as Burkina Faso, face is the lack of capacity of their actors. It is the responsibility of the international humanitarian community, including donors, to ensure that capacity building is prioritized. This will not only improve the ability of local partners to respond, but also will guarantee the sustainability of efforts. Resources should be made available to ensure that in the future countries are able to respond to their own emergencies without external support. Capacity building is a long-term investment that, if started now, will pay off just as humanitarian assistance budgets begin to run dry.

6. ANNEXES

Annex A – Shelter Cluster Coordinator Terms of Reference

SHELTER COORDINATOR
BURKINA FASO 2009 FLOODS RESPONSE
TERMS OF REFERENCE

Background

Heavy and persistent rainfall in late August and early September 2009 has affected an estimated 150,000 people. Initial reports indicate that twelve people have died, thousands are homeless, and over 1,000 persons are injured. These numbers are expected to climb. In addition to the immediate human toll, there are considerable losses or damage to household materials, crops, livestock, and basic infrastructure (roads, bridges, factories, hospitals and dams). The government has made available 93 temporary sites to host those who were unable to find accommodation and are actually sheltered in schools and public buildings. However these collective shelters are being vacated. Some improvised sites are also being created by the affected population while others are still camping at their former homes to protect the remainder of their houses.

Other parts of the country (Kaya, Bagre, and Boulgou) have also been affected. The hydro electrical dam in Boulgou has been opened its runoff valves to relieve pressure on the dam, leading to flooding in neighboring Ghana. Many affected areas remain inaccessible, while many structures including schools and mosques have been submerged by the flood water. Among the challenging aspects of the situation is the dispersed nature of the affected population, the management of sites accommodating those displaced, and the humanitarian needs of particularly vulnerable groups (children under 5 represent about 25% of the displaced persons)

The cluster mechanism has not been formalised for interagency coordination but rather sectoral coordination groups have been set-up to coordinate activities on the ground and identify needs and gaps. These groups are as follows:

- Inter-Agency Coordination: Government authorities, UN OCHA, RC/RC Movement, NGOs (Chaired by the UN-Resident Coordinator). UNDAC team has departed.
- Multi-Sectoral coordination (CONASUR, UNDAC(UNDP-OCHA), BRCS/IFRC CNSA, CONAREF)
- Health sector (WHO, BRCS/IFRC, MoH, MSF-F)
- WASH sector (CRS, BRCS/IFRC, OXFAM, ACF, PLAN INT'L, CREPA, WATERAID, CCFC, MSF-Lux, UNICEF)
- Food Security sector (WFP, AFRICARE, CRS, BRCS/IFRC, FOA)
- Protection sector (Civil Protection, Christian Aid, PLAN INT'L, Save the Children, BRCS/IFRC, UNHCR, CARE)
- Shelter and NFIs: (UNICEF, UNFPA, UNHCR, BRCS/IFRC, SCF-Canada, HELP, ODE, Shelter-Box, UN-Habitat, OXFAM, and Enfants et Développement, ECHO, OCHA)
- Education: (PLAN INT'L, Save the Children, UNICEF, BRCS/Spanish RC)

IFRC has offered additional support to the Shelter and NFI sector coordination in the form of a Shelter Coordinator.

Objective

The key objective of the **Shelter Coordinator** will be to contribute towards the effective provision of emergency shelter assistance to the affected population through the timely and efficient coordination of shelter agencies within the Shelter Coordination Group **in support of the national authorities**.

This will prioritise:

- The rapid provision of basic shelter relief assistance to affected households on a large scale.
- Ensuring consistency in the type of shelter assistance across different agencies where possible and as appropriate.

Scope of services

Specifically, the Shelter Coordinator will be responsible for facilitating and guiding the Shelter Coordination Group to do the following:

Identification of key partners

- Identify key humanitarian partners for emergency shelter response, respecting their respective mandates and programme priorities;
- Identify other key partners, including national and provincial authorities,

Coordination of programme implementation

- Ensure appropriate coordination with all humanitarian partners (including UN agencies, national and international NGOs, the Red Cross/Red Crescent Movement, IOM and other international organizations), as well as with national authorities and local structures.
- Ensure the establishment/maintenance of appropriate sectoral coordination mechanisms, including working groups at the national and, if necessary, local level;
- Promote the integration of the IASC's agreed priority cross-cutting issues, namely human rights, HIV/AIDS, age, gender and environment, utilising participatory and community based approaches
- Secure commitments from participants in responding to needs and filling gaps, ensuring an appropriate distribution of responsibilities, with clearly defined focal points for specific issues where necessary;
- Promote/encourage participants to work collectively, ensuring the complementarity of the various stakeholders' actions;
- Promote emergency response actions while at the same time considering the need for early recovery planning as well as prevention and risk reduction concerns;
- Ensure effective links with other sector working groups;
- Represent emergency shelter needs in discussions with the UN Resident Coordinator, appropriate Governmental representations, donors and other key agencies on prioritization, resource mobilization and advocacy;
- Act as focal point for inquiries on emergency shelter response plans and operations.

Planning and strategy development

- Needs assessment and analysis, ensuring beneficiary participation including adequate attention given to the needs and challenges by gender and of vulnerable groups;
- Identification of gaps in coverage;
- Developing/updating agreed response strategies and action plans ensuring that these are adequately reflected in overall emergency response strategies.
- Utilising lessons learned from past activities and beneficiary feedback to revise strategies and action plans accordingly;
- Developing the transition from emergency shelter to longer-term shelter recovery programming, in close consultation with UN Habitat as the focal agency for early recovery, and the handover of the coordination role to other agencies.

Information management

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

Application of standards

- Ensure that the shelter response is guided - to the extent possible - by relevant policy guidelines and technical standards, as well as relevant commitments that the Government has undertaken under international human rights law.

Monitoring and reporting

- Ensure adequate monitoring mechanisms are in place to review the impact of the sector coordination and progress against implementation plans;
- Ensure adequate reporting and effective information sharing, with support from the UN Resident Coordinator or other UN OCHA – appointed overall sectoral coordinators.

Advocacy and resource mobilization

- Identify core advocacy concerns, including resource requirements, and contribute to key messages on broader advocacy initiatives;
- Advocate for donors to fund participants to carry out priority activities in the sector concerned, while at the same time encouraging participants to mobilize resources for their activities through their usual channels.

Training and capacity building of national authorities and civil society

- Promote and support training of humanitarian personnel and capacity building of humanitarian partners;
- Support efforts to strengthen the capacity of the national authorities and civil society.

Other

- The Shelter Coordinator will advise IFRC on the approach to and resources required to provide the required coordination services to the Shelter Coordination Group participants. This will comprise discussion with the Head of Delegation or FACT Team Leader or his/her designated representative, and the Head of Shelter, IFRC Geneva.
- The Shelter Coordinator will oversee the activities of other members of the IFRC Shelter Coordination Team as and when they are deployed.
- The Shelter Coordinator is responsible for overseeing any local staff engaged in support of the IFRC Shelter Coordination Team; any such engagement and the development of appropriate job descriptions is to be undertaken in consultation and agreement with the IFRC Delegation, although any salaries and associated costs are to be covered by the IFRC Shelter Coordination Team unless agreed otherwise.
- Any other tasks that may be required (within reason) to achieve the objective of this assignment.
- Provision of adequate handover, including the provision of brief guidance notes and counter-parting where possible.
- Preparation of a short summary report at the conclusion of the assignment on lessons learned.

Guiding Principles

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

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

Reporting

The Shelter Coordinator will report directly to the International Federation representative for Burkina Faso (FACT Team Leader at the moment of the deployment) , or as other wise advised. The technical reporting line will be to the Head of the Shelter Department, International Federation, Geneva, who represents the Federation as co-chair of the Global Emergency Shelter Cluster.

The Shelter Coordinator will liaise closely with the UN Resident Coordinator, national authorities and sector working groups carrying out coordination functions in others sectors/areas.

The Shelter Coordinator will ensure that the International Federation in country representative is regularly kept informed on the functioning of the Shelter Coordination Team and issues that have or may potentially have an impact on IFRC resources or identity.

The International Federation in country representative is the primary authority on issues regarding security and safety. The Shelter Coordinator will function as other Federation staff in this regard and will comply with all security and safety guidelines. The Shelter Coordinator will be the primary liaison with the International Federation in country representative on all security, safety and travel issues for the Shelter Coordination Team.

Duration

The duration of deployment will be for **a minimum of 4 weeks** unless agreed otherwise. This will be subject to separate discussion and agreement.

Terms of Reference (ToR) for:
A Review of the Burkina Faso Floods 2009
IFRC-led Shelter and NFI Sector

1. Summary

- 1.1 Purpose:** The Secretariat of the International Federation of Red Cross and Red Crescent Societies (IFRC) seeks to evaluate the impact and effectiveness of the coordination services given by the IFRC to the Shelter and Non-Food Items (NFI) sector for the Burkina Faso Floods Response in 2009 to identify key lessons and recommendations to improve and inform future response.
- 1.2 Audience:** The IFRC and in particular the Shelter & Settlements Department will use the evaluation to improve future deployments. Shelter coordination team members will use it to learn. Shelter partners, donors, and other humanitarian actors will use it for general information.
- 1.3 Commissioners:** This evaluation is being commissioned by IFRC as Global Shelter Cluster Lead for natural disasters.
- 1.4 Reports to:** Miguel Urquia, IFRC Shelter and Settlements Department.
- 1.5 Duration:** 20 days
- 1.6 Timeframe:** from 16 December 2010 to 16 January 2011
- 1.7 Location:** Home based with travel to Burkina Faso (7-10 days). The visit to the field should be coordinated with the IFRC regional delegation in Dakar.

2. Background

During the night from August the 31st to September the 1st, 263.3 mm of rain were falling during a period of 12 hours. This exceptional and unforeseen event for that period of the year, took the population Ouagadougou and its surroundings by surprise.

According to the initial evaluations of the CORESUR (Regional Committee for Relief and Rehabilitation), the number of people seriously affected by the floods was more than 109,000 persons.

The floods have affected the 5 district of the capital Ouagadougou (Bogodogo, Baskuy, Signoghin, Boulmiougou, Nongremasson). Other regions of the country like Kaya, Bagre, Boulgou, etc., were also affected. The consequences of the floods were the inundation or destruction of houses and other buildings. Several bridges have been submerged and the main streets of the capital have been closed.

From September the 1st to the 20th, more than 50,000 people affected were allocated to 97 emergency centres established in schools and public buildings. At least 15,000 affected are taking refuge with host families.

In a second phase, alternative sites have been established for the reallocation of those families living in the 97 emergency centres. More than 18,000 persons have been reallocated to more than 20 alternative sites.

The cluster mechanism has not been formalised for interagency coordination but following the Government Contingency Plan, sectors have been set-up to coordinate activities on the ground and identify needs and gaps. Each sector was chair by a member of the country's administration and supported by an Agency. These sectors are: Agriculture, Health, Nutrition, Food Security, Education, Shelter & NFI, Protection, WASH, Logistics and transportation, Communication and weather forecast and Camp Management.

According to the Burkina Faso Contingency Plan, the emergency coordination body of the country (CONASUR) is divided in several sectors. Each sector has one person in charge, the "Chef de File", belonging to a related Ministry. The Chef de File of the Shelter and NFI sector belong to the Ministry of Social Affaires.

The UNHCR appears in the Contingency Plan as the organization to support coordination to the Shelter and NFI sector. When the floods occurred, its presence in the country was limited. The IFRC has offered additional support to the Shelter and NFI sector coordination in the form of a Shelter Coordinator. In consequence, the Resident Coordinator (RC) presented the request to the IFRC.

The Shelter Coordinator was deployed from October the 1st to the 30th.

In accordance with the commitment of IFRC to coordinate emergency shelter and not transitional or permanent, discussions were held to agree the handover of coordination responsibilities from IFRC to UN Habitat. This handover took place on October the 29th.

3. Evaluation Purpose and Scope

The objectives of the review are to:

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

The review will encompass, but not be limited to, the following areas:

- the understanding and support of the Federation's shelter coordination role within the Federation FACT, the Zone Delegation and Geneva;

- the impact of the Shelter Sector on the Federation FACT, the Burkina Faso Red Cross and other operational Red Cross Societies;
- the design and implementation of the Shelter Sector, including factors which provided the Shelter Sector's strengths and weaknesses;
- the value of linking and/or separating the Shelter Sector and the Red Cross relief operation;
- the design and implementation of the exit/handover strategy;
- relations with other Sectors, the UN system and the Government;
- the staffing of the Shelter Sector and the support provided from the Secretariat;
- the equipping and funding of the Shelter Sector;
- the involvement of the Shelter Sector in the transition from meeting emergency shelter needs to permanent housing and resettlement;
- issues with regard to visibility for the International Federation and the Red Cross Red Crescent Movement.

4. Evaluation Methodology

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

- Review of available documented materials relating to the start-up, planning, implementation, and impact of the Shelter sector. Most of the materials can be found on the google group site for the Burkina Faso Shelter and NFI sector <http://groups.google.com/group/BurkinaFaso2009?hl=en#>
- Interviews with key internal stakeholders within the Secretariat in Geneva, (by 'phone) with IFRC Zone Delegation in Dakar, FACT Team Leader, the IFRC Head of Operation, the IFRC shelter sector coordinator, the IFRC shelter delegate, and the Burkina Faso Red Cross;
- A field visit to Burkina Faso:
 - Interviews with other key stakeholders, in particular Government officials where possible;
 - Interviews with the Shelter Sector Chef de File office, WASH Coordinator and the Camp Management Chef de File;
 - Interviews with the UN OCHA, UNICEF and the UN Resident Coordinator's office;
 - Interviews with shelter agencies participating in the Shelter Sector, and in particular UNHCR and UN Habitat;

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

5. Deliverables (or Outputs)

1. Concise, written document with key recommendations and supporting information. This document should be of use for discussing the IFRC experiences of the cluster process internally and also with key donors and other stakeholders.
2. Additional notes, summaries of interviews etc. as appropriate or supporting documentation.
3. Summary of review activities undertaken including interviews, visits, documents reviewed etc.

6. Proposed Timeline (or Schedule)

The exercise will be implemented over a period of 21 days between 10 December 2010 and 10 January 2011. 7-10 days of this period will be spent in the field. The report must have been submitted, reviewed and accepted by the Shelter and Settlements Department and all financial transactions must have taken place before the end of this period.

7. Evaluation Quality and Ethical Standards

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

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

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

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

8. Evaluator(s)

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

9. Appendices

Key reference documents to be provided:

1. IFRC-UN OCHA Shelter MoU
2. Shelter Coordinator's ToRs
3. Resident Coordinator's request to IFRC on Shelter Sector Coordination
4. All documents (meeting minutes, strategy documents etc.) available from the Burkina Faso Emergency Shelter Sector Google group (<http://groups.google.com/group/BurkinaFaso2009?hl=en>) or otherwise on request.
5. Reviews of IFRC-led shelter cluster coordination in Nepal (Floods 2008), Myanmar (Cyclone 2008), Bangladesh (Cyclone 2007-2008), Tajikistan (Cold weather 2007), Pakistan (floods 2007), the Philippines (typhoon 2006) and Bangladesh (Cyclone Aila 2009). These reviews can be found at: <http://www.sheltercluster.org/Pages/Evaluations.aspx>

Secteur d’abri
Inondations – Septembre 2009
Burkina Faso

Cadre Stratégique

Ce document stratégique sera révisé et mis à jour à travers du suivi et évaluation de sa efficacité opérationnelle.

Introduction

Au cours de la nuit du 31 Aout au 1er Septembre, 263,3 mm de pluie sont tombés pendant 12 heures. Cet événement non prévu et exceptionnel de ce mois d’aout, a totalement pris de cours les populations de la capitale Ouagadougou et des environs.

Selon une évaluation initiale des données fournies par la CORESUR (Comité régional des secours d’urgence et de réhabilitation), le nombre de personnes sérieusement affectées par les inondations a été supérieur à 109.000 personnes.

Les inondations ont touché tous les 5 arrondissements de la commune de Ouagadougou (Bogodogo, Baskuy, Signoghin, Boulmiougou, Nongremasson). Autres régions du pays (Kaya, Bagre, Boulgou, etc.) ont aussi été touchées. La conséquence d’une telle situation a été l’inondation ou la destruction des habitations; des ponts ont été submergés, ainsi que les caniveaux des principales artères de la ville.

Entre le 1er et le 20 Septembre, plus de 50.000 personnes affectées par les inondations vivaient dans 97 centres d’urgence alors qu’un nombre estimé à 15.000 sinistrés trouvaient abri chez des familles d’accueil ou chez des amis.

Dans une deuxième phase, des sites alternatifs ont été établis pour le relogement des familles réparties dans les centres d’urgence. Plus de 18.000 personnes se sont relogées dans plus de 20 sites alternatifs.

Une troisième phase de reconstruction et relogement est prévue par le Gouvernement de Burkina Faso.

Objectives et résultats de la stratégie

Objectif Général

Ce stratégie essaie de contribuer à la récupération des sinistrés par les inondations à Burkina Faso, en utilisant cette situation pour se mieux préparer pour des catastrophes similaires futures.

Objectif Spécifique

Cette stratégie essaie de couvrir les besoins des abris d'urgence de la population affectée, de renforcer leur capacité contre des catastrophes naturelles similaires et de les aider à reconstruire d'une façon plus sécurisante.

Résultats de la Stratégie

Cette stratégie poursuit les résultats suivants:

1. Les besoins des abris d'urgence de la population déplacée aux sites, sera couvert par la distribution de tentes, abris temporaires et matériaux de secours lié à l'abri.
2. Les besoins des abris d'urgence de la population hors sites sera couvert par:
 - a. L'appui aux familles d'accueil
 - b. L'appui aux familles hébergées
 - c. L'appui aux familles logées dans leurs maisons endommagées ou détruites
3. La capacité de la population de reconstruire d'une façon plus durable sera renforcée à travers de :
 - a. La formation en techniques de construction adéquate.
 - b. Les campagnes de sensibilisation et d'information.
4. Les besoins des abris permanents de la population seront couverts par l'appui dans la reconstruction des maisons au profit des groupes les plus vulnérables.

Principes à suivre dans la mis en œuvre

La stratégie du secteur d'abri vise à compléter la stratégie du gouvernement de Burkina Faso.

Les aspects d'abri d'urgence de cette stratégie seront mis en œuvre si vite que possible pour couvrir les besoins d'urgence de la population sinistrée. L'appui d'abri d'urgence ne couvre pas les besoins d'abri permanent; en conséquence ne doit pas diminuer les droits des sinistrés à accéder au soutien d'abri permanent des membres du secteur d'abri et du Gouvernement de Burkina Faso.

Les aspects d'abri permanent de cette stratégie complètent les efforts du Gouvernement de Burkina Faso. En conséquence ils seront mis en œuvre en coordination avec les autorités locales.

Les membres du secteur d'abri vont appliquer des critères de vulnérabilité pour sélectionner les bénéficiaires des projets d'abri permanent.

Les membres du secteur d'abris ne seront pas responsables des questions de planification urbaine ou propriété de la terre. Les questions du terrain seront abordées entre propriétaires et autorités locales.

Les membres du secteur d'abris ne soutiendront pas la reconstruction des maisons dans les zones à risque d'inondation indiquées par le Gouvernement de Burkina Faso.

Les projets de cette stratégie prendront en compte les points suivants:

1. Les projets d'abri vont prendre en compte les programmes du Gouvernement de Burkina Faso pour les compléter.
2. Les membres du secteur d'abri vont promouvoir l'équité dans et entre les communautés en faisant un effort de développer un standard similaire d'assistance entre la population sinistrée.
3. Les projets d'abri vont identifier et répondre aux situations spécifiques des sinistrés qui ont besoin d'assistance pour être relogés, suivant les principes humanitaires.
4. Les projets d'abri vont promouvoir la participation des bénéficiaires dans l'identification et la mise en œuvre des solutions d'abri.
5. Les projets d'abri vont donner des solutions d'abris culturellement appropriées et strictement respectueuses avec l'environnement. Ils vont éviter l'utilisation des matériaux qui peuvent causer un impact sur l'environnement.
6. Les membres du secteur d'abri vont contribuer à faire un suivi des besoins d'abri des sinistrés et appeler à les couvrir.
7. Les projets d'abris permanents vont promouvoir des techniques de constructions améliorées pour faire plus sur les systèmes de construction existante.
8. Les projets d'abris seront conçus pour maximiser un impact positif dans l'économie locale et régionale.
9. La mise en œuvre des activités incluront des aspects de réduction de risques des catastrophes, focalisés sur des zones sous risque d'inondation, des zones dégradées, etc.
10. Les membres du secteur d'abri vont assurer que les questions de genre et vulnérabilité seront abordées prenant en compte les sensibilités culturelles.
11. Les membres du secteur d'abri vont promouvoir des synergies positives des projets d'abris avec les autres secteurs, les activités de récupération précoce et les initiatives d'abri permanent du Gouvernement de Burkina Faso.

Gestion et Coordination

Les membres du secteur d'abri vont assurer une réponse coordonnée pour les besoins d'abris dans les zones affectées par les inondations, suivant les objectifs, résultats, et principes à suivre inclus dans ce document.

Les membres du secteur d'abri vont se coordonner à travers des réunions de secteur d'abri pour :

1. Mettre à jour et échanger les informations sur l'implémentation des projets d'abri et distribution des matériaux de secours liés à l'abri pour identifier les besoins, éviter des duplications et promouvoir des synergies positives entre les différents projets.
2. Echanger des conseils techniques entre les agences membres du secteur d'abri.
3. Appuyer le Gouvernement de Burkina Faso dans la coordination au niveau national et local, à travers de la dissémination de leurs politiques, réglementations et codes.

Des Groupes des Conseils Stratégiques (GCS), composées par des représentantes sélectionnés entre les membres du secteur d'abris, seront créés chaque fois qu'une modification stratégique doit être faite. Le GCS présentera les modifications dans la réunion du secteur d'abris pour s'approbation.

Des Groupes de Travail Techniques (GTT), composé par conseillers techniques sélectionnés entre les membres du secteur d'abri, seront créés chaque fois qu'il y a un besoin de résoudre des questions techniques. GTT seront créés et dissous selon les besoins.

Les documents développés par les GTTs seront accessibles pour consultation et décharge dans le site web suivant :

Guides et Standards

La fourniture d'assistance en abris tâchera d'être conforme aux conseils et aux normes décrites dans les documents suivants :

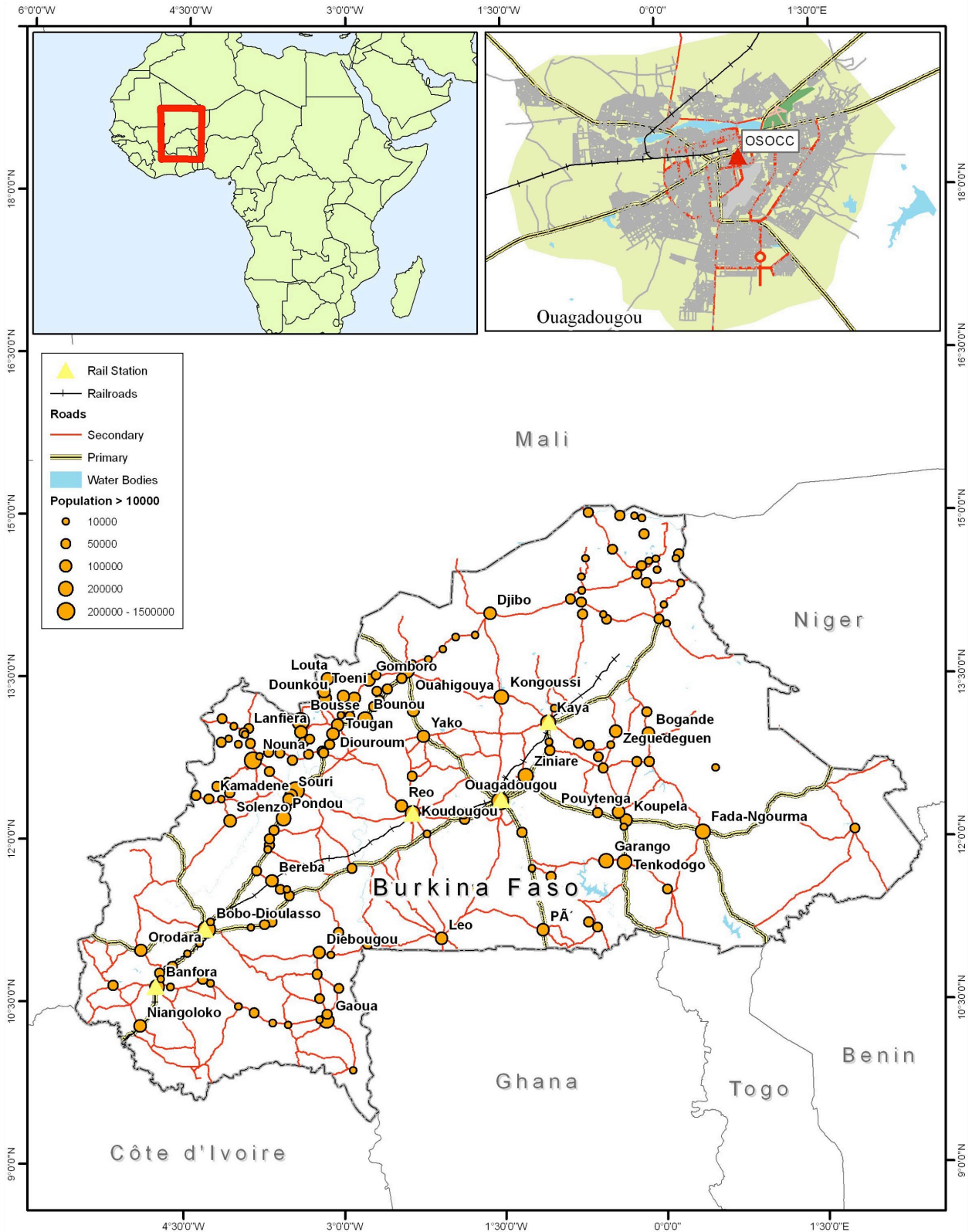
- Policies, regulations, and codes of the Government of Burkina Faso related to housing and sheltering;
- 'Humanitarian Charter and Minimum Standards in Disaster Response' (The Sphere Project, 2004). With specific reference to Chapter 4. Available for download at: www.sphereproject.org;
- 'The Code of Conduct for the International Red Cross and Red Crescent Movement and NGOs in Disaster Relief'. Available for viewing at: http://www.ifrc.org/publicat/conduct/index.asp?navid=09_08;
- 'Transitional Settlement: Displaced Populations' (Corsellis and Vitale, 2005). With specific reference to Chapter 7. Available for download at: www.shelterproject.org;
- 'Guide to the use and logistics of plastic sheeting in humanitarian relief' (IFRC and Oxfam, 2007). Available for download at: www.plastic-sheeting.org;
- 'IASC Gender Handbook in Humanitarian Action' (IASC, 2006). With specific reference to pages 97 to 104. Available for download at: <http://ochaonline.un.org/HumanitarianIssues/GenderEquality/KeyDocuments/IASCGenderHandbook/tabid/1384/Default.aspx>; and
- 'Transitional settlement and reconstruction after natural disasters' (United Nations, 2008). Available for download at: <http://ochaonline.un.org> and www.sheltercentre.org.


Annex D – List of Interviewees

Name	Position and Organisation
Stephen Barker	WASH Coordinator
Gustavo Domato	Shelter Cluster Coordinator, IFRC
Brigitte Gaillis	Operations Coordinator, IFRC
Valle Galan	Shelter Delegate, FACT Team, IFRC
Karime Ganemtoire	Directeur des études et de la planification Ministère de l'Action Sociale et de la Solidarité Nationale
Martijn Goddeeris	Shelter Delegate, IFRC
Pascal Karorero	Resident Coordinator, UNDP
Modeste Konkobo	Shelter Focal Point, Burkinabe Red Cross
Bibata Mambone	Direction de la prévention de catastrophes
Danielle Monty-Mara	Head of Programmes, CRS
Luc du Moulinn	Fact Team Leader, IFRC
Constance Nombre	Directrice des gestions de secoure d'urgence et de réhabilitation
Eric Pitois	Humanitarian Aid Coordinator, ECHO
Felix A. Sanfo	Disaster Risk Reduction Analyst, UNDP/Resident Coordinator's Office
Basilisa Sanou	Head of Office, UN-Habitat
Serge A. Sedogo	Representative, HELP
Pegdwende A. C. Soubeiga	Directeur General de la Promotion de l'Habitat et du Logement, Direction Générale de la Promotion de l'Habitat et du Logement
Corinne Treherne	Senior Officer, Shelter and Settlements Department, IFRC
Miguel Urquia	Senior Officer, Shelter and Settlements Department, IFRC
Lazare W. Zoungrana	Director, Burkinabe Red Cross
Maxime Zoungrana	Shelter Volunteer, Burkinabe Red Cross

Annex E –List of Reference and Key Documents

- Terms of Reference of the Review of the Burkina Faso Floods. IFRC-led Shelter and NFIs Sector.
- Terms of Reference of the Shelter Cluster Coordinator.
- Shelter Sector Coordinator End of Mission Report. Burkina Faso 2009 Floods.
- Emergency Shelter Sector September 2009 Floods. Handover Agreement IFRC to UN-Habitat
- IASC Guidance Note on Using the Cluster Approach to Strengthen Humanitarian Response. OCHA, 2006 (<http://www.humanitarianreform.org>).
- Plan National Multirisques de Préparation et de Réponse aux Catastrophes. Préparation, interventions de premiers secours, réhabilitation et reconstruction. Gouvernement du Burkina Faso, 2009.
- Cadre Stratégique, Secteur d’abri. Inondations – Septembre 2009. Shelter Cluster de Burkina Faso, 2009.
- Davidson, Sara and Price, Gill (2010). Review of the International Federation’s Shelter Cluster Commitment. (www.sheltercluster.org).
- Burkina Faso Shelter Cluster Google Group (<http://groups.google.com/group/BurkinaFaso2009?hl=en>)
- OCHA Burkina Faso 2009 Flooding Situation Reports, No. 1-11. OCHA-ROWA (www.reliefweb.int)
- IFRC Burkina Faso 2009 Floods Operations Updates, No. 1-4. IFRC (www.ifrc.org, www.reliefweb.org)



 <p>MapAction MapAction is grateful for the support of DFID</p>	<p>Burkina Faso: Flooding Overview Map as of 08 Sep 2009</p> <p style="text-align: center;">0 40 80 120 160 Kilometres</p> <p>Nominal Scale 1:8,500,000 at A4 size</p>		<p>Created: 08-Sep-2009/16:00</p>	<p>The depiction and use of boundaries, names and associated data shown here do not imply endorsement or acceptance by MapAction.</p>
			<p>Map Doc Num: MA003_BFA_Ovw_08092009_A4-v01</p>	
			<p>Projection/Datum: UTM Zone 30N/WGS84</p>	
			<p>GLIDE Num: FL-2009-000172-BFA</p>	
			<p>Data Source: Institut Geographique du Burkina (ISCGM), Google MapMaker, GAUL.</p>	

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