

Evaluation of the Global Shelter Cluster Strategy (2013-2017)

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April 2017

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Acronyms

AAP – Accountability to Affected People
ACAPS – Assessment Capacities Project
ACT Alliance – Action of Churches Together Alliance
AoR - Areas of Responsibility
C&A – Communications and Advocacy
CaLP – Cash Learning Partnership
CashCap – Cash Capacity Roster (for humanitarian cash programming)
CC – Cluster Coordinator
CCCM – Camp Coordination and Camp Management
CERF – Central Emergency Response Fund
CLA – Cluster Lead Agency
CoP – Communities of Practice
CRS – Catholic Relief Services
DfID – Department for International Development
DTM – Displacement Tracking Matrix
ECHO – European Civil Protection and Humanitarian Aid Operations
ER – Early Recovery
ERC – UN Emergency Relief Coordinator
FP – Focal Point
FTS – Financial Tracking System
GFP – Global Focal Point
GSC – Global Shelter Cluster
GST – (GSC) Global Support Team
HCT – Humanitarian Country Team
HLP – Housing, Land, Property
HR – Human Resources
HRP – Humanitarian Response Plan
HRP – Humanitarian Response Plan
IASC – Inter Agency Steering Committee
ICRC – International Committee of the Red Cross
IDP – Internally Displaced Person
IFRC – International Federation of the Red Cross and Red Crescent Societies
IM – Information Management
IMO – Information Management Officer
IOM – International Organisation of Migration
KM – Knowledge Management
LRC – Luxembourg Red Cross
M&E – Monitoring & Evaluation
MPC – Multi-Purpose Cash
MS - Mainstreaming
NFI – Non-Food Item
NGO – Non-Governmental Organization
NRC – Norwegian Refugee Council
OFDA – Office of U.S. Foreign Disaster Assistance
RFP – Regional Focal Point
SA – Settlements Approach
SAG – Strategic Advisory Group
SC – Shelter Cluster
TA – Transformative Agenda
UN – United Nations
UNHCR – United Nations High Commission for Refugees
UNRWA – United Nations Relief and Works Agency
WASH – Water, Sanitation and Hygiene
WEF – World Economic Forum
WG – Working Group
WHS – World Humanitarian Summit

Acknowledgements

The author would like to thank all of the Shelter partners and Humanitarian Coordinators who completed the GSC Evaluation Online Survey and the very many people who were interviewed, who all gave up their time to give inputs to the review.

Thanks also the senior management of IFRC, IOM and UNHCR for making time to be interviewed in person.

Very special thanks to the two Deputy Cluster Coordinators and their teams who spent many hours in discussions and to root out information for the review without whom the review would have been impossible.

Introduction

1. The Global Shelter Cluster (GSC) developed its first comprehensive strategy for the period 2013-17 ([Annex 1](#)). The start of the strategy also coincided with the first donor funding from ECHO in order to strengthen the GSC; the funding went on to cover the periods 2013-14 and 2015-16. The GSC awaits positive news of its application for continued funding for the period 2017-18, which overlaps with the end of the strategy and the beginning of its new strategy 2018-22.
2. IFRC commissioned a number of its own evaluations reviewing its Shelter role (2011, 2013). During the lifetime of the GSC, 27 country cluster evaluations have been implemented, of which 12 took place during the period of the 2013-17 strategy; this review however is the first that includes the overall Global Shelter Cluster.
3. This review of the GSC Strategy 2013-17 was commissioned by the Co-leads and the Cluster's Strategic Advisory Group and covers the strategy implementation to the end of 2016.

Terms of Reference

Purpose

The purpose of the evaluation is to (i) assess progress of the implementation of the strategy (ii) identify achievements (iii) identify gap areas covering both those parts of the strategy that have not been sufficiently achieved and those which may have been missed in light of a changing context, with a view to (iv) making recommendations for the last year of implementation and inform the development of the 2018-2022 strategy.

Additional questions that were included to assist the evaluation included:-

Effectiveness of the Strategy

1. To what extent have the strategic aims and results been achieved?
2. What are the contributing and/or mitigating factors for achievement?

Impact of the Strategy

3. What positive and negative changes, intended or unintended, have taken place as a result of the implementation of the GSC Strategy?

Efficiency of Strategy Implementation

4. Did the actual, intended or unintended, results justify the costs incurred?
5. Have the resources been spent as economically as possible?
6. Did the activities overlap and duplicate other similar initiatives?

Relevance

7. Did the GSC Strategy goal, strategic aims and expected results reflect the needs and ambitions of GSC partners?
8. To what extent did the GSC partners engage and participate in GSC activities?
9. Should the priorities be changed or adjusted in light of new needs, policies and humanitarian trends (i.e. Transformative Agenda, Agenda for Humanity, WHS Commitments to Action, Habitat III).
10. Was the GSC Strategy 2013-2017 too narrow or too broad? Is there anything it overlooked?

The full ToRs can be found in [Annex 2](#).

Methodology

1. An Inception Report was produced initially which outlined the understanding of the purpose and key questions of the evaluation, outlining indicators and sources of data for these questions.
2. The review was carried out through a mix of interviews, surveys and data analysis including:-
 - 66 in-depth (1–2 hour) interviews with Global Partners (including SAG members), . Most were carried out by skype, with in-person interviews with those who were Geneva based, including senior managers of IFRC, UNHCR and IOM. A full list of consultations can be found in [Annex 3](#)
 - A detailed online survey examining the achievement of the three Strategic Aims of the GSC through perceptions of levels of agreement of attainment with three core stakeholders (i) Global Partners, including the SAG (ii) Country-level Partners (iii) Cluster Coordinators and Global/Regional Focal Points and Roving Surge Capacity.
 - A short survey of Humanitarian and Deputy Humanitarian Coordinators on how the GSC is performing in raising the profile of the emergency shelter sector. Ten Deputy/Humanitarian Coordinators responded to the survey
 - Analysis of (i) staffing of current clusters at country level (ii) funding of the Shelter Cluster at county level (iii) donor contributions in the last 5 years
 - Participation in the GSC SAG Retreat December 12-13 December 2016 and facilitation of a number of sessions to gain SAG inputs to achievements, gaps and priorities.
 - ...and many, many hours of discussions and meetings with the Deputy Cluster Coordinators
3. Given that there was no formal monitoring framework or indicators for the outcomes and outputs of the strategy, indicators were retrospectively developed through a detailed consultation with the Deputy Cluster Coordinators including an understanding of the history and interpretation of each of the 29 outcomes/outputs of the three strategic aims.

From the indicators, statements were produced which described the attainment of the indicator. Survey respondents were then asked to describe their level of agreement (from six offered) with the statements. Some questions which were targeted at one or two of the types of survey respondents, according to their ability to answer questions eg questions on the practical functioning of the GSC were targeted at Global Partners and Global/Regional Focal Points/Cluster Coordinators who would have potentially had interaction with the GSC, and not to Country-level Partners. The survey was then analysed separately according to the three core stakeholders.

A total of 218 people responded to the survey from 39 countries, with the Middle East having the greatest representation, followed by those working in Global level positions. The largest group represented are NGOs, followed by the UN and the Red Cross/Crescent Movement. A significant number of independents also replied ('Other') and six government representatives (See [Annex 4](#) for full analysis of survey respondents).

Type of Respondent	Response Percent	Response Count
Country Level- Cluster	22.9%	50
Country Level - Shelter - Government	2.3%	5
Country Level - Shelter Cluster Partner	29.8%	65
Country Level - Donor	3.2%	7
Global Shelter Cluster - SAG Member	7.8%	17
Global Shelter Cluster - Partner	15.1%	33
Global Shelter Cluster - Global Focal	4.6%	10
Global Shelter Cluster - Donor	3.7%	8
Other	10.6%	23

Report Structure

4. The report is split into five main components which includes sections on :-
 1. A Summary Report of Findings
 2. The Strategy – this section reviews the approach and implementation mechanisms for the strategy.
 3. Strategic Aim 1 which focuses on the Responsive and Flexible Support to Country-Level Shelter Coordination Mechanisms
 4. Strategic Aim 2 focusing on an effective and well-function GSC
 5. Strategic Aim 3 which covers the use of advocacy and communication to increase the recognition of the shelter and settlements sector as an essential component of humanitarian response
5. Each of the sections attempts to incorporate the achievement of each component of the strategy and comments on the broader questions of the evaluation in addition to the includes a summary table of recommendations
6. Each recommendation is allocated a colour coding to indicate if it is something that would be best addressed (or started) in 2017, or implemented as part of the next GSC Strategy. Many recommendations have ended up being made for 2017 in order to consolidate much of the work that has already taken place during the strategy period as well as to ensure that the opportunities presented by ECHO support for 2017-18 are maximised.

For completion or starting in 2017



For 2018-22 Strategy



Quick Win



Those recommendations indicated in blue as quick-wins do not indicate necessarily a lower importance, they may just be more simple to implement, but could have important impact

Summary Report of Findings

Achievements and Gaps

Relevance, Strategy Approach and Implementation

7. The GSC strategy was developed with significant input with partners and field coordination teams which has been highly appreciated. Feedback indicated overwhelming support for the content and relevance of the strategy, and that the strategic aims remain almost as relevant today as five years ago when they were developed. Most people were somehow familiar with the strategy which was facilitated by efforts to present it on one-page.
8. Serious efforts were made at identifying annual priorities through pre-meeting annual surveys (2014-16) and the GSC Annual Meeting, meaning that inputs and potential changes could be made during the course of the strategy. All of the surveys of satisfaction carried out by the GSC in 2014, 2015 and 2016, returned high scores.
9. The process of the development of the GSC's first overall strategy and the ECHO funding that followed, contributed significantly to the harmonisation of both activities in the GSC as well as the relationship between the two co-lead agencies.
10. Important and appreciated efforts were made to implement the strategy through a transparent and open process to engage in cluster activities and responsibilities.; with organisations also able to submit expressions of interest for the GFPs and RFPs. The main mechanism of agencies working together on outputs was through Working Groups, which were seen as inclusive, costs effective and a sustainable way in which to work as a collective, although need to be considered carefully in the implementation of the new strategy as there are limitations in producing results quickly, due to voluntary nature of partner contributions and the limited number of partners who are contributing..
11. No subject gaps were identified during the evaluation that should have been included in the strategy, rather its comprehensiveness demands further consolidation of the work.
12. The strategy as it was presented, had 29 components with a mix of outcomes and outputs, and it was not always clear exactly what each of the components was to achieve. Whilst the strategy fitted onto one-page, there was no further description of the strategy, no indicators, nor an overall monitoring framework, although those activities that were included in the ECHO proposal were monitored. Whilst annual priorities were consulted on, this did not replace the **need for an overall 5 year implementation plan setting out how, when and who be responsible the achievement of the various components**. As a result, more focus was given to those activities for which there was a specific accountability in the funded ECHO proposal.
13. Understanding satisfaction of partners of the GSC and SC at country levels would benefit from a specific '**Charter of Support and Services**', perhaps based on the Minimum Levels of Services and Support document developed by the Working Groups on Coherence. This would allow partners to be clearer of expectations (and therefore give more specific feedback against this), but also to **support holding CLAs to account**.
14. Most of the organisations involved in the Working Groups were also members of the SAG. In order to increase the capacity of the GSC to take on more activities and improve the diversity of organisations involved, **greater outreach is very much needed**.
15. Communities of Practice (CoPs) whilst having a high potential to support field practitioners would **benefit from a review and revitalisation**. CoPs are largely inactive due in part to limited time and resources of those leading them, as well as somewhat limited accountability and clarity for their results, and many field practitioners are unaware of their exact purpose or existence.

A summary table of recommendations is located at the end of the section on [The Strategy - Relevance, Approach and Implementation](#)

Strategic Aim 1 - Responsive and Flexible Support to Country-Level Shelter Coordination Mechanisms

16. Country level support and surge capacity was rated a high priority in being able to deliver the responsibilities of the GSC. There was overwhelmingly positive feedback from field Cluster Coordinators for the support they receive from the GFPs, RFPs and Deputy Cluster Coordinators. The GFPs and RFPs are also important mechanisms for consistency and quality control of clusters at country level. RFPs functions in support of regional preparedness, networking and relationships with government and partners, and are most effective when there is continuity in the roles. **Both UNHCR and IFRC continue to rely significantly on surge and GFP/RFPs for immediate response and gap filling; guaranteeing its maintenance and continues support is therefore critical for the sector.**
17. ECHO funding for the GFPs/RFPs have enabled a demonstration of value to support organisational mainstreaming¹ – particularly in UNHCR where mainstreaming is 100% for the Deputy Cluster post and the GFP positions, with a move towards full mainstreaming of roving coordinators. Partners such as IOM and IMPACT (who both have 50% of a GFP) contribute 50% to the cost of their half-time positions ([Annex 8](#)).
18. There has also been significant progress in bringing coherence to the GSC surge and support system between the co-leads as well as with Partners in communicating a single overall GSC Support Team.
19. There is high confidence from both field coordination teams and field partners in the ability of the GSC to be called upon for technical support, which should only increase with the contributions of NRC and Luxemburg Red Cross GSC partners for 1.5 GFP for Technical Coordinators, given that there are few technical positions in the field (see table in [Technical Standards](#)).
20. There was generally positive view on sub-national coordination – its ability to bring more effective coordination nearer to the response as well as better engagement with national actors, seeing the Shelter Cluster performing often above other sectors in this respect. More GSC partners are also stepping up to play key national and particularly sub-national coordination roles.
21. UNHCR's increased commitment to its CLA accountability leading up to the strategy period – (i) the creation of a dedicated Shelter section and (ii) increasingly making available internal funds for Shelter Cluster commitments, has played a significant role in the development of the Global Support Team and increasing capacity at field levels (Shelter is the 2nd largest internally technical sector in UNHCR). IOM's increasing role in shelter coordination at field level should also be seen as supporting the sector overall, with some suggesting that the 'competition' can be healthy.
22. Good progress has been made in supporting better informed shelter response strategies through better assessments and the SC has gained a reputation for expertise in this field and being ahead of many other clusters; the global support for assessments is well known across all categories of partners.
23. Progress was also noted in transition and recovery with the production of Early Recovery guidance and the recognition and agreement by GSC of the need to focus on recovery issues.

¹ Mainstreaming refers to when a position has been integrated into the organisational staffing. Cost recovery in this instance means that the organisation finds the percentage that it needs to contribute from other means as it is not part of the core organisational staffing

Credit was given for the attempts to support an effective handover to transition and recovery coordination, despite its continual disappointment, and for many, its failure. Progress was also noted in HCR's increased interest in recovery at global level, awaiting a translation of this into changes at country level.

24. The 2017-18 ECHO proposal has finally brought a more serious response to the priority highlighted by partners in 4 of the last 5 years for participation of government and local actors, making itself accountable to monitor specifically related indicators. Sub-national coordination was seen to be supportive of local and national participation, although there were **concerns regarding the quality of participation which should be taken into account**.
25. Whilst generally very supportive, there are some **concerns regarding the siloed nature of the GSC Support Team** with most largely supporting only their host agency cluster leadership arrangements. There are examples of where GFP/RFPs have been deployed to support another CLA other than their own host and there are validated reasons of how the effectiveness of positions not hosted within co-leads affected. There are however requests to **review the interoperability of GFP/RFPs between agencies**. Greater structure and clearer accountability of GFP/RFPs, including sharing of workplans, travels, areas of collaboration etc would also support this demand.
26. GFP/RFP positions (and other GSC activities) in the past have been made open to the entire GSC partnership. However, with greater demands/need for mainstreaming, this increasingly restricts the ability/interest of other partners to hosting these positions (and an agency's ability to commitment (mainstreaming) to a role if allocated the role only short term); the reality of this perhaps needs to be put on the table with the broader partnership. Being four years into a five year strategy (and the start of Year-5 of ECHO funding), it's important to have open **discussions regarding the potential for partners to take on GFP/RFP leadership as well as the longer term commitment to the roles that partners have/are investing heavily into and if a more official 'leadership' role were allocated if this may support increased ownership of the position and eventual mainstreaming by partners?**
27. Sub-national coordination, although has made progress, was cited still as an important on-going gap. There is a call for progress to go further and capitalise on the increased formal contributions made by partners, to have a **more immediate and systematic response to ensure effective and quality sub-national coordination**.
28. Whilst the percentage of dedicated field Coordinators is almost the same as Information Managers (see table in [Knowledge Management](#)), there are **currently 290% more Coordinators than Information Managers**. Whilst there has been some feedback regarding information and IM products on country websites not being up-to-date, it's not clear **what the impact is of the large difference and should be reviewed**
29. IFRC was singled out as the agency who was most able to play the 'honest broker' in terms of the CLA responsibility at country level, most likely because of its strong-firewall between programme and coordination obligations; but also likely because it has no stake in cluster negotiations to access UN managed pooled/CERF funds, unlike other CLAs and co-leads and can be truly neutral in such mediations. Overall this **issue of partners having similar shelter cluster experiences regardless of agency, attracted some of the lowest scores** of the online survey. This needs to be reviewed with those **agencies playing a CLA role to examine how consistency can be improved**, including (i) potential clarity of agency commitment to the content of a 'Charter of Support and Services' (ii) coordinator experience (ranked important in this regard) and (iii) percentage of dedicated roles in active response locations.
30. In order to ensure quality and rapidly available coordination field staffing, there is a strong request for a **more comprehensive HR strategy** in support of this. The coordinator training is

important for a number of reasons, but it's felt it contributes only as part of the solution and there needs to be a single managed roster that is accessible to all.

31. There is a demand (that perhaps needs to be communicated more loudly), to have **resolution to the tension between the co-leads and IOM** regarding its desire for increased leadership of the shelter sector at country level. Whilst there is certainly room for everyone in the sector, there are concerns regarding the challenges this poses to the effectiveness and predictability of the CLA lead role at country and global level, as well as lost time and energy spent in clarifying roles at country level when compromises are made to form co-leadership arrangements between two UN agencies (unlike the largely positive co-leadership experiences with NGOs. Co-leadership of two UN agencies in all but the rarest of circumstances, brings little added value for those communities affected in emergencies, and all agree should be avoided wherever possible. A starting point needs to be an understanding of the different cultures, modus operandi and honesty in motivations for sector/cluster leadership of each of the agencies.
32. Progress has certainly been made in assessments, however, there is a strong feeling that there is **a lot more to be done to make assessments more consistent, systematic and reduce repeated 'reinventing of the wheel'**. The Grand Bargain calls for more joint approaches and the GSC could be part of leading on what this means. A **more formal and explicit assessment strategy** would be helpful in outlining what success looks like and in developing a roadmap towards it.
33. Whilst global mechanisms were set up to tap into the resources of the private sector, there is a strong sense that **the greatest potential lies in preparedness work with the private sector at country level**, and some recognition of this is integrated into the new ECHO proposal. The value of pursuing global resources remains to be validated, but tapping in to those agencies with more private sector connections to define and develop an overall private sector strategy, could bear fruit.
34. Learning has certainly been an important part of the strategy with 12 evaluations formally executed as part of the ECHO proposal, and many more commissioned at country level. The generation of lessons is important, but potentially more important are the strategies and mechanisms to disseminate these in an accessible manner (not just sharing of evaluation reports) and critically, where **lessons require changes to the way in which agencies respond**, strategies and mechanisms are also needed, to agree, implement and monitor these changes, perhaps through formalised 'management responses' from the SAG and the broader GSC to such evaluations – all part of a **comprehensive knowledge management strategy**.
35. The **most cited on-going gap was that of the effectiveness of shelter transition and recovery** and the need to develop strategies for increased and broader engagement in supporting and influencing better risk-informed self-recovery. There is a huge **demand for the GSC to play a much more proactive and facilitative role** in getting the most important recovery actors together to find a way forward, **including a clarification of what can be expected from the Early Recovery Cluster**. It was also felt important, that whilst these discussions progress, there is a **need for an interim package of recovery plans** including immediate engagement post-disaster. Whilst recovery is a complex process, highlighted was also the need to engage with and give clear messaging to donors, on what **can** be done.
36. The 'localisation' agenda that the GSC is attempting to incorporate its ECHO supported work of the next two years, would very much benefit from a more comprehensive '**Localisation Strategy**', to ensure that all components of the shelter cluster's work are integrated, beyond coordination, including a demand for an increased focus on national capacity building.

A summary table of recommendations is located at the end of the section on [Strategic Aim 1 - Responsive and Flexible Support to Country-Level Shelter Coordination Mechanisms](#)

Strategic Aim 2 - An effective and well-functioning Global Shelter Cluster

37. A balance seems to have been found during this strategy period whereby the co-leads have worked hard to develop a real partnership and this has been noted by Partners. This has resulted in common language between partners which has impact beyond the global level to support more effective country responses.
38. The highest scores from the online survey (and verified in interviews) were generated around statements on the openness and inclusivity of the GSC. This is particularly attributed to the level of engagement and the processes designed by the co-leads and in particular, the Deputy Cluster Coordinators. It is also important to recognise the important role played by other actors, including the Shelter Centre, which laid strong foundations for shelter actors to work together for the benefit of the sector, and the cluster has built upon and strengthened this. The Working Groups mechanism and the Contributory Mechanism have also contributed to agencies working more closely together.
39. We have also been reminded that whilst it is perceived that most of the key players are involved at global level, and a critical mass of organisations largely understand the cluster, there are always new staff, agencies and local actors who need to be supported in understanding the cluster approach.
40. The governance structures of the SAG and Annual Meeting are felt to be effective in supporting the strategy and the needs of partners, with the recognition of the amount of commitment that is made particularly by SAG member agencies.
41. There is a strong view from all that the GSC has an innovative culture. The cluster is seen as being very open to new approaches where there is potential added value for the sector and an openness to change, which is highly appreciated by its members.
42. Shelter was one of the first clusters after Food Security to recognise the importance and trend in the use of cash in sector responses. The GSC Cash WG, set up in 2016, has moved the Shelter Cluster forward, but perhaps rather belatedly due in part to limited time of the voluntary contributors and potentially as a result of the [disconnect between policy makers and technical sectors](#). The idea for 'Cash Champions' to develop leadership in the SC will certainly accelerate its work.
43. The GSC is seen to have been successful in supporting the development of technical standards and there is confidence in the GSC supporting access to any technical support that this needed at field level. Although there are few dedicated Technical Advisers in the field (see [Technical Standards](#)); the addition of the GFPs for Technical Support will certainly only boost this capacity.
44. The website was felt to be a great asset that has improved over time and is used both as a first port-of-call for country clusters as well as for general humanitarian shelter needs, particularly by those at global level.
45. The GSC has been successful in bringing consistency in its training, regardless of the agency implementing it, with this largely applying to coordination trainings and workshops implemented by the co-leads, which are now jointly ran.
46. The GSC has become more active in IASC activities over the period of the strategy, although global partners are not very aware of this. They have taken up the lead in 2017 to define the Settlements Approach for the inter-cluster coordinator group and this will be welcomed by its global partners, who feel that the GSC should be leading on many more inter-sectoral initiatives. It was also felt that the SC was particularly active in reaching out to other sectors at country level.

47. At the global level, there are important large shelter players who are yet to be involved (highlighted in [Annex 9c](#)) as well as important donors (see donor analysis table in [Profile of the Sector](#)) and other francophone actors who are not only missing from the GSC, but also from the SAG which is seen to be largely anglophone. The potential of academic/capacity building institutions to support the shelter sector is believed to be untapped; greater outreach on multiple levels is needed for support this, **recognising the need to find additional resources to be able to effect this outreach or different approaches.**
48. There remains a need, as already highlighted, for the co-leads and the SAG to be more rigorous in ensuring a full implementation plan, timeline, responsibility and monitoring framework for the future GSC strategy. Whilst appreciative for the commitment of SAG agencies, it was felt that it was time to introduce a membership rotation policy and reconsider participation by non-IASC actors, even if this means different rights.
49. Cash was noted as one of the other biggest gaps. The increase in MPC is of great concern and a solid evidence base is need to support advocacy in its ability (or lack of) to meet shelter outcomes. With a huge task list of support and services demanded from partners, other means to add to this capacity are likely to be needed, and the opportunity of resources on the basis of linkages to the Grand Bargain should be exploited, and it is understood that some of this work has started.
50. Technical guidance it was felt at country level, to be developed too slowly to have impact. This would benefit from some review as to how this can be speeded up, including through preparedness work.
51. Country level partners were less positive on the usefulness of the website, finding it structured more for global level, that websites and IM products not always up to date, which may be related to the fact there are almost three times less IMOs than Coordinators. Best practice is difficult to filter from the large number of documents and requires review work to identify this, but will be hugely helpful.
52. There is high demand from partners to reinvest in looking at the capacity of the sector, which there may be opportunities to do in the work of the 'State of Humanitarian Shelter' work. There is need to be more creative in what method will be used, recognising that counting stocks is not useful and almost impossible. There's a need to also look at the identified human resource gap that has been left by the Shelter Centre who played an important role in bringing in and developing new shelter staff for the sector.
53. Many more opportunities need to be taken to work with and have protection, livelihoods and health colleagues advocate for shelter from a deeper understanding of shelter (particularly since Shelter and Protection clusters are led by UNHCR); shelter advocates on their own will not achieve the same depth of effect.
54. Inter-cluster coordination along with HRP processes at country level, were not felt to be 'fit-for-purpose' with integrated approaches and operational coordination being the main casualties. Partners and coordination teams alike, would like to see the GSC more vocal in calling a review of both.

A summary table of recommendations is located at the end of the section on [Strategic Aim 2 - An effective and well-functioning Global Shelter Cluster](#)

Strategic Aim 3 - Increased recognition of the shelter and settlements sector as an essential component of the humanitarian response, through enhanced advocacy and communication

55. All categories of partners in the survey felt that recognition of shelter in both their organisation and in humanitarian response settings had improved in the last few years; Humanitarian Coordinators surveyed also indicated a rise in recognition, although difficult to attribute this rise to the work of the GSC.
56. A donor consultation group was to be formed early on in the strategy, key messages were produced, initial approaches were made and a road show planned, although the first donor consultation group meeting is yet to convene and is planned for 2017. With ECHO funding, and the focus on these activities, this perhaps took away the urgency for additional global support. An analysis of donor contributions in the last seven years (see [Profile of the Sector](#)) emphasises the need to go beyond donors with whom there is an existing relationship, to broaden the donor base.
57. Important to recognise is the importance of pooled funds and CERF, which, when added together, were the 2nd most important donor overall in 2016. Over the last seven years, Shelter's share of all pooled/CERF funds has moved in-between 7% and 13% and have represented up to 20% of Shelter annual budget for all countries ([Annex 12](#)). Field coordinators need to be supported to produce high quality, evidence informed submissions, which illustrate the broader importance of shelter, and get the best possible access to those funds. Whilst the percentage of all appeal and non-appeal funds going to shelter has increased from <1% to 3% and 2.5% to 4% respectively in the last 17 years, it is still the lowest share of all life-saving sectors ([Annex 12](#)). **It is interesting to note the large increase in the request for funding from shelter in the last three years, which could reflect partners and the SC better able to communicate real needs, whilst funding is yet to catch up with the increased needs.**

It is therefore critical, and all categories of Partners demand, that the GSC further develop its advocacy and communications on the broader importance of shelter. Increased engagement with a wider range of donors is necessary for its global programme and to shape support at country level, with an over-arching resource mobilisation strategy needed, for which the GSC should consider the need for specialist fund raising support.

58. All categories of respondents to the survey indicated similar levels of understanding of the settlements approach (SA) for both the shelter and humanitarian sector more broadly with approximately 40% agreeing or agreeing strongly; an important 40% of Humanitarian Coordinators could not answer to the question. **This suggests there is a lot of work to do in the shelter sector itself given the lack of agreement, perhaps before or simultaneously to any communication with the broader humanitarian community.**

Many partners indicated that the SA needed a lot more support from GSC to enable a broader understanding and see a move to the operationalisation of the SA - the work of IMPACT/CRS and InterAction/OFDA should contribute towards this; many also see that the GSC should take a greater role in supporting this.

59. Given an important percentage of merged Shelter and CCCM clusters, and concern regarding the effectiveness of this for shelter, **a review of these mergers would also assist in being confident that the shelter response is sufficiently supported.**

A summary table of recommendations is located at the end of the section on [Strategic Aim 3 - Increased recognition of the shelter and settlements sector as an essential component of the humanitarian response, through enhanced advocacy and communication](#)

Efficiency and Effectiveness

60. The GSC has demonstrated that it can be effective in delivering on its strategic aims. There is a call to now consolidate the work that has already been done by the cluster in order to increase the long term effectiveness of its deliverables.
61. The Working Groups, an important implementation mechanism of the strategy was seen as effective, low cost and sustainable. With any increase in the work and deliverables the GSC may put upon itself in this next period may require additional support to ensure they are able to deliver in a timely manner and to ensure there is no 'burn-out' of critical contributions by partners. Short term (1-2 year) staffing increases in the GST should be considered to provide additional support in the most intensive time. The CoPs need to have a clearer terms of reference and deliverables if they are to be more effective in supporting a future strategy.
62. The various GFPs have demonstrated their value in contributing to the effectiveness of country-level shelters clusters; and RFPs have been important in providing better links to government and supporting better preparedness and response in countries with frequent disasters – these regional positions need security of tenure to be most effective. The GSC has also been particularly effective in retaining its GFPs, supporting the institutional knowledge and memory of the cluster.
63. The GFP/RFPs have been the greatest percentage of the GSC budget throughout the strategy period ([see first table in Coordination and Field Support](#)). There are important reasons why, for the GFPs/RFPs to be most effective, it has been important they be hosted with co-lead agencies (eg ability to work effectively within host agency eg internal advocacy at field and country level, sustainability of position through commitment of co-lead to financial mainstreaming of post), and this brings with it higher institutional salary costs than if hosted with other GSC partners. However, demonstrating the value of these positions to the co-lead agencies, in the longer term, brings a higher level of ownership and mainstreaming of these positions and their costs, reducing the amount to be searched externally by the GSC. Better communication of the cost-benefits of these is important. There is also a demand from global partners for greater efficiency and effectiveness of these positions through greater flexibility in their deployment to CLAs other than their own.
64. The direction the new ECHO proposal is relevant and appropriate - becoming more focused on field results whilst maintaining important global structures, and developing key tools and guidance demanded **by the field** where there are critical gaps.
65. **It is important in the development of the next strategy that a phased implementation plan for the whole of the strategy, including responsibilities, timeframe, costings and a monitoring framework to measure more accurately the progress of the strategy on an annual basis. An earlier review, perhaps at the end of year 1 or 2 of the plan, will be important to making any critical course correctors.**

Critical Factors for Success and Key Milestones

66. The co-lead agencies, and the Deputy Cluster Coordinators in particular, have played an instrumental part in producing an enabling environment to support participation and develop the GSC partnership. The SAG member agencies have also played a critical role in developing further the partnership and contribute to both providing and capitalising on the enabling environment, having contributed to most of the WG results.
67. Many SC partners have stepped up and have been instrumental to many of its successes – contributing to many critical global and country level roles, and producing a collegial and supportive environment in which the shelter cluster can further progress. Partners were also

critical in demanding advances in governance with the creation of the SAG. The SAG has been instrumental in supporting the work of the GSC throughout the strategy period, bringing important accountability to the partnership.

68. A key turning point and critical foundation for the implementation of the strategy was UNHCR's increased institutional commitment to its shelter and GSC role broadly, without which, the broader successes at global, and in some conflict settings, at country level, would have been difficult to achieve. Ahead of this was of course, was the huge contribution and work that had been laid by IFRC in getting the cluster to its important starting point for the strategy. During the strategy period, the contribution of other partners has increased in leading and contributing to WGs, Technical Support and in coordination support at field level, both NGOs and IOM. This is important to nurture and monitor in the next strategy period, supporting increased diversification, commitments and contributions from non-UN (NGOs).
69. The engagement and financial support given by ECHO provided the catalyst to have an overarching strategy for the whole of the GSC. Whilst the GSC were perhaps distracted to support more those activities for which they were accountable to ECHO, it has enabled important progress in the achievement of its strategic aims. It provided the opportunity for co-leads and partners to demonstrate the effectiveness of specific approaches, which will have long term effects on the GSC. In particular, the critical importance of the key positions of the GSC Support Team has been demonstrated and important mainstreaming has taken place.

Threats and Risks

70. One of the largest threats (noted by many) to the ability to provide effective, predictable sector coordination, are the **risks associated with the use and application of the cluster approach in new emergencies**. There are many new emergencies where there is no formal activation process which questions the accountability of CLAs to provide support and impacts the resources made available to support a coordinated response in-country and ultimately threatens resourcing of global support structures.

There is also concern that **clusters are increasingly not part of the decision making architecture** at both global and country levels. There is little connection between the Global Inter-Cluster Coordination Group and the EDGs, Global Clusters were not part of the World Humanitarian Summit, whilst the Grand Bargain demands responses from them. There is fear of an increasing **disconnect between HCTs and Clusters**, with cluster less involved in decision making; the often **ineffectiveness of inter-cluster coordination** at country level is a likely contributor to this as well as an **HRP process which is seen as heavy and not always useful, often compromising operational coordination**.

71. **There are calls for the Shelter Cluster to be a lot more vocal on all of these, along with other clusters, to ensure an effective humanitarian response.**
72. The GSC, largely through its WGs, has been very successful in producing guidance and tools for shelter partners and coordination teams; much learning has also been generated. A **solid knowledge management strategy** is however needed to ensure the effective long-term, access and promotion of such tools. A key part of this is a mechanism to get **agreement across shelter agencies to make changes to the way they implement programmes**. Without such a strategy, there is a risk that tools and learning will be left on a shelf and the potential improvements in the effectiveness of shelter response will not be maximised.
73. The tension between the GSC co-leads and IOM regarding the effectiveness of cluster leadership at country level, risks to consume more time and energy at both global and country levels. Unlike co-leadership between UN/Red Cross and NGOs, co-leadership of two UN agencies in all

but the rarest of circumstances, brings little added value and all agree should be avoided wherever possible. A starting point needs to be an understanding of the different cultures, modus operandi and honesty in motivations for sector/cluster leadership of each of the agencies. Clearer financial transparency at global and country level would also be a helpful contribution towards greater accountability, and for some, provide an open reflection of the potential benefits at country level for CLA own responses. **Some resolution needs to be found and Partners need to be much more vocal in demanding this.**

74. Whilst not apparent in the professionalism and commitment of its Global Support Team, there is a largely unspoken nervousness regarding IFRC's commitment to its GSC convenor role. The lack of organisational mainstreaming and precarious nature of its critical global positions, relying on cost recovery for their survival, communicates an impression that is not commensurate with its actual intended commitment. A review to examine how it can mainstream these roles to demonstrate externally, and importantly internally, its explicit commitment to the CLA role, would be helpful and as a minimum, provide guarantees to underwrite its core shelter cluster positions.

Priorities

75. The tables of proposed recommendations in each of the four sections set out a prioritisation, colour coded in terms of timing of implementation and quick wins. A large number of recommendations are coded for implementation in 2017 (or work is need to start more immediately on them) ahead of the new 2018-2022 strategy. This is mainly related to the need for a lot of consolidation of existing work to ensure long term effectiveness.
76. The 2013-17 strategy encompassed *implicitly* many issues that are part of the TA, the WHS and Habitat II, despite some of these agendas being written more recently. The recommendations included in this report introduce few new subjects or issues, but demand that many of the current issues are consolidated and then developed much further.
77. The current strategy of the GSC therefore is reflective of the content of the TA, WHS and Habitat III and will require more *explicit* linkages in the new strategy. Many of the biggest issues raised by the survey and interviewees are consistent with the components of these agendas eg Recovery, Self-Recovery (humanitarian-development nexus, risk reduction), Cash-based responses (including MPC), Localisation and Participation Revolution, Urban (Settlements Approach), Increased profile of shelter (shelter-protection linkages).
78. However, opportunities should be taken to emphasise the linkages to these agendas order to demonstrate the relevance of the new strategy and in particular maximise opportunities there may be for donor support.

The Strategy – Relevance, Approach and Implementation

Approach

1. The GSC strategy was developed with significant input of GSC partners and consultation with cluster coordinators (CCs) from country level. The Coordination Workshops and the Annual GSC Retreat offered each year an important opportunity for inputs into gaps and priorities from Shelter Cluster staff in the field and broader GSC partners, which has been very appreciated.
2. The process of the Co-Leads bringing all actors together to formulate the strategy and then the implementation of some of this under the ECHO proposal has contributed significantly to the harmonisation of both activities and relationships, particularly between the two Co-leads.
3. Global Partners and GFPs/CCs rated highly (one of the highest of all survey questions) the openness and inclusivity of the GSC, attributed significantly to the openness and commitment of the two Deputy Cluster Coordinators.
4. There were significant efforts to ensure that the strategy was simple and straight forward, fitting on to one page, such that most interviewed had some level of familiarity with the strategy, even if not very involved. The strategy development process, encouraged by ECHO as part of initial support to the GSC in 2013 however, was not however followed by detailed plans of how the entire plan would be implemented, nor was a monitoring framework developed. Those elements that were incorporated as part of the ECHO proposals 2013-14, 2015-16 and 2017-18 did however have plans for implementation, indicators and monitoring systems set-up.
5. Efforts were made in the 2014 end of year SAG retreat to reorganise the strategy into clearer outcomes and outputs, although it seems that this was not used further. A mid-term review of the GSC strategy was also agreed as part of this 2014 retreat, which would have likely picked up the lack of a clear monitoring framework. It is unclear in the minutes why this did not progress.
6. This focus on those activities and outcomes in the ECHO proposal (and their subsequent monitoring), had the effect, it seems, of deprioritising anything else that was not inside it. Several activities that had to be taken out of the ECHO proposal in order to reduce the budget were rarely reprogrammed otherwise or were so at a much later time.
7. Feedback has indicated an overwhelming support for the relevance of the content of the strategy and a strong sense that it responded to issues that needed addressing at the time of its development. Many indicated that the three strategic aims remain relevant today, with a strong need to ensure that what has been started is properly consolidated to ensure ways of working, guidance etc become fully mainstreamed into how the Shelter sector does business.
8. There have been serious efforts at identifying annual priorities ([Annex 5](#)) through the pre-meeting global survey and the GSC Annual Meeting, although not always been approached consistently. More importantly, there has not been an overall strategy to achieve the three strategic aims; adding up the annual priorities does not equate to plans that cover the entire strategy and an overall 5-year implementation vision was never constructed.
9. Important to the overall approach to implementing parts of the strategy that have been within ECHO support has been the effort put into a transparent and open process, for all partners of the GSC to apply to take on cluster activities and responsibilities which has been appreciated. Whilst indeed an open process, the requirement for co-funding has restricted the participation of some organisations.
10. The Shelter Cluster has many supporters at both country and global level who care very much about its effectiveness, which is also indicated by the hundreds of people who have filled in the

annual surveys over time and who responded diligently to the strategy evaluation survey for this work.

Levels of satisfaction with the level of services provided by the GSC are sought from global and country level and are an important indicator within the ECHO framework. However, there is no specific charter or statement which indicates what participants should expect from which to measure, so everyone is potentially measuring from their own level of expectation. Most respondents are country based, so are often responding to the performance of their own cluster (which is certainly be an important indicator and component to measure), rather than directly of the GSC performance directly. Utilisation of the document produced by the GSC on minimum levels of services and support of clusters would be extremely helpful in this endeavour, but it is little known (and unclear if it was finalised/endorsed). The move for the GSC to commit to more formal reporting using the Cluster Performance Monitoring tool (first introduced in 2013 through the Global Cluster Coordinator Group) is a welcome move to provide some accountability for performance at the country level. New indicators developed as part of the 2017-18 ECHO proposal for this would benefit from being shared through the development of a Shelter Cluster Charter and Scorecard, both at global and country levels, enabling clearer comparison across countries.

11. Mechanisms to ensure feedback 'back to' partners on their inputs through surveys and similar would also support the completion of the accountability circle to demonstrate that their inputs have been used and useful.

Implementation of the Strategy

12. The main mechanisms that the GSC strategy has been implemented through include:

1. Working Groups (WGs)
2. Communities of Practice (CoPs)
3. Global Support Team (Global/Regional Focal Points, Coordinators/Dept Coordinators)

Working Groups : -

13. Much support has been given to the WG mechanism as being an *inclusive, efficient, cost effective and sustainable* way in which work within the cluster can be done; going beyond agency mandates to get buy-in for the development of collectively agreed guidance and tools. Little GSC raised funds have been spent on activities to support WGs and rely mainly on the gratis human as well as some financial inputs of WG members from different organisations as well as .
14. **Efficiency** – At the same time, the speed at which the work can proceed is limited to the time available of those participating who largely have other full-time roles. Global Focal Points have also taken a role in supporting some of the WGs which provides additional support, although ownership of the group and its outputs should continue to be monitored where this takes place. There is a sense at the global level, without a greater number of organisations involved in the Working Groups, or additional funds to engage consultants, that it will be difficult to increase the amount of work carried out at any one time and needs to be considered in the implementation mechanisms selected for the different components of the new strategy.

Whilst much guidance and material has been developed, particularly within this strategy period, there is certainly the impression that it is not always easy to find the guidance amongst the many document on the GSC website. In addition, some documents have been 'officially' endorsed, whilst others have not, leaving a sense of confusion to field practitioners.

15. **Participation** – In mapping the participation within the WGs ([Annex 6](#)) it was noted that most participants are also SAG members (of which there is also a sub-set who are most active), with a very limited number of other organisations involved.

There is the potential for additional outreach for participation from other organisations. However, the number of organisation participating regularly in annual meetings is also limited. In 2016, 27 operational type organisations (of which 7 are Red Cross members), 5 academic/capacity building type institutions (along with 2 donors and another 2 who normally participate) take part in the Annual GSC Meeting. Of the 27, 13 of these are SAG members (including the Cluster Co-leads); an additional 5 organisation have ever participated in one or more WGs without having been a SAG member. More credit for partners contributing to WGs and demonstrating the benefits of participation may support an increase of partner contributions.

16. The role of academic institutions has been limited and potentially opportunities for them to play a more active role in research and particularly in learning are being missed.
17. **Outreach** – Whilst newer organisations indicated a very warm welcome to the GSC, there hadn't been little outreach to bring them in. Reviewing the largest funded organisations for 2016 and the last 5 years (see [Annex 9c](#)), there are also a number of other organisations who are active in Shelter response, who do not participate regularly in the GSC where perhaps there could be more outreach eg GiZ (whose funding is not logged as part of appeals), Plan, Premier Urgence, , Mercy Corps, ICRC. Oxfam who used to participate no longer do, although they remain a significant actor in the sector. There has been some success in bringing into the GSC, organisations who were previously not coordinating at field level which has had an impact at field level too. There are still other actors, particularly in the Middle East, where it would be helpful for effective field responses to have them more involved.

Linked to this, is the need for outreach to a broader group of donors, both recognising the largest donors investing in Shelter, but also in terms of advocacy within the sector and for continuing resources for the GSC beyond the ECHO grant; this is dealt with in more detail in the section under Strategic Aim 3.

Communities of Practice : -

18. Borne out of previous Working Groups and a desire to keep WGs task and timebound, six CoPs were set up.
19. Many actors interviewed, particularly coordinators, were not always clear what the difference was between WGs and CoPs.
20. Whilst there is potential for the CoPs to be an effective support resource for global and country level practitioners, almost without exception, the CoPs are not as active as they feel they should be, with many virtually inactive. Interviews suggest that of the Environment and the IM CoPs are the most active. There are indeed plans for the Technical CoP to become more active with now GFPs for Technical Coordination in place, particularly in identifying and sharing best practice, something being cried out for particularly for coordinators and partners.
21. Many practitioners, including coordinators at country level, are not aware of the CoPs and how to interact with them, with little outreach to make people aware of the services available.
22. Given the CoPs have been in existence for several years, the whole CoP approach, expectations and activities could benefit from a review firstly of the lessons learned around the critical success factors of Communities of Practice (in general and of the GSC CoPs), secondly to reflect what is it about the CoPs that don't get the time and resource input of partners and the GSC broadly, that WGs have, and thirdly to be clear about what are the essential support and services needed, who is the target audience and if there are other helpdesks/services/CoPs already set-up eg Knowledge Point or other actors who may be able to give greater support eg

academic/capacity building institutions, private sector that could be used where greater investment in time by the GSC Support Team might be difficult.

Global and Regional Focal Points, Roving Surge Capacity, the main way in which much of its support is given to country level is covered in the section on Strategic Aim 1 on Coordination and Field Support.

Recommendations

For completion or starting in 2017



For 2018-22 Strategy



Quick Win



Those recommendations indicated in blue as quick-wins do not indicate necessarily a lower importance, they may just be more simple to implement, but could have important impact

Recommendation	Responsible	Priority
1. Ensure behind any (1-page) summary of the new strategy, there is a logframe type of approach when designing the next strategy to ensure that all outcomes and outputs are clear and measurable and regularly reported on through a scorecard approach.	Co-leads/ SAG	Yellow
2. In addition to the logframe, a phased 5-year implementation plan is needed which indicates how each of the outputs and outcomes will be achieved, when and by whom, complemented by annual workplans.	Co-leads/ SAG	Yellow
3. In preparing the implementation plan for the next 5-year strategy, review the modalities for implementation, analysing if WGs can support and effective and timely implementation.	Co-leads/ SAG	Yellow
4. Keep a running log of all action points, responsibility, dates and status from GSC SAG meetings and the GSC Annual Meeting (See Annex 14 for an example)	Co-leads/ SAG	Blue
5. Ensure country level involvement in determining the content of the next strategy through a series of meetings facilitated by cluster coordinators at the country level. Ensure where possible, specific meetings and input by government.	Co-leads/ SAG/ Cluster Coordinators/ Partners	Red
6. Ensure that there are accountability mechanisms in place to feedback to those whose inputs are sought, particularly at country level eg feedback on how inputs to the annual survey are being taken into account	Co-leads/ SAG/GSC Partners	Blue
7. Consider producing clear statements or a Charters of Service for country and global Shelter Clusters from which partners are clear what to expect and from which levels of satisfaction can be gauged across countries and can be measured through global and country level scorecards.	Co-leads/ SAG/Cluster Coordinators/ Partners	Yellow
8. Outreach to important operational agencies and academic institutions to increase the active capacity of the GSC and newer organisations important in specific regions	Co-leads/ SAG/GSC Partners	Red
9. Work with academic institutions to carry out a mapping of shelter related work with a view to identifying gaps and opportunities in research.	Co-leads/ SAG/ Academic Inst	Yellow
10. Review GSC CoPs, lessons and critical success factors more broadly of CoPs and accountability for CoP activity to redefine, revitalise and reoperationalise the CoPs.	Co-leads/ SAG/CoP Leads	Red

Analysis of Progress of Strategic Aims

23. In analysing the strategic aims, *both interviews and survey responses are taken into consideration.*
24. Survey respondents were categorised into 3 groups – 1. Cluster Coordinators/IM/Global Focal Points 2. Global Partners (including SAG members) and Country level Partners. There were nine types of respondent categorised, so data can be broken down further if the GSC desires, but for the purposes of reporting, only the three categories are used to highlight any differences between these main groups.
25. In the survey, respondents were given six options to indicate levels of agreement or disagreement. This was done to not allow a neutral response.

1. Strongly Disagree	2. Disagree	3. Somewhat disagree	4. Somewhat agree	5. Agree	6. Strongly agree	7. Don't Know
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26. A score was also given to each answer from 1-6 (strongly disagree to strongly agree) to also be able to indicate an average score for the question out of 6. Those who indicated 'Don't know' have not been included in the scoring system, but are noted in the analysis as this can also be an important indicator.
27. There is also an analysis of the % of 'positive agreement' (No 4-6) thereby having the % of negative answers. In order to review figures taking out potential bias for respondents replying somewhat positively (since there is no neutral option), the % of respondents indicating stronger agreement (Nos 5-6 above) or stronger disagreement (Nos 1-2) is also presented. All results can be viewed in [Annex 7](#)

Strategic Aim 1 - Responsive and Flexible Support to Country-Level Shelter Coordination Mechanisms

There seven components of the strategic aim in the survey that are covered below. Aspects of relevance, effectiveness and efficiency are integrated into the findings. A summary of the survey results for Strategic Aim 1 can be found in [Annex 7](#).

Coordination and Field Support

28. The country level support and surge capacity was rated a high priority in being able to deliver the responsibilities of the GSC, both at country and global level survey respondents and represents the biggest proportion of the budget. See table below of ECHO and co-funding.

Funding Period	Programme	Total	% Funds for GFP/RFPs/Field Support	Cofunding Total	ECHO	% External Funds for GFP/RFPs/Field Support	% Co-funding	Working Group Support
2013-14	Global and Regional Support Team	2,271,442	86%	648,233	1,623,209	85%	29	
	Other GSC Work	381,000			297,000		0	includes 60,000 ECHO for WGs
		2,652,442		648,233	1,920,209		24	
2015-16	Global and Regional Support Team	2,825,000	78%	1,926,000	899,000	64%	68	
	Other GSC Work	796,000		293,665	502,335		37	includes 25,000 ECHO for WGs
		3,621,000		2,219,665	1,401,335		61	
2017-18	Global and Regional Support Team	2,622,814	63%	1,714,641	908,173	45%	65	
	Other GSC Work	1,552,827		460,100	1,092,727		30	includes 78,000 ECHO for WGs
		4,175,641		2,174,741	2,000,900		52	

29. The ECHO funding has enabled a demonstration of value and the proportion of funds which need to be sought externally for the Global and Regional Support team has substantially reduced during the strategy period. The proportion of overall funds that are being used to provide the GFP/RFP and field support services had reduced over each ECHO funding period; funding has not only allowed a demonstration of value, but the proportion of funds used to provide the services have reduced. New positions have been included in the 2017-18 ECHO funding and therefore some costs have gone up. The total funds needed for the next 2 years represents 0.25% of the total shelter funds received at country level, 0.125% per year, which would seem value for money.
30. In interviews with coordination staff in the field, there was overwhelmingly positive feedback for the support they receive in the field, both from the Deputy Cluster Coordinators and the Global Focal Points. Several working for IOM but who have worked for one of the co-lead agencies, also said they were able to call upon support from the global co-leads since they had personal contacts with the Global Support Team, although there was no formal system for these connections. Where NRC is the lead-agency in Palestine, clear support has been agreed with UNHCR, although this took some time to agree. There would be of benefit for the future to clarify if a non co-lead agency were to take on a CLA role at country level, if their agency globally needs to be providing support or if they should be integrated into the support provided by the co-leads at global level.
31. The GFPs, RFPs and standing Roving Focal Points are also seen as an important mechanism through which to provide some quality control and consistency at the country level which is seen as important. There has also been very high retention rates achieved for the GFPs which contributes towards this consistency. The move towards mainstreaming² of these roles and the ability to offer longer contracts also supports attracting higher calibre staff. The management support and consistency provided by the long serving Deputy Cluster Coordinators also plays a significant role.
32. Some questions were raised regarding the value of the Regional Focal Points. There have been clear benefits of these positions in the networks and relationships that they develop (particularly with governments), the preparedness work done outside of emergencies and the impact that this can all have in emergencies. In order to develop such relationships and networks and understand a region and its actors, these positions need to have a longer term vision and consistency in personnel.
33. The survey and interviews indicate that there is high confidence, particularly from cluster coordination teams and country level partners, in the ability to call upon the GSC for technical support, which should only increase with the implementation of two Technical Coordinators within the co-leads. However, there were important numbers of global and country level partners who were not aware of this facility, which should be relatively easy to remedy, including through a potential shelter cluster support/service charter.

Shelter Cluster Staffing Analysis

34. A point-in-time mapping was done of all shelter cluster positions in the 27 countries that are officially noted on the Shelter Cluster website (see [Annex 15](#)). The following tables provide analysis of cluster positions by (i) agency contribution (ii) distribution between type of positions (iii) positions dedicated and double hatted (iv) type of contracting (indicating potentially the importance and longer term commitment to the position) (v) international and national staffing. *All coordination roles have been added together in a country and do not separate between*

² Mainstreaming refers to when a position has been integrated into the organisational staffing. Cost recovery in this instance means that the organisation finds the percentage that it needs to contribute from other means as it is not part of the core organisational staffing, but does not infer necessarily an organisational commitment.

national and sub-national coordination roles. It is also important to note that data in the staffing matrix in Annex 15, represents a point in time and may not fully represent deployments during the year, which may include many more deployments for natural disasters. The addition of data on the percentage of funding and affected population in the table below, serves to give context to the size and complexity of operations that are supported by the percentage of staff in 2016 eg the number of staff to support a cluster in Mali is quite different to the number and calibre of staff in Iraq; whilst UNHCR has 47% of all staffing, these staff coordinate approximately 75% of all Shelter/NFI funding and affected populations reached.

35. Important to note is the broad contribution of agencies, particularly NGOs. The overall contribution of agencies is a little different to that of the leadership roles ([Annex 9a](#)), most likely related to the broader contribution of IOM, particularly when not CLA and IFRC with a larger percentage of clusters that are in preparedness mode (as well as at the point in time data was collected, very few natural disasters were being responded to), and therefore with NGO contributions are also higher if we look only at coordination, increasing to 25% of all coordination positions, and 10% of all IM positions.

Positions by Agency (dedicated and double hatted positions together)

Agency	Coordination	IM	Technical	Other	Total	% All Staffing)	% funding coordinated by clusters, 2016*	% affected people reached by clusters, 2016*
UNHCR	34	19	6	10	69	47%	76%	74%
IOM	15	7	1	9	32	22%	11%	14%
IFRC	13	1	1	0	15	10%	2%	3%
NGOs	22	3	1	1	27	18%	10%	2%
Other UN	3	0	0	0	3	2%	1%	8%
Totals	87	30	9	20	146			

* This data from a sum of data reported at country-level clusters. The data was not collected with this analysis in mind and there are limitations to the data sets collected. It only includes officially activated clusters and cluster-like, not other coordination mechanisms such as working groups or sectors for refugee response. Data may be under-reported for some countries. To avoid overlap on the number of people reached, this is based on the highest number of beneficiaries for either NFIs or Shelter, per country

36. It is important to note some statistics with respect to IM and coordinator support. Importantly, there were 12 countries without any direct IM support and an additional 5 who have no dedicated support. The impact of this for response and preparedness should be reviewed including the impact of the no dedicated coordination support in the 4 protracted crises.

No Countries without Any IM Support	12	Of which 7 (58%) are Preparedness Countries (all Preparedness countries without IM support); Natural Disaster Responses: Peru ; Protracted responses: Ukraine, Kenya, Mozambique, Somalia
Additional Countries without dedicated IM Support	5	Of which are (100%) all Protracted Emergencies: Afghanistan, CAR, DRC, Mali, Sudan
No Countries without Any Coordination Support	0	
No Countries without dedicated Coordination Support	10	Of which 6 (60%) are Preparedness countries (86% of all preparedness countries) and 4 are Protracted Emergencies: Mozambique, Kenya, DRC, Chad

37. There appears to be an important difference in terms of the percentage of dedicated coordinators, particularly important for coordination and IM and the impacts of these should be reviewed. A annual review of Shelter Clusters could take place in a similar way to the Emergency Director Group review of Humanitarian Coordination.

Dedicated vs Double Hatting

Agency	Coordination			IM			Technical			Other Support		
	Ded	DH	% Ded	Ded	DH	% Ded	Ded	DH	% Ded	Ded	DH	% Ded
UNHCR	24	10	71%	12	7	63%	2	4	33%	3	7	30%
IOM	6	9	40%	4	3	57%	0	1	0%	0	9	0%
IFRC	3	10	23%	0	1	0%	0	1	0%	0	0	0%
NGOs	7	15	32%	3	0	100%	1	0	100%	1	0	100%
Other UN	0	3	0%	0	0	0%	0	0	0%	0	0	0%
Totals	40	47	46%	19	11	63%	3	6	33%	4	16	20%

38. It is also interesting to note the high percentage of staff positions, particularly for coordinators, across the main CLA organisations, which is important in terms of influence of coordinators in country teams, but also the commitment it shows of the CLAs.

Staff vs Other Contracting

Agency	Coordination			IM			Technical			Other Support		
	Staff	Other Contracting	% Staff	Staff	Other Contracting	% Staff	Staff	Other Contracting	% Staff	Staff	Other Contracting	% Staff
UNHCR	28	6	82%	13	6	68%	3	3	50%	8	2	80%
IOM	14	1	93%	7	0	100%	1	0	100%	9	0	100%
IFRC	12	1	92%	1	0	100%	1	0	100%	0	0	0%

39. Data for national staff suggests that they represent approximately 30% of coordinator positions and up to 50% for IM positions. This data is useful in looking at targets for capacity building and the nationalisation of coordination positions in the future as part of the GSC's localisation strategy, although it would be useful to separate out national and sub-national roles.

International vs National Staffing

Agency	Coordination			IM			Technical			Other Support		
	Int	Nat	% Int	Int	Nat	% Int	Int	Nat	% Int	Int	Nat	% Int
UNHCR	23	11	68%	10	9	53%	3	3	50%	0	10	0%
IOM	12	6	67%	6	1	86%	0	1	0%	0	9	0%
IFRC	7	6	54%	0	1	0%	0	1	0%	0	0	0%

40. There have been important successes in mainstreaming several of the global and regional focal point positions, particularly by UNHCR (see [Annex 8](#))³.

1. The two Deputy Cluster Coordinators during the period of strategy are no longer dependent on ECHO resources, with UNHCR's becoming fully mainstreamed and IFRC's cost recovered through other mechanisms and country level resource recovery.
2. UNHCR has fully mainstreamed its two Coordination GFP position and IFRC and IOM contribute 50% to the mainstreaming of each of its GFPs. UNHCR has also fully mainstreamed its IM GFP position with a 65% co-funding requirement for what has been to date the IFRC IM position⁴.
3. The two Senior Roving Cluster Coordinators who have been hosted by UNHCR to date have also started to be mainstreamed with a view to become 100% mainstreamed in the next few years.

³ No agency names have been added for 2017-18 as technically it is still to be decided who would take on these roles. However, given the large % of co-funding (full-funding requested in some instance), other agencies are unlikely to commit into new positions.

⁴ This is the planning figure for the other IM GFP post which has been managed until now by IFRC and has been co-funded by Canadian Red Cross. The expressions of interest for the 2017-18 ECHO funds for this are yet to be requested, awaiting ECHO confirmation.

4. IMPACT now provides 50% co-funding for the Assessment support position
 5. Technical GFP – one NRC FP is currently 100% co-funded/mainstreamed and the IFRC hosted GFP is 50% co-funded by a contribution by the Luxembourg Red Cross.
41. It's unclear however for how long other co-funded roles, which are not yet mainstreamed in the long term, will continue. To date, all the GFPs, RFPs, Assessment FP, Roving FPs had been offered out to the whole of the Global Cluster. This supports inclusivity, but as the positions are moving towards mainstreaming, the reality is that this becomes more challenging for non-lead agencies to internally agree to take on positions that require a significant amount of co-funding, unless perhaps a longer term global leadership role is recognised in that area. There has been important co-funding contributions so far from agencies such as IMPACT, NRC and Red Cross organisations and may be worth discussing their ability to take on these posts in the longer term as part of a leadership agreement.
42. There has also been significant progress in bringing coherence to the global surge and support system with surveys indicating very high positive feedback from all categories of respondents. There were however 20% of Global Partners who responded with stronger disagreement. This is corroborated in interviews, where there was some concern that, although there has been significant effort and progress to have one system of global support, these support systems were somewhat siloed according to its agency.

Each co-lead agency holds its own register of coordinators (with no formal rosters being held by either for IM who use the IM community of practice). UNHCR's roster contains 74 names and is made up largely of individuals who have participated in the IFRC-UNHCR joint coordinator trainings since 2015, whilst IFRC's roster has been set up since they first ran the training in 2007 and contains 320 names. In order to demonstrate a more holistic approach for the benefit of the entire Shelter sector, it would however make sense to have one roster and reduce duplication and managed in such a way that allows access to all looking for shelter coordinators.

Additionally, there is some inconsistency between the countries that are officially noted on the website, and the countries that are given support by the GST and reported upon in the annual Achievement Reports. By only reporting the officially activated, this under-represents the work that the GSC is supporting. Potentially a better way of defining what is represented needs to be agreed.

43. There have been many comments during this review on the ability of the co-leads and CLAs at country level to be able to have in place quality teams fast. There is a strong sense that there needs to be a more comprehensive HR strategy for coordination teams. Whilst the coordinator training is important on many levels, it perhaps isn't the only or the most effective mechanism for making available a suitable cadre of Coordinators, Information Managers, Technical Coordinators, Recovery and HLP Advisors. With constant challenges in identifying human resources with specific language skills, those who are available for longer periods and a drive towards increased capacity building and use of nationals in coordination roles, it is a moment for a review and a more comprehensive approach to coordination (and perhaps programmatic) human resources for the Shelter Sector, including potentially mentoring and traineeship approaches, similar to that implemented by ACAPS for their trainee analysts.
44. GFPs outside of the co-lead agencies are able to be easily deployed to all types of emergencies, and there have been some examples of sharing of global focal point support between co-lead agencies. There is certainly an impression that this does not or cannot happen as it would if the Global Support Team were indeed truly one team under one lead agency. There is however, much collaboration between the GFPs of the two co-lead agencies eg IM (where differences between IM in protracted conflict situations and natural disasters can be important).

45. There is the reality of different agencies operating in different ways and the way in which Global Focal Points and other surge capacity is integrated into an organisation has an impact on how effective they can be in their operating environment.
46. Some of the first Regional Focal Points (RFPs) were hosted within non co-lead partner agencies eg ACTED, NRC. Whilst the calibre and capacity of the focal points is not questioned, the fact that some of them were based in regions where there were no regional network of shelter partners (MENA, Africa), added little value. After a review, it was decided to host and to locate all focal points in UNHCR global. This was not the case with the Americas where there is a strong regional network.

The impact of moving from NGO partners to UNHCR staff/quasi staff from a financial point of view is important due to differences in staff salaries. This is also the same for GFP support for IFRC and IOM. It is clear that whilst it may be more cost-efficient to have GFPs hosted by non-global co-lead agencies, there would be effectiveness compromises as well as likely reduced mainstreaming potential. However, given there are important successes that have been made in mainstreaming several of the GFP/RFP positions within these organisations, this cost implication may be viewed as less of an issues.

Other clusters such as the Global WASH Cluster have gone for a different system whereby their rapid deployment staff are all NGO staff, seconded to the CLA when on deployment, using the same arrangement made for UN Standby Partnerships. However, there is much more turnover and their integration into UNICEF during deployments can also be somewhat challenging, affecting their effectiveness; additionally none of these positions have been mainstreamed within the CLA and rely on funding provided for externally from donors.

Given the GFP/RFPs are a collective GSC resource and that some concerns have been expressed on the cost and flexibility of GFP positions, it could be helpful from a point of view of transparency and shared decision-making, to have a presentation and discussion on alternative ways to implement the GFP/RFP roles including cost-benefit analysis as part of this.

Greater structure and clearer accountability would provide increased transparency, greater connectedness and oversight of the work of all GFPs, alleviating concerns over how their time is spent (although some GFPs are specifically not 100% dedicated to indicate the % of their time spent on agency programmes), ensure mechanisms are in place to allow deployment to other agencies and how (and on what) they will collaborate. The newly proposed GFP retreat could contribute to providing solutions.

47. Some of the lowest scores received in the survey were around the similarity of experiences of shelter cluster services at country level regardless of the CLA with a number of contributing factors which came out in comments and in interviews. Many felt that IFRC was the most able to play the 'honest broker' as CLA, most likely due to its strong firewall between cluster responsibilities and operations, but also likely because it has no stake in cluster negotiations to access UN managed pooled/CERF funds, unlike other CLAs and co-leads and can be truly neutral in such mediations; with others seemingly struggling more to separate their agency mandates. Several interviewees indicated that the individual playing the coordination role were potentially as important as which agency was playing the CLA, when it comes to the ability to separate agency response from the cluster lead role. On reviewing staffing of clusters, we may have expected this less for UNHCR with important investments in staffing being made and a high percentage of dedicated roles, there could have been a time lag between when the positions have been made dedicated and the unsatisfactory experience of UNHCR coordinated clusters, or related to the below-par calibre of those dedicated coordinators. It is important to identify which, as well as reviewing in which countries there are double-hatting coordinators, and at what phase/scale of response they are at. ([Annex 15](#)) eg preparedness vs significant ongoing

response. UNHCR and IFRC continue to rely heavily on surge and the GFPs in initial response and staffing gaps.

Agency	Post	No. Dedicated	No. Double-Hatting	% Dedicated	% funding coordinated by clusters, 2016*	% affected people reached by clusters, 2016*
UNHCR Coordinators	International	18	5	78%	76%	74%
	National	7	6	54%		
IOM Coordinators	International	6	6	50%	11%	14%
	National	0	3	0%		
IFRC Coordinators	International	2	5	29%	2%	3%
	National	1	5	17%		

* This data from a sum of data reported at country-level clusters. The data was not collected with this analysis in mind and there are limitations to the data sets collected. It only includes officially activated clusters and cluster-like, not other coordination mechanisms such as working groups or sectors for refugee response. Data may be under-reported for some countries. To avoid overlap on the number of people reached, this is based on the highest number of beneficiaries for either NFIs or Shelter, per country

Staffing data summarised from [Annex 15](#). NOTE: Data in the staffing matrix in Annex 15, represents a point in time and may not fully represent deployments during the year, which may include many more deployments for natural disasters.

Co-Leads

48. IFRC made significant investments and prioritisation at the beginning of its role as convener of the GSC in natural disasters, largely carrying much of the implementation of global CLA responsibilities early on, although such investments from global level less explicitly seen now and it is seemingly difficult to get management time to focus on its Shelter Cluster responsibilities, such that a recent review of its overall shelter role received little management follow-up. However contributions in-kind from national societies and cost-recovery from country responses continue to enable the global team to function.
49. IFRC instituted early on the use of cost recovery from country response programmes to support its global positions. Innovative, important, ahead of its time and a sustainable mechanism for covering costs, cost recovery does however put its global positions at risk if there are less natural disaster responses or if coordination in responses are not funded – not perhaps a particularly predictable or strategic mechanism for such critical roles. IFRC also does not launch an appeal if the cluster system is not officially activated. Given that there are only a few core positions within IFRC, a review to examine how it can mainstream these roles to demonstrate externally, and importantly internally, its explicit commitment to the CLA role, would be helpful; and as a minimum, provide guarantees to underwrite its core shelter cluster positions.
50. Much of financial support for coordination in IFRC led cluster country responses in natural disasters come from member national societies as a separate (fire-walled) section of the IFRC appeal for a particular emergency, whilst UNHCR specifically does not put a separate cost against its coordination and demands that donors give unearmarked funds for emergency response.
51. This firewalled mechanism most likely contributes to the comments by partners that IFRC is more able to provide coordination support that is more neutral and less influenced by its own programme response⁵. Whilst having many initial positive impacts, this firewall has also contributed to the disconnect that is often felt between programmes of IFRC and its national societies and the Shelter Cluster role, as all Shelter cluster staff report globally and not at country level (except for security, admin), and all budgets are managed by IFRC’s shelter cluster

⁵ This includes any CERF or pooled fund mechanism as IFRC does not access any of these funds.

staff. It also means that any resources for coordination need to be specifically earmarked - which some national societies don't like to do as it also comes with a higher programme management percentage (to discourage earmarking). The separation of resources also means that there is little opportunity for global or country offices to prioritise coordination support from other unearmarked resources, or at least there has been no track record of doing this. Many see the value in now reviewing its strict firewall policy to enable a greater sense of responsibility and ownership of country Shelter Clusters by IFRC countries offices, thereby gaining potentially additional support.

The way the IFRC functions also means that it is not possible to deploy staff whilst funding has not been secured, which can result in delays in getting a full-team out quickly (observed by partners), particularly in lower profile, but important emergencies, where funding takes longer to come in, unless the GFPs are used (1 coordinator, 80% of an IM and most recently the addition of 50% of a Technical coordinator). Attempts were made to have a coordination 'slush fund' to enable deployments to be made rapidly, but this did not receive sufficient internal support to enable the mechanism to find a way to function.

Despite such challenges, IFRC's Shelter cluster team has a reputation to provide quality coordination, support and host the consistent capacity building of coordinators, along with UNHCR and its global staff have the utmost respect for its professionalism and commitment to ensuring the GSC supports better shelter outcomes for people affected by disasters and emergencies.

However, there is still a lot of work to be done internally to IFRC to gain institutionally a wider understanding and greater recognition of their convenor role of the GSC. New strategies of how to 'sell' this to the secretariat as well as to national societies will be important to the survival of its global role.

52. Co-funding from both co-leads⁶ as well as GSC Partners has increased during the period of the strategy. The percentage of co-funding for the 2017-18⁷ period has reduced only as it includes new positions that have a lower co-funding rate to gain interest to take on the positions to demonstrate the added value, but would expect higher co-funding rates in the future. Important is the co-funding of partners demonstrating confidence and commitment to the GSC and the sector.

ECHO Funding Period	Total	ECHO	Co-Funding Total	UNHCR	IFRC	Partners	% Co-funding
2013-14	2,652,442	1,962,617	648,233	462,840	185,394	-	24
2015-16	3,621,000	1,401,335	2,219,665	1,028,570	669,083	522,013*	61
2017-18	4,175,641	2,000,900	2,174,741		2,174,741 ⁸		52

* including Luxembourg Red Cross, IMPACT, IOM, NRC, UNHabitat

Clearer financial transparency would also be a helpful contribution towards greater accountability, which would also be an opportunity to show to the rest of the GSC, the level of

⁶ Co-funding for UNHCR has largely come from increased internal funds to the GSC role, whilst for IFRC this comes from cost-recovery mechanisms such as country level support and training.

⁷ Levels of co-funding of specific agencies are not clarified yet as ECHO funding is not yet confirmed.

⁸ The level of co-funding is currently an estimate and who will provide what co-funding is yet to be determined as who will take on what role is still to be decided.

mainstreaming of many global and regional positions, and for some, provide an open reflection of the potential benefits at country level for CLA own responses.

53. A significant turnaround occurred in UNHCR during the strategy period. Just prior to the implementation of the first GSC strategy, with a recognition of the need for greater internal support, prioritisation and above all, an increased accountability for the role. This first started with management intervention in setting-up of a dedicated Shelter and Settlement section with a lead role which covers both its programmatic as well as its cluster coordination. Significant increases in internal funding were also committed. More and more UNHCR has recognised the importance of its CLA role, with 88% of shelter coordinators now in dedicated positions.
54. UNHCR has used the opportunity of the ECHO funding to demonstrate the value of the GFP and roving positions and moved successfully to mainstream these within UNHCR. They are also looking at how more positions can be supported through costs recovered at the country level, to introduce a specific value for support provided to their country offices for cluster coordination and to encourage them to dedicate funds to cluster coordination.
55. Improvements seen in UNHCR's coordination of shelter cluster responses would like to be seen more broadly in all of UNHCR's shelter coordination. Partners have noted the marked difference (and confusion) compared to coordination of shelter in refugee responses; why should there be different levels of support and services for shelter coordination according to the status of the persons of concern?. As such, partners would like to see the shelter coordination and services they receive in refugee responses grows to be more similar to the shelter coordination and services in cluster/IDP settings, and why not the GSC GFPs be used to support this overall improvement in coordination?

Threats to Coordination Effectiveness

56. One of the largest threats to the ability to provide effective, predictable sector coordination noted by many, are the risks associated with use and application of the cluster approach in new emergencies. There are many new emergencies where there is no formal activation process which questions the accountability of CLAs to provide support and impacts the resources made available to support a coordinated response in-country and ultimately threatens resourcing of global support structures
57. There is a 'fuzziness' often to the use of the cluster approach which results in descriptions of 'cluster-like', 'cluster-lite'; sometimes a clear call from the ERC for a 'cluster system' and the support that is expected from that, but without a declaration eg Nigeria; sometimes this is linked to an un-said association of activation of the clusters with that of an Level 3, such that governments are less likely to support cluster activation.
58. There is also concern that clusters are increasingly not part of the decision making architecture at both global and country levels. There is little connection between the Global Inter-Cluster Coordination Group and the EDGs, Global Clusters were not part of the World Humanitarian Summit and there is fear of an increasing disconnect between HCTs and Clusters, with cluster less involved in decision making. There are calls for the Shelter Cluster to be a lot more vocal on this.
59. During this strategy period, there has also been a marked increase in the number locations where IOM is playing an official cluster lead role or setting-up and leading more informal sector working groups. Whilst some have suggested that the 'competition' of having IOM involved in lead roles has been healthy and supported the co-leads to 'up their game', there are real concerns about the challenges this poses to the effectiveness and predictability of the CLA lead role at country and global level; as well as the amount of time and energy spent in clarifying roles at country level when compromises are made to form co-leadership arrangements.

60. There is a recognition that there is huge amounts of work in the shelter sector and there is room for all, but investing in co-leadership is not the most effective or efficient way of agencies working together for better shelter outcomes. The co-leadership of two UN agencies in all but the rarest of circumstances, brings little added value and all agree should be avoided wherever possible.
61. Whilst it is recognised that CLA arrangements at country level do not *have to* replicate those at global level, but ‘to enhance predictability, where possible, sector lead arrangements at the country level should be in line with the lead agency arrangements at the global level’⁹. Increasingly frequently, IOM has set up shelter working groups prior to the deterioration of a situation, which may suggest that it would make sense for them to continue in that lead position. In other instances IOM are active cluster partners contributing to the coordination of clusters where another agency is lead.
62. From a partner perspective, there are also particular concerns regarding the mudding of waters between the CLA role and agency programmatic role, especially where IOM leads, potentially influenced by a larger percentage of double hatted coordinators. Whilst a small number, the percentage of IOM dedicated coordinators is 25%. There is an impression that IOM does not call upon resources from the GSC that could be made available to support a better response eg GFP for Assessment and Monitoring, but there is also a sense that some global resources are not being made available to IOM eg roster of trained Shelter Cluster Coordinators - both instances potentially impact of the shelter outcomes for those affected by disasters and emergencies. Whilst there is a strong recognition of IOM’s programmatic role at country level (first and second in terms of shelter financing in 2016 and the last five years according to FTS, see [Annex 9C](#)), tension spills over from country level discussions to global level, impacting the effectiveness and efficiency of work and discussions.
63. There is also the potential to undermine the investment and relevance of resources at global level, impacting eventually the overall predictability and accountability of support from CLAs. All parties agree that there needs to be some resolution to the situation at the highest of levels, which is likely to be assisted by more vocal calls from partners of the shelter cluster. . A starting point needs to be an understanding of the different agency cultures, modus operandi and honesty in motivations for sector/cluster leadership of each of the agencies. IOM operate on a different funding model to other UN agency, they have been open in that that they have identified that their sector response income increases when they take on the CLA role. The strong firewall between coordination and programme as well as a lack of access to CERF and UN managed pooled funds, IFRC are unaware of any programme funding advantage and it is not a specific objective. UNHCR have also not measured any programme funding increases and state it is not an objective.

Assessment and Monitoring

64. Good progress has been made in ensuring assessments inform Shelter response strategies at country level. The GSC has gained a reputation for expertise in assessments and seen to be ahead of several other clusters. IMPACT, through REACH, has facilitated 20 interagency assessments¹⁰ (12 supported by ECHO) in 10 countries during the strategy period so far and supported more remotely, a global support which, according to survey respondents is well-known and appreciated.

⁹ Guidance Note on Using the Cluster Approach to Strengthen Humanitarian Response, 24 November 2006

¹⁰ 14 were needs assessments, 4 response monitoring and 2 response impact evaluations

2013-14		2015-16	
Assessments	Evaluations	Assessments	Evaluations
6 (4 countries)	7	6	7 ¹¹

65. However, whilst global support is available to country level, from both interviews and the survey, there is not a strong sense that there is a globally approved methodology. However, given the need for local adaptation, what is needed is more global quality standards for assessments.

There is a sense (including by REACH, the GFP for Assessments, Monitoring and Evaluation) that the work on assessments is far from completed. Assessments are not as systematic as they should be across the board, with a lot of 'reinventing of the wheel' each time. Where coordination structures and personnel are more stable, progress has been notably better. A review of how more sustainable support to shelter clusters for assessments is crucial; a more considered approach to the sustainability of assessment work is needed (also as part of a localisation strategy); it's important that knowledge and tools are left behind and maintained. There needs to be more consistency in both the implementation of assessments as well as in their analysis (baseline, response monitoring and evaluation), and less reliance on a single agency to provide support. There is also some concern that the Displacement Tracking Matrix (DTM) of IOM should not replace the range of shelter assessment, monitoring and evaluation that is needed.

66. A more formal assessment strategy would ensure more opportunities would be taken to:- documents and share lessons from implementation of response assessments¹²; support more transfer of knowledge, making more country shelter clusters (particularly those with protracted crises and recurrent disasters) more independent and consistent in their assessment approaches; revise guidance and increase training on assessments which has slowed considerably in recent years. The Grand Bargain's focus on assessments on several levels, particularly in joint approaches, also gives the GSC an opportunity to lead clusters on collaborative approaches to assessments, assisting in determining practically how joint approaches can be implemented and supported.

67. The new ECHO proposal for the next two years, (rightly) proposes to use resources to work exclusively on assessments and not evaluations. It's important that all opportunities are taken from this (and that of the support for the GFP for Assessments and Monitoring), to develop a strategy and activities which have greater reach and impact beyond the eight (of 26) countries it proposes to directly support.

68. A very important point made by a number of interviewees and survey respondents is that the monitoring that takes place at country level, largely through the 3W framework, is very limited in what it provides the cluster with and that there is a need to move from output, to the monitoring of outcomes for those affected by disaster (including improved gap identification to target better resources) – to really show the effectiveness of shelter programming and thereby being more accountable to affected populations. This should be included in the priorities of the Assessment and Monitoring GFP for 2017.

¹¹ Outcome assessments, preparedness assessment, all reviews have been counted as evaluations to differentiate between response assessments and all types of reviews and evaluations.

¹² There was strong support from Global Partners and Cluster Coordinators in the survey which suggests there are more agreed assessment approaches in-country than perhaps understood globally. There will certainly be opportunity to learn from such countries.

Private Sector

69. Efforts were made through the World Economic Forum (WEF) to develop a global mechanism by which technical capacity could be accessed for emergency response. The few deployments which occurred, were not successful as there was a lack of understanding for what was needed from the deployee side and has not been used since, as much time needed to be invested, and the lack of confidence in gaining positive results. This was one of the lowest rated statements in the survey, and around 30% of all respondents not aware of the service at all.
70. Many interviewed felt that it was still important to pursue accessing support and resources through the private sector. Most pointed to the importance and greatest potential of preparedness work on working with the private sector at country level in countries with frequent natural disasters.
71. Tapping into private sector resources more globally still found support, with the need for more of a targeted effort needed, reviewing exactly how has the private sector been used so far by GSC Partners, what is needed and to develop a strategy to get there. Potentially giving organisations such as RedR UK or academic institutions, who already have projects with parts of the private sector¹³, a leadership role to take this forward to produce and lead on a comprehensive strategy to work with the private sector.

Pooled Funds

72. There is quite some support in the survey which suggests that guidance exists for transparent and inclusive access to pooled funds, despite it not being clear if guidance that was developed was endorsed or is shared/used¹⁴. That notwithstanding, there are obviously efforts by coordinators at country level (no doubt promoted through the coordinator training), to have an inclusive and transparent process as this was rated with 70% of positive responses.

Learning

73. From the survey there was certainly a positive sense that evaluations are carried out on a regular basis and that learning (perhaps reports) are disseminated, through the GSC mailing list, the website and presentations often made at global meetings.
74. During the strategy period UNHCR has been CLA in 42-52% of countries and IFRC in 19-27% ([Annex 9a](#)). In reviewing the 12 GSC/ECHO supported evaluations that took place during the strategy period (mentioned in the table above), UNHCR carried out only 25% of evaluations and IFRC 50%. IOM who also play a CLA role in 13-22% of countries, also carried out 25% of evaluations (see [Annex 9b](#)). Whilst many more reviews and lesson gathering exercises are carried out by country SCs, these percentages are likely indicative of the overall result and may be indicative of the amount of influence of the CLA at the global level on their country offices.
75. Learning has been an important part of ECHO proposal. In 2015, the GSC produced a document on how to approach evaluations consistently which is helpful to both support evaluation managers, but also to bring some consistency of approach across CLAs. Whilst not pronounced in the document, a management response component and example framework are included although not widely used. Whilst the SC is certainly not alone, many interviewees and some respondents highlighted that lessons are often gathered but are not learned ie action taken to ensure a practice is 1. repeated (good practice) or 2. excluded (poor practice). 'Reinventing wheels' in each emergency was cited by many interviewees, many of which were felt to be preventable.

¹³ For example, the RedR Ready to Ready to Respond project

¹⁴ with a search of the GSC website for documents on pooled funds not bringing up any documents

Cluster coordinators often cited it was difficult to find examples of best practice eg good examples of strategies or technical guidance – whilst there are many examples on the website, it was impossible to find time to go through them all to quickly determine which were useful templates resulting in spending more time, but also losing the opportunity to learn from best practice.

76. The SC undertook a review of recommendations of all evaluations from emergency responses between 2006-2010 although it's unclear how this document was used. This type of collation of recommendations that are of importance outside of the country of the review as well as for GSC implementation, could be done on a rolling or annual basis and inform global discussion, to generate learning crib sheets on specific type of responses or issues for coordinators and implementers alike and re-shared at the beginning of emergencies, in a similar way that ALNAP has done for floods and earthquakes, as well as make inputs to an on-going KM strategy
77. Since GSC evaluations are no longer included in activities funded through ECHO, it's important to ensure that evaluations continue to be carried out and lessons shared and addressed. A brief discussion within the SAG/CLAs might be helpful in agreeing an approach to the % of country clusters that should be reviewed, how they are shared, and of particular importance is how the learning from them is reviewed and action taken, particularly those related to global responsibilities, or common lessons which may require a more systematic or global approach to resolve in the longer term. GSC Partner involvement in reviews can also be a mechanism by which to gain broader buy-in to learning for which the GSC needs to take action, as well as a field focused means by which a greater number of partners can be more involved without long term commitments which can be more easily justified for partners with limited capacity.
78. The Shelter Projects publication has recently become a GSC product. Seen as an important way to share learning in the sector, there were a number of comments which suggest it could be useful to review how its content has been applied and to be able to summarise learning more broadly and gain global agreement on changes that need to be made in shelter programming.

Transition and (Early) Recovery

79. Progress was noted in the survey with agreement that ER guidance is available to coordination teams, with lower percentages of respondents agreeing that Recovery Advisors can be accessed through the GSC, with over 25% of respondents not being aware of this support.
80. Clear achievements have been noted in the Global Shelter Cluster's move from a 'tent to settlements' approach and a strong recognition of the need to focus in on recovery issues. There is an acknowledgement that more pure emergency shelter needs are solved relatively quickly and that the focus and the main challenges are mainly within the transition and recovery components of shelter.
81. To have greater impact in recovery, many cited the need to have a more effective supporting role in self-recovery, given that the % of households supported by humanitarian and development actors is often small. To have a greater influence on building back better, the Shelter sector needs to find more ways to engage with those who use their own means to repair and reconstruct. In a similar way, multi-purpose cash (MPC) responses that are to support shelter response and recovery outcomes, presents some of the same challenges, with a critical difference being you know who is receiving MPC, and solutions will overlap. Specific points on MPC in Shelter is covered under Strategic Aim 2 under innovation.
82. Recovery/HLP issues have been cited in every year of priorities/pre-meeting survey ([Annex 5](#)) during the strategy period. The most cited continuing gap by interviewees was that of the effectiveness of transition and (early) recovery in the Shelter Sector. Despite honest efforts to

support Shelter Recovery coordination, many talked of its constant 'failure' and how coordination (and the response) never meets expectations. Whilst efforts have been made for more effective handover, it would seem the challenges are less in the handover, but what mechanism comes next and its effectiveness. There also needs to be further dialogue with the global Early Recovery Cluster to clarify realistic expectations at country level in circumstances where transition and shelter recovery coordination are a clear gap.

The Protection Cluster's AoR on HLP included inputs from shelter agencies, with previously IFRC as co-chair (as an agency rather than a GSC co-lead). This has not capitalised on the opportunity for joint action nor developed to produce the support that the GSC and its partners need and IFRC is no-longer co-lead. As with other issues, it is felt that the GSC needs to be much more pro-active in getting HLP support more broadly, in collaboration with the Protection HLP AoR (as proposed in the new ECHO activities), but not at the cost of it not happening.

83. Whilst the complexity of transition and recovery can be affected by the clarity of government ministry responsibilities, there were many more questions related to the challenge of shelter leadership by organisations whose primary mandates were not directly seen as recovery related, as well as getting a clearer understanding of what should be expected of the ER Cluster and UNDP's leadership of this.

Progress was noted in HCR's interest in recovery at global level with a change in leadership, with the challenge seen now as to how this progress translates at country level. Whilst Red Cross national societies are a permanent presence post disaster, this does not translate into longer term coordination support for shelter recovery programming; it was felt that they are often not fully integrated into the coordination role during the emergency response phase and that IFRC in its cluster lead function, leaves too quickly - although this may be more a reflection of the success (or failure) of the mechanism that comes afterwards. It is understood that with more in-country coordination funding support, IFRC could play a longer term role if needed and should be explored further. Given the need for continued coordination in protracted crises, can anything be learned which may be helpful for recovery settings post-disaster?

Many would like to see this recovery coordination mechanism set up immediately at the onset of the disaster. UNHabitat, whilst seen as the natural partner to be playing a critical role in coordinating shelter recovery, seems to have very limited capacity to do so, and that the Shelter sector suffers from there being generally less of a 'development' sector, unlike other sectors such as Health and WASH.

84. The potential complexity of shelter recovery eg HLP challenges, cost, establishment of government reconstruction authorities, can often (unacceptably) turn donors away from the sector. Whilst shelter can be seen to be having a phased approach to response and recovery, the reality is that there is largely one phase of funding which is allocated near the beginning of the disaster and therefore, focus on recovery needs to be absolutely simultaneous to emergency response – to immediately set up (i) Shelter Recovery coordination (ii) HLP and recovery advisor support (iii) strategies to support and influence self-recovery - whether supported by humanitarian and developed actors or not (iv) engagement with donors, providing clearer messages to explain what's needed, what *can* be done and in what timescale.
85. There is a strong demand from partners to see the GSC play a much stronger role in facilitating strategic dialogue between important players in shelter transition and recovery, including the World Bank, development banks and other important donors. It was felt that there may not be one organisational answer to ensure rapid support to shelter recovery, but that the first step is in bringing these key actors together to develop and agree a more systematic recovery response.

Participation of Local Actors and Sub-National Coordination

86. The survey suggests that there is generally a positive view that sub-national coordination structures are in place to facilitate the participation of local response actors and ensure coordination much nearer to the areas of operation. Sub-national coordination by the Shelter Cluster, whilst not perfect, is also often cited as better implemented than by other clusters.

In recent years, perhaps with more NGO partners participating in the Shelter Coordinator Training, more partners are stepping up to play Coordinator and Technical Coordinator roles, particularly at sub-national level. Many interviewees and survey respondents see the quality and rapidity of set-up of sub-national coordination as an important gap. Given the increased formal role that partners have been playing, this is a good moment to develop a more systematic approach to ensuring sub-national coordination and to close this gap.

87. There is certainly good participation of national actors noted by survey respondents, although the quality of participation is more unclear with a demand for better monitoring, with the Factsheets being one place where this could be more systematically included and monitored.

Country level categories of partners were also less positive in their survey responses when it comes to ensuring the translation and accessibility of key documents for national actors - a quick search of the GSC website suggests there are limited translations of key documents into languages of some of the biggest response countries eg Arabic.

88. Participation of government and local actors (including sub-national coordination) has been noted as a priority in 4 of the last 5 years. The 2017-18 ECHO proposal, is finally much more serious in providing some accountability on participation of national actors, nationals in coordination, sub-national coordination, affected population participation and local private sector, through the introduction of indicators against which they will need to monitor and be held accountable - a significant step forward and an important attempt to integrate recommendations of the WHS's Grand Bargain. This approach however would benefit from a more formal GSC 'Localisation Strategy' for the next five years, that includes the different roles that partners can play. The ways in which views are sought from government and national partners should also ensure their views are examined separately and completion of the feedback loop, by responding back on how their views have been taken into account.

89. Many interviews with coordinators and survey respondents highlighted the need for the Shelter Cluster to go beyond coordination training to support greater capacity building for national actors, as other clusters have been doing. It was also suggested that there were opportunities being missed to support coordination capacity building in countries with frequent disasters for nationals who could potentially play a more important role in coordination in disaster – both at national and sub-national levels.

Recommendations

For completion or starting in 2017



For 2018-22 Strategy



Quick Win



Those recommendations indicated in blue as quick-wins do not indicate necessarily a lower importance, they may just be more simple to implement, but could have important impact

Recommendation	Responsible	Priority
11 Clarify provision of global support for country level Shelter coordination not led by the co-leads.	Co-leads, SAG	
12 IFRC to review its CLA commitment to examine how it can provide guarantees to underwrite its core shelter cluster positions. IFRC to review its strict firewall policy and Geneva management of all cluster budgets and staffing as the best way to support ownership and support to shelter cluster responses. Review how more predictable funding support for initial cluster coordination team deployments can be made.	IFRC	
13 Carry out an review of HR needs and develop a comprehensive strategy for the next 5 year to meet the coordination (and potentially programmatic) HR needs for the shelter sector.	Co-leads, SAG plus HR support TBC	
14 UNHCR review the differences in shelter cluster coordination support and services in IDP settings with those provided in refugee settings and work with partners to bring a closer consistency between the two.	UNHCR	
15 Make a presentation of the cost-benefit analysis of coordination and IM GFP/RFPs being located in co-lead agencies rather than within partners agencies to agree if this remains the practical and most effective way forward.	Co-leads,	
16 Develop an accountability system to provide a structure for transparency, oversight and collaboration of GFP/RFPs. Agree and communicate the workplans and travel of all Global and Regional Focal Points.	Co-leads, GFP agencies, SAG	
17 Review GFP/RFP positions that have been led by non co-lead agencies and discuss the longer term leadership of such positions to gain predictability and allow for internal discussions on mainstreaming.	Co-leads, SAG	
18 Review implementation mechanisms to enable (i) greater flexibility of the deployment of GFPs/RFPs to clusters led by other agencies (ii) potential efficiency and effectiveness gains whilst taking into account longer-term leadership and mainstreaming implications of these roles.	Co-leads, SAG	
19 Ensure RFPs positions have a longer term perspectives in terms of tenure to be most effective, before being agreed.	SAG	
20 As part of an overall Knowledge Management strategy, ensure continuous dissemination of information regarding support and services available to country clusters and potentially incorporated into the Shelter Cluster Service Charter proposed under the Strategy Approach and Implementation section	Co-lead, GFPs, RFPs, Cluster Coordinators	
21 Merge Shelter coordinator rosters to have one database and available to all looking for coordinators. Formalise one IM roster from the IM CoP list.	Co-leads, SAG	
22 Review if there is a more inclusive way of categorising countries that are officially counted for support representing more fully the countries that are supported by the GSC, given the tendency towards not activating clusters.	Co-leads, SAG	
23 Consider an annual review of country Shelter Clusters in a similar way to the Emergency Director Group review of Humanitarian Coordination to review the effectiveness and learning from the shelter response and need for support.	Co-leads, SAG, GSC	
24 Develop a formal GSC vision and strategy for response assessments; to take assessments to the next level, reviewing opportunities with donors to capitalise on the Grand Bargain's significant focus on assessments and taking a lead with other clusters on joint assessments.	SAG, New WG on Assessments	

Recommendation		Responsible	Priority
25	Develop and pilot/test practical ways by which the SC can move beyond output mapping to introduce the monitoring of Shelter programming outcomes.	GFP A&M, New WG on Assessments	
26	Identify leadership (and potentially a Working Group) to take stock of what work is already on-going with the private sector on a bilateral basis, what's needed and develop a comprehensive strategy for global and country level support to incorporate into the next 5-year strategy if appropriate	SAG, GSC	
27	Review how evaluations take place now they are no longer financially supported by ECHO. Agree how often reviews/evaluations at country level should take place and how these are linked to the Cluster Coordination Performance Monitoring (an activity and indicator noted in the 2017-18 ECHO proposal). Consider how GSC Partners can be more involved in supporting rapid After Action Reviews.	Country level CLAs, SAG	
28	Put in place a mechanism to systematically log (into a management response framework) lessons gathered from country evaluation/reviews/lessons learned which are common for Shelter Clusters or directed to the global level for action by the GSC and produce learning brief around specific types of response or issues that can be re-shared at the beginning of emergencies.	SAG, Country level CLAs	
29	Consider a brief review of the effectiveness of the Shelter Projects Publication to learning and changes in sector responses from before its next publication.	SAG, Shelter Projects WG	
30	Facilitate a Shelter Recovery Forum with key recovery players eg World Bank, regional banks to develop a more systematic approach to shelter recovery post disaster and in durable solutions.	Co-leads, SAG Recovery Partners	
31	Prior to an agreed strategy to better support transition and recovery, agree an interim GSC approach to recovery including (i) immediate coordination and support to recovery and HLP (ii) how to support and influence self-recovery and (iii) how transition and recovery coordination groups are monitored and supported beyond the lifespan of the in-country Shelter Cluster (as is done with preparedness country support eg Bangladesh) (iv) clarity on what can be expected from the Early Recovery Cluster in terms of Shelter Recovery coordination support.	Co-leads, SAG Recovery Partners, UNDP/Early Recovery Cluster	
32	Develop current commitments to supporting national capacity building into a fuller GSC 'Localisation Strategy for the global and country level shelter clusters, including national capacity building (technical and coordination), parts of which could be integrated into a Shelter Cluster Charter.	TBD	
33	Review how sub-national coordination can be made more systematic, rapid and of quality.	Co-leads/SAG /GSC Partners	
34	More systematic approaches to country level leadership challenges by IOM. A clearer call from GSC partners for this resolution.	UNHCR/IFRC/ IOM senior management and Cluster Coordinators GSC Partners	

Strategic Aim 2 - An effective and well-functioning Global Shelter Cluster

Partnerships and Governance

90. The strengthened relationship between the two co-leads is felt to have strengthened the GSC partnership overall. A balance has been found during this strategy period whereby the co-leads have worked to develop a real partnership and this has been noted by Partners.
91. The GSC has facilitated a process whereby agencies now speak the same language which supports more broadly the ease with which organisations come together in emergencies and this is evidenced by most coordinators. The foundation laid by the culture of inter-agency collaboration in the sector by the Shelter Centre, and continued by the SAG into the new strategy period, has provided an important elevated starting point for the GSC to continue.
92. The survey questions around the GSC and its openness and inclusivity gave some of the highest response scores. This was also corroborated by interviews with Global Partners, who noted that whilst there perhaps could be greater outreach, they were made to feel very welcome and felt they were able to participate.
93. Whilst it was felt that generally the main shelter actors were involved in the GSC, there are indeed gaps, both from a point of view of missing francophone agencies – eg Premier Urgence, Solidarites, Handicap, but also some of the agencies with the largest responses¹⁵ eg GiZ¹⁶, UNRWA, Mercy Corps, ACT Alliance, Red Crescents of UAE and Qatar (See Annex 9c). It was also felt that there was certainly space to include other important donors to the Shelter sector into the GSC partnership (dealt with in more detail in Strategic Aim 3).
94. At country level it is generally felt that there is a critical mass of international organisations who understand what the shelter cluster is about and expectations of services, but also a significant number of new staff and organisations who do not know always know what the cluster approach is and expectations of both partners and the CLA itself. Interestingly, it was felt that in those countries where partners were most engaged and understood more of what should be expected, they were more likely to be critical of the shelter cluster, and those who understood less or were less engaged, were more likely to be somewhat positive; in recognising such contexts, constructive criticism therefore should be taken positively in striving to be even better.

This is a reminder that time still needs to be taken to ensure that partners are clear and perhaps makes it even more important to establish a Shelter Cluster Charter to illustrate support and services that can be expected, and to ensure that apples are being compared with apples and not pears when it comes to levels of satisfaction.

95. The GSC has strived to work in a coordinated and collaborative manner and has often excluded work that is being led largely by one agency. Whilst this is important to make sure that issues that the GSC focus' on are felt important by a number of agencies in the GSC, this may stifle the opportunity for some agencies to take a leadership role and advance particular parts of the Shelter sector. The GSC's Contributory Mechanism policy has supported broader agency contributions and accountability for the achievement of specific outputs. The GSC notes through this mechanism that it is also open to contributions from individual agencies that address commonly recognised needs and which are not otherwise being addressed by the GSC – which

¹⁵ From a financial point of view according to FTS

¹⁶ GiZ funding is always noted outside of any appeal document and is largely funded by the German government

seems somewhat contradictory. Interestingly, this leadership role has been termed as 'Champions' in other contexts eg Cash Champions, where agencies are being sought to take on responsibility (a leadership role) to advance support and services to the cluster as a whole; the difference being perhaps that it is the GSC seeking the leadership, rather than an individual agency proposing its own leadership role.

96. The governance structures (SAG, Annual Meeting), are felt to be effective in setting and supporting the GSC and the strategy broadly. It was noted however, that a 'strategy' was not developed to implement the three Strategic Aims, which resulted with a focus (unsurprisingly therefore) on those outcomes and activities that have had an ECHO accountability and a financial tag.
97. The SAG meets almost every month with a retreat at the end of each year after the Annual Meetings. There is great support for the SAG and there's a recognition of the work that the SAG carries out over the year. Minutes are shared on the GSC website although there is a call to share the agenda more broadly to allow input from partners and to share directly the minutes via email. This may also present a challenge of with whom to agenda should be shared since the mailing list is either the SAG or more than 800 people on the GSC mailing list; the GSC also has an important and active set of independent consultants. Clearer financial transparency would also be a helpful contribution towards greater accountability, which would also be an opportunity to show to the rest of the GSC, the level of mainstreaming of many global and regional positions, and for some, provide an open reflection of the potential benefits at country level for CLA own responses.
98. The SAG membership has developed somewhat organically, although with a strict policy that SAG members should be IASC members, although this policy is not any IASC requirement. If broader membership of the SAG would be useful eg academic institutions, there is no specific reason why this cannot be revisited to ensure the right people at the table to support the cluster, perhaps with different 'voting' rights if necessary. It was also indicated that the SAG had an Anglophone leaning.

There have been suggestions that perhaps it is time to now bring in a rotation policy (perhaps 2 year, or other clear measures), and propose changes where some members are not able to meet the minimum contribution requirements/performance. Whilst some change is requested, there is certainly a demand to keep the operational focus of the SAG and to make any process as light as possible.
99. It's important to remind ourselves of the point noted in an earlier section on Strategy Implementation, that without greater outreach to bring in new agencies to the GSC and those already participating at a lower level in annual meetings, there is a limit to what the GSC can accomplish (particularly through WGs). Outreach is therefore important to increase also the capacity of the GSC to develop the sector further.
100. Academics have been involved in the development of the Coordinator Training. There is no mapping of what academic institutions are doing that may contribute to GSC objectives (neither is this overview with academic institutions). There could be value in carrying out such a mapping to explore potential for partnership, guide research and benefit directly from results. For example, more UK aid will be channelled through UK-based research (Global Challenge Research Fund¹⁷). With £1.5 billion and 20 calls already in 8 months, it would be worth exploring this with

¹⁷ <http://www.rcuk.ac.uk/funding/gcrf/>. The Global Challenges Research Fund (GCRF) is a £1.5 billion fund announced by the UK Government to support cutting-edge research that addresses the challenges faced by developing countries through: (1) challenge-led disciplinary and interdisciplinary research; (2) strengthening capacity for research and innovation within both the UK and developing countries; (3) providing an agile response to emergencies where there is an urgent research need.

UK based agencies and research institutions, but looking more broadly at the research agendas of different donor countries.

101. There may also be opportunities for regional shelter groups to form, virtually bringing together coordinators and implementing agencies working in countries with specific linkages eg East/Horn of Africa. These could be led by Partners, focusing in on operational support and another mechanism for sharing of shelter lessons.

Innovation

102. There is a strong perception from both the survey and interviewees that the GSC has an innovative culture. The cluster is seen as being very open to new approaches where there is potential added value for the sector, and an openness to change, which is highly appreciated by its members.

There is a strong sense however, that the GSC could be have been driving more initiatives, including beyond its borders to other clusters eg Cash, Settlements Approach. This most likely demonstrates the confidence that partners have in the GSC and the opportunity to see greater effectiveness in humanitarian response.

103. Shelter was one of the most active clusters after Food Security to see the value and trend in the use of cash as a response modality. Whilst the Shelter Cash WG was set-up (only) in 2016, it is seen to be moving forward although there is a strong sense that the sector should have taken this forward much earlier and at a greater scale – a lack of human resources to move things forward and potentially a disconnect between policy makers and technical sectors has been cited as why this is the case.

104. Cash is noted as one of the biggest gaps and issues that requires support both now and into the new strategy. Whilst there is recognition of the great empowering potential of cash, there is great concern over the use of multi-purpose cash in the Shelter sector with respect to the achievement of shelter outcomes - particularly from a point of view of protection, health, Build Back Better concepts and disaster risk reduction, with the potential to expose people to the same vulnerabilities as pre-disaster.

The issues in influencing good practices in self-recovery are also similar to those affecting MPC, with the exception of no specific (financial) link to those repairing and rebuilding.

105. The GSC's idea to have 'Cash Champions' will search out agency(ies) take a leadership role in developing 'shelter and cash' capacity would certainly support increasing understanding and implementation of cash in shelter programming. Important funds have been dedicated in the ECHO grant (assuming it will be funded) to allow this to move forward, although the exact modality is still to be developed. It is proposed to duplicate the REACH assessment GFP model so lessons should be taken from REACH's impact on assessments at country level in developing the overall shelter and cash strategy.

106. Given many donors are moving in the direction of MPC, it's important that the Shelter Cluster (perhaps in coordination with other clusters, as this has already been started with WASH), builds an evidence base to support these concerns and allow effective advocacy; immediately needed is support to all countries where MPC is in use in the establishment of clear indicators of what should be monitored to ensure shelter outcomes and ensure they are integrated into monitoring as part of MPC strategies. The GSC needs maximise all learning opportunities in MPC programming (not currently felt to be used) and develop key advocacy messages that can be used by implementers of Shelter programmes with managers and donors to programmes using MPC modalities and the GSC message on MPC perhaps could be clearer.

The new ECHO Shelter and Settlements (S&S) policy document suggests that most financial support for S&S interventions would be restricted¹⁸ and should include technical support to ensure construction is completed and to adequate standards. Such policies from an important donor such as ECHO¹⁹, should be used to advocate and ensure this is the case.

107. There is huge demand from shelter practitioners which will require resources beyond those currently planned for (i) training on the use of cash (as well as training of cash experts to make them more ‘shelter savvy’) (ii) advocacy and communications to support shelter and the use of cash (iv) indicator development for shelter outcomes and critically (v) monitoring of these indicators to develop an evidence base for the achievement of shelter outcomes in using MPC, as well as (iv) a rapid ‘shelter and cash’ response mechanism, so it will be important to see how resources will be prioritised. NRC’s CashCap may be able to support this with human resources and DfID also have a specific interest in developing MPC as a key response modality which may enable resources given by ECHO stretch further. Cash is also a specific theme of the Grand Bargain so linking with donors (and CaLP) to review how this is being supported would be helpful.

Technical Standards

108. The survey suggests that the GSC has been successful in supporting the development of technical standards. Whilst there seems to be some debate whether they were endorsed at the global level many commented that the technical standards need to be adapted and applied at country level and therefore it is not necessary.

109. There were many comments which suggest technical standards get agreed at country level, but since there is no specific monitoring of their adherence, many commented that the implementation of technical standards was really unknown, adding to support for the idea of a refocus on the quality of shelter programming and monitoring of shelter outcomes.

110. It was cited several times that Technical Guidance developed at country level (facilitated through coordination) takes too long in a rapid onset emergency. By the time they are developed many agencies have already had to make programmatic design decisions, thereby reducing the effective usefulness of the guidance.

111. Technical Adviser support is often not available directly in country, with only 7 currently deployed in total, most of which are double hatted, and 4 of these in one country (Myanmar).

Technical Adviser	No. Dedicated	No. Double-Hatting
International	2	1
National	0	4

112. The addition of 1.5 Roving Technical Coordinators is very welcome and have been quickly deployed and their specific added value will be seen in the future. The identification of technical best practice and webinars to share such learning at part of the Technical CoP, will be most

¹⁸ “to ensure vulnerability reduction measures, such as building back safer, and the minimising the transferring risks to the beneficiaries; programmes involving financial assistance to carry out temporary or permanent construction works...most financial support for Shelter & Settlement interventions would be restricted, except for some interventions provided through MPCT or cash for work as described above. The introduction of restrictions decreases the level of choice of beneficiaries, while its added value is compliance with S&S programme design principles and objectives, quality, materials and technical standards...and reduce the risk of use of sub-standard materials and/or their incorrect usage, inherent to self-selection by beneficiaries ”.

¹⁹ 9-12% of funds on shelter

welcomed by Cluster Coordinators, if they are able to prioritise such activities which seems to be common for any CoP activities.

Knowledge Management (KM)

113. The GSC website was remarked upon by many interviewees as a very useful tool which has improved over the period of the strategy. In the survey, there was certainly more positive feedback from coordinators and GFPs for whom it is their first port-of-call for both information on country clusters as well as generally for humanitarian shelter response needs. Country level partners in particular rated this much lower. There were many comments regarding the timely updating of both IM products and the website at country level, particularly where IM support is weak. Whilst the % of dedicated Coordinators is almost the same as Information Managers, there are currently *290% more Coordinators than there are Information Managers*; there are also *12 countries (7 in preparedness mode, that's all preparedness countries), out of the 26 registered on the website, without any IMOs and an additional 5 countries without dedicated IM capacity (Afghanistan, CAR, DRC, Mali, Sudan, all protracted emergencies)*.

Agency	Coordination			IM		
	Ded	DH	% Ded	Ded	DH	% Ded
UNHCR	24	10	71%	12	7	63%
IOM	6	9	40%	4	3	57%
IFRC	3	10	23%	0	1	0%
NGOs	7	15	32%	3	0	100%
Other UN	0	3	0%	0	0	0%
Totals	40	47	46%	19	11	63%

Data is reflective of a point in time measurement and can change significantly where there are first phase emergencies, including natural disasters

Despite the fact there seems to be a lack of IM capacity at field level, very little use is made of the Standby Partnership arrangements that UNHCR has with many NGOs, particularly compared to other clusters eg WASH.

114. Improvements were made to the website search function of the website, which now has nearly 9,000 documents. Many comments were made however that it is still difficult to find documents with the current website structure, which seems largely structured to support the global level rather than the country level – in terms of finding technical and other resources. Eg those at country level would not naturally go to WGs within the global part of the website for find technical resources. There are no specific headings which take you to tools and guidance without having to go through the main search function. Documents are also often not dated so it's difficult to know when they were developed and the version is the latest.

The coordination toolkit was understood to be up to date, although an important 20% of cluster coordinators/GFPs do not know if it is and a new coordinator had not be properly been introduced to its existence/contents. Several comments from those who are more aware of its status thought that it and the IM toolkit were not up-to-date and ultimate responsibility for ensuring this was not clear.

115. There are potentially many good examples of shelter strategies, technical guidance, protection informed shelter designs, AAP mechanisms, etc produced at country level which could be used by other countries as an advanced starting point and learn from others. However, that review and filtering of the many examples has not been done to be able to have perhaps the 5 best examples and coordinators lose time either trying to find good examples, or by starting again; the same goes for other resources relevant for shelter practitioners.

Whilst a greater discussion may need to take place to determine whether the GSC should be more of a guardian of the sharing of new information and best practice in the shelter sector broadly, or if this leadership could be agreed with another body, certainly identifying best practice in coordination and making this easily available, would make sense.

Given that the Shelter Cluster website is one of the most commonly used platforms for shelter partners, there are potentially missed opportunities to share tools and materials that have been developed by others eg capacity building materials, online training, information regarding other potential training for shelter partners etc. Most other clusters share information (via email) and provide access (web-links) to materials developed by other without making any judgement on its quality, and allow partners to be their own judges.

116. It's important for each GSC activity that will generate new materials or propose changes to programme practice, stronger dissemination strategies and mechanisms to review how changes to practice at field level are agreed, implemented and monitored be put in place.

There were several comments about the need to re-disseminate existing materials to continue to make (new) practitioners aware. Ultimately a KM strategy would be helpful to make the intentions of the GSC clear.

Capacity

117. The focus of the GSC around capacity building, was to bring the different coordination trainings that had been developed together and to ensure consistency in the key messages and content that were being delivered by each of the co-leads or others implementing the training. With a much closer working relationship between the co-leads, this has been particularly successful through the joint trainings on coordination and the coordination workshops. A self-learning tool on 'shelter is more than a roof' was also published. Greater attention and resources perhaps are now needed on broader training (including beyond coordination) which is being demanded from the field.

118. A very large percentage (40%) of global partners were not aware of whether GSC training was consistent regardless of who is carrying out the training (and maybe this is not important if it is being monitored otherwise) and several commented that not very much training was carried out under the banner of the GSC, perhaps a more important point.

119. There have been attempts in the past to try to capture the capacity of the shelter sector for response eg mapping of material stockpiles, which proved difficult and eventually was dropped (as it was for several clusters). However, the question asked in the survey regarding the relative importance and priority of understanding the overall capacity of the sector resulted in the highest score for any statement/question.

The capacity of the sector is of course not the same as counting materials, and global and country level partners obviously feel there is still important work do be done to understand this better. This should therefore be pursued to agree which aspects of capacity are important to understand (and why), and determine how this will be done. There may be some opportunities to look at the sector's capacity in the research for the 'State of the Humanitarian Shelter Sector' document.

120. There were also several comments regarding the development of shelter human resource capacity. The Shelter Centre over several years had played an important part in developing new shelter staff as well as capacity development more broadly and that this capacity development is not supported anywhere else, and the result of this is already being felt in the sector.

Working with Others

121. At global level, the GSC has been actively engaged in IASC activities (especially Global Inter-Cluster Coordination, IM WG), although there is a strong sense that that they should be leading more on taking specific inter-sectoral issues forward, particularly with the inter-cluster group. They have recently agreed to take the lead on defining the Settlements Approach for the inter-cluster group (and potentially this will be important to do within the GSC before that).
122. The survey showed a large difference in the level of strong agreement between Cluster Coordinators/GFPs and Global Partners in relation to the engagement of the GSC in engaging with IASC activities, although this may be in relation to a lack of communication on what the co-leads are doing, as there were also significant numbers from both group who did not know.
123. There was a strong sense from the survey that the SC at country level is particularly active in linking with other clusters, and several comments remarked on how this was also impacted by the lack of effectiveness of the inter-cluster function a call was made for the (G)SC to be more vocal around this.
124. There was agreement that the work carried out by the GSC was not duplicating the efforts of others. Although there are not many other inter-agency shelter forums, there was a sense that these relationships currently provide less than the sum of its parts, with the potential to add-value by looking they can complement each other, where to work together and agree clearer divisions of labour, supporting each other where appropriate eg UK Shelter Forum, Shelter Centre.
125. However, in almost all conversations with Shelter Cluster Coordinators reference was made to the amount of time spent on reporting to OCHA, often it was felt, for products that are of little or no benefit to the cluster. Even within the shelter cluster itself, it was felt that time was spent on developing info-graphics that were mainly used by HQs. With much being demanded of cluster coordinators with specific deadlines, it is felt that operational coordination (which has no deadline), is the aspect of their work that suffers most– exactly the opposite of what the Transformative Agenda was to be achieving.
- Whilst there are useful aspects of the HRP process, overall it feels very heavy with not always demonstrable benefit. The idea that the HRP would be a strategic plan that brought all clusters together to form an integrated plan has not materialised and clusters largely still produce their own siloed response plans. The HRP was to bring all operational players together, regardless of whether they would be using the appeal part of the process, but the focus often remains the appeal. *It was strongly felt that HRP processes and inter-cluster coordination are 'not fit-for-purpose'.*
126. At the global level, some partners were surprised at a recent meeting of the GSC and Global WASH Cluster, at the seemingly low level of understanding of how each other operated and the limited linkages after 10 years of global clusters, (although this has been different over the years). The Global Inter-Cluster meeting largely works on issues that are of joint (all clusters) interest, rather than understanding better each cluster or bilateral issues. The discussion with WASH has since moved forward to working together on a joint Cash/MPC position paper and closer collaboration more broadly.
127. At the global level, there is a perception that the Working Groups and Contributory Mechanisms, encouraging the involvement of different actors in global work, has allowed a pooling of resources and increased the number of achievements of the GSC. Co-lead agencies have worked much more in a supportive and complementary way and importantly, global partners have also been contributing directly to coordination positions at national and sub-national level (particularly in the second half of the strategy period), perhaps as partners have

been increasingly participating in Coordinator Training as well as a greater sense of confidence and trust in overall shelter coordination. Finding a way to give greater recognition of the contributions of partners, and understanding the motivations of partners, will be important in increasing their involvement in GSC work.

128. The division of responsibilities between clusters is largely understood although tools developed by each cluster to support this are not always widely known. NFI mapping at country level continues to present some challenges which are largely ‘sorted out’ in each emergency. The GSC responded in 2016 to a demand from the pre-meeting survey of late 2014 and 2015 by setting up an NFI WG sharing good practice, though this is still to be made disseminated broadly.
129. The merged cluster of Shelter/CCCM/Protection for the Whole of Syria response is interesting in terms of the additional profile the Shelter Cluster potentially has through looking and communicating on shelter with a protection lens. There was a sense that there could be more advocacy and communications work, particularly with the Protection Cluster and within UNHCR, to enable protection staff to speak of shelter in protection terms as their shelter colleagues. There was also a call from shelter partners to have greater strategic discussions around the shelter and protection nexus and how the operationalisation of protection in shelter can be implemented at country level responses eg case studies, protection and conflict prevention informed shelter designs.

Recommendations

For completion or starting in 2017



For 2018-22 Strategy



Quick Win



Those recommendations indicated in blue as quick-wins do not indicate necessarily a lower importance, they may just be more simple to implement, but could have important impact

Recommendation	Responsible	Priority
35 Greater outreach to existing organisations and shelter practitioners to participate in activities, WGs and CoPs of the GSC.	SAG	Quick Win
36 Outreach to larger organisations not currently participating in the GSC eg GiZ, Mercy Corps, ACT, UAE/Qatar Red Crescent Societies as well as important franco-phone organisations eg Premier Urgence, Solidarites, Handicap.	SAG	For completion or starting in 2017
37 In the development of additional GSC activities and the new GSC strategy implementation plan, review if the WG approach will be sufficiently timely to achieve results and what are alternative options to work more quickly. Consider short-term options to bring in additional capacity to the GST to accelerate specific work items of the GSC, including from Standby Partners.	Co-leads, SAG	For 2018-22 Strategy
38 In addition to the work on Cash, review where specific leadership/champions could be useful in advancing development and support for critical aspects of the shelter sector.	Co-leads/GSC	For 2018-22 Strategy
39 Develop a Shelter Cluster Charter for global and country level to make explicit support and services that can be expected, to be more accountable to its partners and to be able to more accurately measure levels of satisfaction against commitments.	SAG/GSC	For 2018-22 Strategy
40 Circulate the SAG meeting agendas with Partners for input ahead of meetings. Share minutes of SAG meetings to the broader GSC and not only on the website.	SAG secretariat	Quick Win

	Recommendation	Responsible	Priority
	Consider a separate mailing list for global and regional partners with whom to communicate and consult more frequently (broader than SAG agencies).		
41	Implement (with a light footprint) a rotation policy for SAG members and consider introduction of non IASC members (since this is not an IASC requirement)	Co-leads/GSC	
42	Review opportunities to work further with academic institutions and specific research support that may be available. Consider the usefulness of a mapping of on-going shelter research and gaps in the sector	Co-leads/SAG/GSC	
43	Canvas the need for regional groupings of shelter actors (which could then be led by partners where there is no RFP).	Co-leads/GSC	
44	Review where the GSC could be taking a lead role in multi-agency or multi-cluster initiatives eg joint assessments, monitoring multi-sector objectives in MPC, understanding and implementing a settlements approach. Ensure strategies for HLP support for the shelter sector and are not slowed unacceptably by inter-sectoral workings	SAG/GSC	
45	Review opportunities to work with CashCap/DfID, CaLP, on shelter and cash initiatives to activate additional capacity and enable more work to be completed more quickly around Cash	SAG/GSC	
46	Develop rapidly, indicators and a monitoring mechanism to provide evidence of the effectiveness of MPC in fulfilling shelter objectives.	Cash Champions/GFP for A&M/Cash WG	
47	Review what impacts the slow development of Technical Guidance, the impact that this has on a response and how this can be addressed.	Roving Technical	
48	Review the impact of almost three times less IM officers in the field than coordinators. Examine if Standby Partner capacity could be used much more to fulfil IM field needs.	UNHCR	
49	Reorganise the website more towards field needs for resources and best practice		
50	Agree the KM role for the GSC with respect to coordination and resources for shelter programming and develop a KM strategy to meet this.		
51	Review existing shelter resources and identify best practice across topics and make these prominent on the website. Reconsider the current policy to share information, tools and training developed by other partners to increase partner access to such capacity building opportunities.		
52	Ensure for every activity/product that requires changes to practices in the sector or an awareness of a useful tool, that there is a full and supported dissemination and uptake strategy as part of Shelter KM.		
53	Review the need to better understand the capacity of the shelter sector to respond with quality shelter programming, and how this might be done (examine the opportunity that the State of Humanitarian Shelter research may provide to advance this).	SAG/GSC	
54	As part of an overall review of Shelter capacity, examine the capacity development role that the Shelter Centre played in bringing in and developing	SAG/GSC	

	Recommendation	Responsible	Priority
	new shelter human resources and how the GSC and Shelter agencies may support this otherwise		
55	Work with the Shelter CLAs and other clusters to lead on a call for a global review of the HRP process at field level and Inter-Cluster Coordination (potentially two different reviews).	SAG/Co-Leads	
56	Examine how the GSC can ensure that protection, livelihoods and health sectors/clusters, can be more active advocates for quality shelter programming .		

Strategic Aim 3 - Increased recognition of the shelter and settlements sector as an essential component of the humanitarian response, through enhanced advocacy and communication

Profile of the Shelter Sector

130. In reviewing the three strategic aims of the GSC, many feel that the third aim around the recognition of the importance of shelter is probably the one that received the least attention by the GSC and certainly the least resources. It is perhaps therefore somewhat surprising that in the survey, all categories of partners felt that recognition of shelter both in their organisation as well as in humanitarian response settings had improved over the period of the strategy, although it's not clear of any linkages between the two. Advocacy and communication with governments and humanitarian stakeholders on shelter had however, a much lower strength of positive response.

131. The first half of the strategy saw a Communication and Advocacy (C&A) Global Focal Point in place. Whilst a very comprehensive and solid communications and advocacy strategy was developed in early 2014, its implementation has been very limited. The C&A GFP position was dropped in the next round of ECHO funding and no funding was sought subsequently, which may also explain the limited implementation.

The 'State of Humanitarian Shelter' research, which will provide a comprehensive evidence based overview of shelter needs, responses and trends, highlighted as critical to be able to effectively advocate for the sector, will finally take place in 2017 after being shelved in 2013 and 2015 rounds of ECHO funding. Funds from OFDA were sought in 2016 to finally make this important work happen.

132. In a survey with UN Humanitarian and Deputy Humanitarian Coordinators (see [Annex 13](#)), there was quite strong agreement that the recognition of the importance of Shelter in humanitarian settings had improved over the last 4 years. Whilst still positive, there was a more mixed response to the question on whether the Shelter Cluster effectively advocates for resources, most likely indicating their most recent experiences. There was stronger disagreement to the statement on increased donor interest in shelter and 30% of respondents did not know.

133. There were initially SC branding materials produced, which have been important in ensuring that the Shelter Cluster 'looks' similar across all of the responses, important when different agencies can be taking the lead. Advocacy posters were developed to show the importance of Shelter in health, protection, livelihoods, resilience, rebuilding lives and shelter is a home, but it's unclear how much they have been used – certainly the survey suggests that cluster coordination teams/GFPs have used these much more than cluster partners at country level which perhaps is to be expected. Evidence, case studies and key messages for each of the posters, would be extremely helpful for partners and coordinators to support.

134. 2015 saw the introduction of the Shelter Cluster Factsheets to provide a snapshot of each country cluster. There is certainly a sense from all categories of survey respondents that there is a better understanding of capacity and resources needed at country level, with more monitoring of this going on, including through the Factsheets.

There are mixed reports from coordinators regarding the usefulness of the factsheets as a fundraising or advocacy tool, although they certainly seem to be used at the global level. Many

it seems are not updated regularly (which may indicate how they are useful) with some not updated since the end of 2015.

Sufficient funding for Shelter programmes was the top priority for 2017 from all categories of respondents in the pre-meeting survey. It would therefore be helpful to review what tools are useful in supporting fundraising and what specific action the GSC and country cluster coordinators and partners can take to support this. Whilst evidence based information is to be gathered and disseminated (as per ECHO proposal, although no specific outcome indicator to measure this), an overall resource mobilisation strategy for global and country levels to support this priority, remains a gap.

There was a sense that there is capacity within the sector to be able to increase response; if the % of funding that agencies have received versus how much is requested for appeals²⁰ is indicative of the amount of capacity within the sector, there certainly seems to be more capacity than is currently being used, with receiving less than 50% of requested funds.

135. One of the challenges in understanding funding at country level is the reporting of funding to OCHA's FTS system. Funding isn't always reported, nor reported in a timely way and the fact that there are just as many funds donated outside of the appeal as much as inside the appeal ([Annex 10](#)), means that it's not always clear if those funds being received outside of the appeal contribute to its objectives. However, it is the only financial monitoring mechanism that is available and perhaps offers an indication of the order of magnitude of funds being made available which can be verified in-country. Responses such as that in Palestine try to report the gap in response more prominently, alongside finance details from FTS.

136. It was identified as a part of the GSC strategy that a more diverse, predictable and consistent funding base was needed. There was from early on in the strategy the idea to form a donor consultation group – key messages were developed, a roadshow was planned, but it was never implemented. Could this be because ECHO funding was secured for the last 4 years and therefore it became less of a priority and not followed up?

Whilst relationships are in place with ECHO, USA and UK donors and the cluster, it's important to recognise the importance of a wider donor group, as well as the trends in that analysis (see table below), examining in particular who are the up and coming donors to shelter (See [Annex 11](#) for a presentation of funding from each of the donors listed below since 2010), and an understanding of each of their policies; bringing important donors potentially into the cluster and as a minimum ensuring their participation in the Donor Consultation Group and in wider discussions in Shelter Recovery. The Donor Consultation Group is due to be formed and meet in 2017. ECHO have also requested that the World Bank also be involved because of its link particularly to recovery.

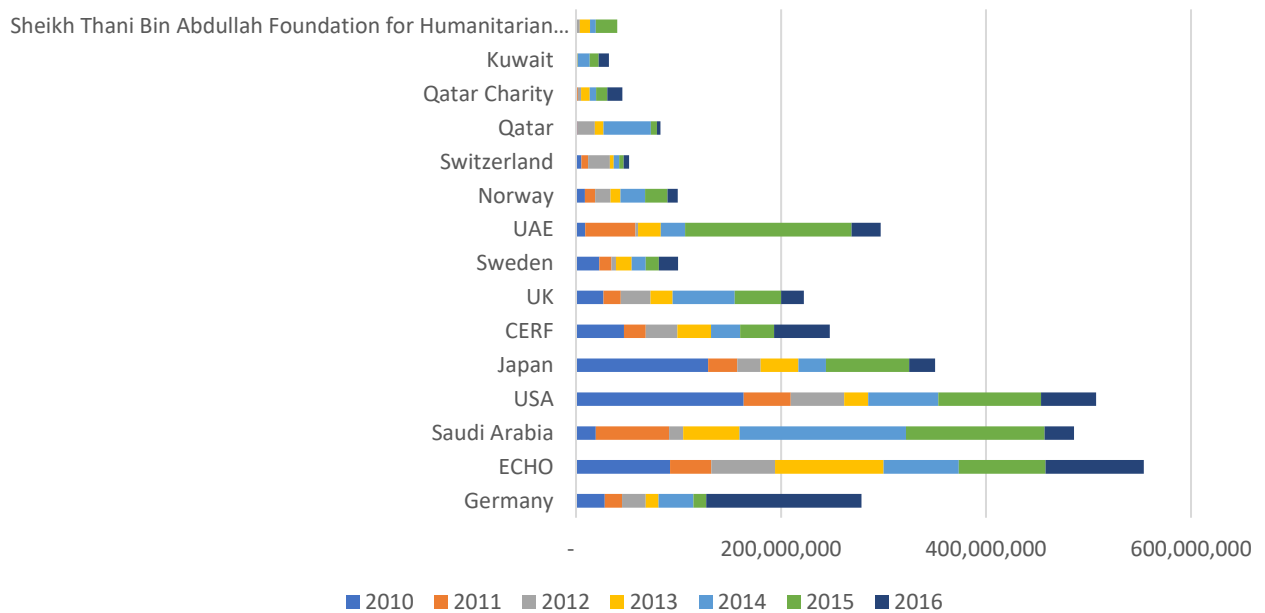
137. Important also to recognise is the role that the CERF and Pooled Funds play in supporting shelter responses, with 14 individual humanitarian pooled funds featuring in the top 50 donors for 2016 (4 in the top 20) and featuring prominently in every year reviewed since 2010. Adding the CERF, this represents the 2nd highest donation to the sector in 2016 and even higher in other years. The CERF featured in the top 8 donors as an individual fund in every year of the last seven (see [Annex 12](#) for the top 50 donors for 2010-2016). Over the last seven years, Shelter's share of all pooled/CERF funds has moved in-between 7% and 13% and have represented up to 20% of Shelter annual budget for all countries ([Annex 12](#)).

138. As potentially the most important source of funding for the sector, it is therefore important to be sure that cluster coordinators are supported to ensure that these submissions are of the best quality, supported by evidence, to ensure they are getting the best possible access to available funds.

²⁰ As indicated in FTS

Analysis of Donor Contributions 2010-2016 (\$m)

Source FTS



139. Whilst funding of the sector overall has gone up over the last 17 years, there has not been a significant rise during the period of the strategy ([Annex 12](#)). The % that Shelter receives of overall funding since 2000 (appeal and non-appeal funding), has however increased from approximately 2.5% to 4%. The % of total registered funds (FTS) going to Shelter for appeals has also risen from <1% to 3% since 2000 ([Annex 12](#)), still however, one of the sectors receiving the lowest percentage of all available funding.

140. It is interesting to note the significant increase in the request for funding via appeals in the last three years. This could be as a result of the crisis across the Middle East²¹, but could also be in relation to incorporating requirements from a better understanding of needs. The pace of shelter appeal requirements in the last 3 years has far outreached funds received and therefore the % of Shelter funding of appeals has therefore reduced in recent years to less than 30%, the lowest of the life-saving sectors - Health, WASH, Food, Shelter (see [Annex 12](#)).

141. Whilst the survey suggests that there have been some gains in terms of the understanding of the importance of shelter in the broader humanitarian community, all interviewees felt there was still huge amounts to do and the level of funds suggests this needs to be prioritised further – (i) A&C on the importance of Shelter, and (ii) increasing the diversity of donors, for its global work and to shape support at country level. This round of ECHO funding will be coming to an end at the end of 2018 and if there is to be a push on a broader range of shelter work, it's important to increase funding levels to support this from now. The GSC should consider if engaging a resource mobilisation specialist could be helpful.

Settlements Approach (SA) and Integrated Programming

142. Interestingly all categories of respondents to the survey indicated similar levels of understanding of the settlements approach in both the shelter and humanitarian sector more broadly with approximately 40% agreeing or agreeing strongly. This suggests there is a lot of

²¹ The source of this demand has not been verified in FTS

work to do with the shelter sector itself - perhaps before or simultaneously to any communication with the broader humanitarian community.

There was however a somewhat stronger rating for the integration of emergency shelter through stronger linkages with other sectors, which it is felt is done better at country than at global level.

143. Interestingly double the number of Humanitarian Coordinators thought the Settlements/Area approach is gaining in understanding than not, although a significant 40% did not know – likely more an indicator that they are not aware of the SA generally ([Annex 13](#)).
144. The SA was raised by many interviewees as needing significantly more support, for which there are strong sentiments that this should be led by the Shelter Cluster. More needs to be done on communicating what the SA is, but importantly presenting case studies or worked examples of what it would look like in current emergencies, which hopefully will come from the work being done by InterAction/OFDA and IMPACT with CRS.
145. Whilst there was general agreement regarding the sense on merging CCCM with Shelter in the survey, many comments received and many of those interviewed remarked that they felt that it more a case of saving resources by the merging of the two clusters. That where camps were important in the response, shelter was often the sector which was given less attention.

Largely it was noted that it is difficult for one coordinator to effectively cover all necessary roles and often the knowledge/skillsets needed are different. All six Shelter/CCCM or Shelter/CCCM/Protection²² clusters involve UNHCR, (half of which also involve IOM), representing more than 40% of all UNHCR led shelter Clusters; Clusters where IOM is involved (9, 30% are merged with CCCM and 0% where IFRC is involved. Given Shelter is merged with CCCM in a significant number of instances, it could be helpful to carry out a review of merged clusters to ensure that it makes sense for the response to bring the two clusters together.

NFIs

146. Whilst there were comments to suggest there was still some work to do to make clear the role of the Shelter Cluster in the coordination of NFIs, there was strong support that there has been improvements overtime and that there is indeed a reasonably good understanding of its role at country level. There are however some gaps, which it is hoped are being addressed by the NFI WG set up in April 2016. WASH seems to be the main partner with whom to make clarity, so with the greater collaboration between the GSC and WASH, this should facilitate this.

Private Sector and Recovery and Early Recovery are dealt with under Strategic Aim 1

²² Whole of Syria

Recommendations

For completion or starting in 2017



For 2018-22 Strategy



Quick Win



Those recommendations indicated in blue as quick-wins do not indicate necessarily a lower importance, they may just be more simple to implement, but could have important impact

Recommendation	Responsible	Priority
57 Review of the usefulness of Factsheets for country and global clusters.	Co-leads	
58 As potentially the most important source of funding for the sector, ensure submissions to the CERF and pooled funds are of the highest quality and supported with evidence to secure the highest possible percentage of available funding.	Co-leads/ CLA	
59 Develop an overall resource mobilisation strategy for global and country level, including tools to support country clusters in communicating and advocating for resources for the sector and developing relationships with a broader base of donors. Consider the recruitment of a resource mobilisation specialist to support and develop this.	Co-leads/ SAG/	
60 Develop a strategy to support the understanding and implementation of the Settlements Approach in both the Shelter sector and the broader humanitarian community.	SAG/IMPACT /CRS/Inter-Action/OFDA	
61 Develop a comprehensive strategy to support key advocacy messages on the importance of shelter in humanitarian response. Support existing messages/posters with evidence, case studies and key communication messages.	Co-leads/ SAG	
62 Consider a review of Shelter and CCCM merged clusters to ensure the shelter sector is appropriately supported	SAG/Co-leads	
63 Ensure the current NFI WG clarifies remaining issues on the role of the Shelter Cluster in NFIs (particularly with WASH) and this is disseminated widely.	SAG/NFI WG	

Annexes

GOAL

To more effectively meet the sheltering needs of populations affected by humanitarian crises, by strengthening the shelter response of humanitarian actors through leadership, coordination and accountability in the humanitarian shelter sector.

STRATEGIC AIM 1

Responsive and flexible support to country-level shelter coordination mechanisms

- ▶ A harmonized surge capacity system for shelter coordination.
- ▶ A diverse pool of available technical expertise, reflecting the wide scope of disciplines involved in the shelter and settlements sector.
- ▶ An established mechanism to leverage the existing capacities of the private sector in support of the humanitarian shelter response.
- ▶ Provision of technical advice for shelter sector emergency preparedness and contingency planning.
- ▶ A coordinated approach to shelter assessments.
- ▶ A transparent and inclusive approach to facilitating access to pooled funds for shelter response.
- ▶ Available capacity to provide learning support for ongoing shelter responses, by reviewing and defining success, and capturing and sharing innovation and good practice in the field through interagency impact evaluations, reviews, and other learning support options.
- ▶ Increased capacity to engage in shelter early recovery activities and a consistent approach to cluster handover and exit strategies.
- ▶ Increased engagement with and participation of local and national actors, providing relevant and adaptive support to local needs and existing national coordination mechanisms.
- ▶ A clear and consistent approach to shelter cluster coordination, readily available and kept up-to-date.

STRATEGIC AIM 2

An effective and well-functioning Global Shelter Cluster

- ▶ An inclusive and broad-based GSC, with increased participation of emerging humanitarian actors.
- ▶ Effective and accountable governance and management structures, open to the participation of all cluster partners.
- ▶ An innovation culture, harnessing new technologies and programming approaches for enhanced shelter response.
- ▶ Consistency in technical standards, specifications, reporting, indicators and policies.
- ▶ The prime global humanitarian shelter knowledge hub, providing the primary information portal for all actors engaged in humanitarian shelter response.
- ▶ Cohesive training and capacity building initiatives.
- ▶ A common understanding on global shelter response capacity, including material stockpiles and pre-positioning approach, suppliers, human resources, and overall capacity of humanitarian agencies.
- ▶ Active participation in IASC activities and inter-cluster initiatives.
- ▶ Enhanced partnerships among shelter actors allow for pooling resources and ensuring complementarity of efforts.
- ▶ A clear and predictable division of responsibilities with other clusters.

STRATEGIC AIM 3

Increased recognition of the shelter and settlements sector as an essential component of the humanitarian response, through enhanced advocacy and communication.

- ▶ A raised profile and understanding of the humanitarian shelter sector, resulting in a reduced gap in funding coverage of stated shelter needs.
- ▶ A diverse, predictable, and consistent donor base for shelter coordination and response.
- ▶ Coherent, coordinated and targeted public communication and advocacy on humanitarian shelter issues, with governments and other humanitarian stakeholders.
- ▶ Consistent and accurate understanding and messaging of the shelter sector capacity and resource needs.
- ▶ Wider acceptance of a settlements approach in humanitarian response strategies.
- ▶ Increased integration of the humanitarian shelter response, through strengthened linkages with other sectors.
- ▶ Broader understanding among humanitarian stakeholders of the role and scope of the shelter sector in the coordination of NFIs.
- ▶ Enhanced articulation of the linkages between shelter risk reduction, preparedness, relief, recovery, and development, through a resilience approach, resulting in a seamless transition from emergency relief to recovery and reconstruction.
- ▶ Increased professionalization of the humanitarian shelter sector, through enhanced partnerships with the private sector, academic establishments and research institutions.

Annex 2 Terms of Reference

Terms of reference for consultancy

Summary

Purpose: The Global Shelter Cluster (GSC) seeks to evaluate its Strategy 2013-2017, to assess progress in its implementation, identify achievements and possible gap areas, make recommendations for the last year of implementation and inform the development of the next GSC Strategy.

Audience: The GSC Strategic Advisory Group (SAG) will use the evaluation to disseminate achievements and address possible shortcomings and gaps in the implementation of the current Strategy. The GSC partners will use it to inform the development of a new strategy for the period 2018-2022. GSC co-lead agencies and partner agencies will use it for internal advocacy with senior management for increased recognition and support to the shelter sector. Donors will use it to hold GSC partner and co-lead agencies to account. Other global clusters will use it as a reference and to identify possible areas of joint action. OCHA will use it for information and advocacy purposes as relevant. The report will be public and available at sheltercluster.org.

Commissioners: This evaluation is being commissioned by the GSC SAG.

Reports to: The evaluation will be overseen by an evaluation management team comprised of the GSC SAG co-chairs and one SAG member representative.

Duration: Thirty (30) working days.

Timeframe: to start as soon as possible until December 31, 2016.

Location: Home based with a possible visit to Geneva during the SAG retreat on 12-13 December 2016.

Background

Following the 2005 Humanitarian Response Review commissioned by the Emergency Relief Coordinator, the IASC initiated a humanitarian reform process to improve the effectiveness of humanitarian response by ensuring greater predictability, accountability and partnership. The cluster approach is one of the key developments resulting from the humanitarian reform. It strengthens system-wide preparedness and technical capacity to respond to humanitarian emergencies by ensuring that there is predictable leadership and accountability in all the main areas of humanitarian response. It was designed as a way of addressing gaps and strengthening effectiveness of humanitarian action. By clarifying the division of labour, and better defining organisations' roles and responsibilities, the cluster approach helps ensure predictability and accountability.

In December 2005, the IASC Principals agreed to designate global cluster leads in nine areas of activity, which later on has extended to eleven. The Global Shelter Cluster (GSC) is one of these areas and comprises a very diverse and broad network of humanitarian operational agencies, research and academic institutions, donors, service providers and other stakeholders encompassing a wide range of disciplines and expertise, with the shared objective of strengthening the shelter response to humanitarian crises.

In order to effectively meet its global responsibilities, the GSC agreed to organize and coordinate its activities through a management approach that allows participation and at the same time streamlines decision making. The GSC management structure includes a Strategic Advisory Group (SAG), established for the first time at the 2012 GSC Meeting, which works to advance the cluster strategic direction, overall work plan, and advocacy. The SAG is composed of self-selecting agencies and institutions of the Global Shelter Cluster based on agreed criteria, and reports to the Global Shelter Cluster.

The newly established SAG developed and endorsed the first GSC Strategy for the period 2013-2017 (Annex 1), based on the consultation and priorities identified by GSC partners at the 2012 GSC

Meeting. The GSC Strategy 2013-2017 aims to more effectively meet the sheltering needs of populations affected by humanitarian crises, by strengthening the shelter response of humanitarian actors through leadership, coordination and accountability in the humanitarian shelter sector. The GSC Strategy includes three overarching strategic aims:

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

Evaluation objectives and scope

The objectives of the evaluation are to:

- Assess progress and achievements in the implementation of the GSC Strategy 2013-2017, including unintended results.
- Identify possible gap areas, including both expected results that have not been sufficiently achieved and issues that may have been missed in light of the changing context and humanitarian trends.
- Provide recommendations for adjustment and corrective action for the last year of implementation of the GSC Strategy 2013-2017.
- Provide recommendations for the GSC Strategy 2018-2022.

The primary unit of analysis is the GSC, as the network of partners with the shared objective of strengthening the shelter response to humanitarian crises. The scope focuses primarily on global level performance and results. The evaluation should center on the GSC activities in advancing the GSC Strategy. It includes country-level clusters only in assessing the role and function of the GSC in support of country-level shelter cluster deliverables. The period of analysis is 2013-2016.

Evaluation criteria and key questions

In meeting the objectives set out above, the evaluation will consider the following criteria and key questions:

Effectiveness and impact:

- To what extent have the strategic aims and results been achieved?
- What are the contributing and/or mitigating factors for achievement?
- What positive and negative changes, intended or unintended, have taken place as a result of the implementation of the GSC Strategy?

Efficiency:

- Did the actual, intended or unintended, results justify the costs incurred?
- Have the resources been spent as economically as possible?
- Did the activities overlap and duplicate other similar initiatives?

Relevance:

- Did the GSC Strategy goal, strategic aims and expected results reflect the needs and ambitions of GSC partners? To what extent did the GSC partners engage and participate in GSC activities?
- Should the priorities be changed or adjusted in light of new needs, policies and humanitarian trends (i.e. Transformative Agenda, Agenda for Humanity, WHS Commitments to Action, Habitat III).
- Was the GSC Strategy 2013-2017 too narrow or too broad? Is there anything it overlooked?

Evaluation outputs

1. An **inception note** (2-3 pages long) detailing the proposed methodology, data collection and reporting plans with draft data collection tools such as interview guides, a timeframe with dates for deliverables, and travel and logistical arrangements if applicable.
2. **Draft report** – A draft report, identifying key findings, conclusions, and recommendations will be submitted for review and feedback.
3. **Final report** – Concise, written report in English (20-25 pages long maximum) with key findings and recommendations and supporting information. The final report will contain a short executive summary and a main body of the report. Recommendations should be specific and feasible. This document should be of use for discussing the GSC experience in the implementation of its Strategy internally and also with key donors and other stakeholders, and address the objectives and areas of inquiry outlined above.
4. **Annexes** - Additional notes, summary of evaluation activities undertaken including interview guide, list of stakeholders interviewed, questionnaire or survey if applicable, visits conducted with dates, list of documents reviewed, timeline that captures the milestones regarding the implementation of the GSC Strategy, and any other supporting documentation as appropriate, as annexes to the report.

Methodology

The specific evaluation methodology will be further detailed in the inception note in close consultation between the evaluator and the GSC evaluation management team, but will draw upon the following methods:

1. **Desktop review:** Review of available documentation, relevant background documents and records, reports, and any relevant sources of secondary data.
2. **Key informant interviews:** with key stakeholders, including GSC SAG members, GSC partners and donors, OCHA, and others as relevant.
3. **Focus Group Discussion:** with SAG members during SAG Retreat – to be confirmed after SAG’s approval of the SAG Retreat agenda.

Other methods, such as a possible online survey or focus group discussions, will be detailed in an inception note to be developed by the consultant, as time and capacity allows.

An initial draft report will be prepared for a **review process**, which should occur within 1 week of submittal of the draft report to the evaluation management team, and will involve the following stakeholders in the following order:

1. **Days 1-2 of review process:** the evaluation management team to check content is in line with TOR and standards.

2. **Days 3-7 of review process:** GSC SAG agencies and other stakeholders participating in the evaluation.

The review process will be followed to ensure stakeholder input while maintaining the integrity and independence of the report according to the following criteria:

- **Inaccuracy.** Inaccuracies are factual, supported with undisputable evidence, and therefore should be corrected in the evaluation report itself.
- **Clarifications.** A clarification is additional, explanatory information to what the evaluator provided in the report. It is the evaluators' decision whether to revise their report according to a clarification.
- **Difference of opinion.** A difference of opinion does not pertain to the findings (which are factual), but to the conclusions and/or recommendations. These may be expressed to the evaluator during the review process. It is the evaluator's decision whether to revise their report according to a difference of opinion.

The **external evaluator** will provide an independent, objective perspective as well as technical expertise to the evaluation, and will be the primary author of the evaluation report. S/he should not have been involved or have a vested interest in the GSC activities being evaluated, and will be hired in accordance with the IFRC procedure for the contracting of consultants, through a transparent recruitment process, based on their professional experience, competence, ethics and integrity for this evaluation. It is expected that the evaluator will be able to conduct a reliable and informed assessment of the implementation of the GSC Strategy that has legitimacy and credibility with stakeholders.

Timeframe

This assignment is for a maximum of 30 working days, during the period up to December 31, 2016.

Management of consultancy

An **evaluation management team** comprised of the GSC SAG co-chairs and one SAG member representative will oversee the evaluation. The evaluation management team will provide the required briefing to the consultant, provide backstop support in dealing with any questions the consultant may have regarding the scope and content of the evaluation, facilitate information and background documentation required to gather data and analysis, and monitor progress of the evaluation to ensure timely completion. Communications with the consultant will be held as required.

Annex 3 List of Consultations

No	First Name	Last Name	Organisation
1.	Leenne	Marshall	Australian Red Cross
2.	Ben	Webster	British Red Cross (Head of Emergencies)
3.	Alyson	Lewis	British Red Cross (Head Technical)
4.	Amelia	Rule	CARE International
5.	Loretta	Hieber-Gerardet	Chief, Inter-Cluster Coordination, OCHA
6.	Wan	Sophonpanich	Cluster Coordinator Ethiopia, IOM
7.	Rita	Petralba	Cluster Coordinator, Bangladesh, Swedish Red Cross
8.	Kenneth	Chulley	Cluster Coordinator, CAR
9.	Edward	Benson	Cluster Coordinator, Myanmar, UNHCR
10.	Fiona	Kelling	Cluster Coordinator, Palestine, NRC
11.	Nadia	Carlevaro	Cluster Coordinator, Syria, UNHCR
12.	Igor	Chantefort	Cluster Coordinator, Ukraine, UNHCR
13.	Xavier	Genot	Cluster/Sector Lead, Haiti, IOM
14.	Renee	Wynveen	Co-Coordinator, Ukraine People In Need (PIN)
15.	Seki	Hirano	CRS
16.	Chiara Jasna	Vaccaro	Danish Refugee Council (DRC)
17.	Steven	Corliss	Director Division of Programme Support and Management, UNHCR
18.	Pablo	Medina	Deputy Global Cluster Coordinator, IFRC
19.	Miguel	Urquia	Deputy Global Cluster Coordinator, UNHCR
20.	Julien	Mulliez	DfID
21.	Vincent	Houver	Director, IOM
22.	Raf	Rosvelds	Donor Relations (ECHO), UNHCR
23.	Christian	Gaad	DRC, Head of Emergencies
24.	Matthew	Sayer	ECHO
25.	Denis	Heidebroek	ECHO, Technical Adviser
26.	Klaus	Palkovits	Former CC, Austrian Red Cross, IFRC
27.	Margo	Baars	Former Cluster Coordinator, IOM
28.	Graham	Saunders	Former Global Cluster Coordinator, IFRC
29.	Vincent	Annoni	GFP Assessment, Monitoring, REACH/IMPACT
30.	Gregg	McDonald	GFP Coordination UNHCR
31.	Davide	Nicolini	GFP Coordination UNHCR
32.	Tom	Bamforth	GFP Coordination, IFRC
33.	joseph	ashmore	GFP Coordination, IOM and Head of Shelter
34.	Bo	Hurkmans	GFP IM UNHCR
35.	Neil	Bauman	GFP IM, IFRC
36.	Neil	Bauman	GFP IM, IFRC, Shelter Adviser Canadian Red Cross
37.	Cecilia	Braedt	GFP Technical Coordination, IFRC/Luxembourg Red Cross
38.	Carolina	Cordero-Scales	GFP Technical Coordination, NRC
39.	Petya	Boevska	Global Support Team, ECHO Manager, UNHCR

No	First Name	Last Name	Organisation
40.	Shirin	Narymbaeva	Global Support Team, IFRC
41.	Jake	Zarins	Habitat For Humanity International
42.	Ela	Serdaroglu	Head of Shelter, Global Cluster Coordinator, IFRC
43.	Brett	Moore	Head of Shelter, Global Cluster Coordinator, UNHCR
44.	Luca	Pupulin	IMPACT
45.	Antonella	VITALE	Independent
46.	Maggie	Stevenson	Independent
47.	Sara	Davidson	Independent
48.	Shaun	Scales	Independent (former Global Shelter Cluster Coordinator, UNHCR)
49.	Caroline	Dewast	Independent, Former CC IFRC
50.	David	Hodgkin	Independent, Former CC IOM/IFRC
51.	Jan-Willem	Wegdam	Independent, Former CC, IOM
52.	Jim	Kennedy	Independent, Former IOM/IFRC/HCR CC
53.	Hilmi	Mohamed	InterAction
54.	Neil	Brighton	NRC
55.	Marek	Stys	People In Need (PIN)
56.	Chareles	Kelly	Proact Alliance
57.	Harriette	Purchas	RedR UK
58.	Anna	Pont	RFP (Former) UNHABITAT
59.	Judy	Burnside-Lawry	RMIT University, Melbourne
60.	Tom	Corsellis	Shelter Centre
61.	Darren	Moss	ShelterBox
	Dave	Ray	Shelterbox
62.	David	Evans	UN-HABITAT
63.	Chuck	Setchel	USAID/OFDA
64.	Garry	Conille	USG, IFRC
65.	Jason	Hepps	Whole of Syria Coordinator, Shelter/CCCM/Protection
66.	Brenda	Rose	World Vision International

Annex 4 GSC Strategy Survey Respondent Profiles

Global Shelter Cluster Strategy Survey - Respondent Profiles

1. Which type of organisation do you work for?

Answer Options	Response Percent	Response Count
Government	2.8%	6
NGO	51.4%	111
Red Cross/Crescent	13.0%	28
UN	19.9%	43
Donor	6.5%	14
Other	6.5%	14
<i>skipped question</i> 2		

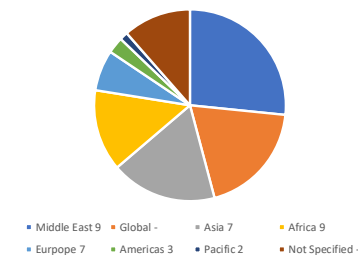
3. Which category of Shelter Cluster Partner are You?

Type of Respondent	Response Percent	Response Count
Country Level- Cluster Coordinator/Information Manager	22.9%	50
Country Level - Shelter - Government	2.3%	5
Country Level - Shelter Cluster Partner	29.8%	65
Country Level - Donor	3.2%	7
Global Shelter Cluster - SAG Member	7.8%	17
Global Shelter Cluster - Partner	15.1%	33
Global Shelter Cluster - Global Focal	4.6%	10
Global Shelter Cluster - Donor	3.7%	8
Other	10.6%	23
<i>skipped question</i> 0		

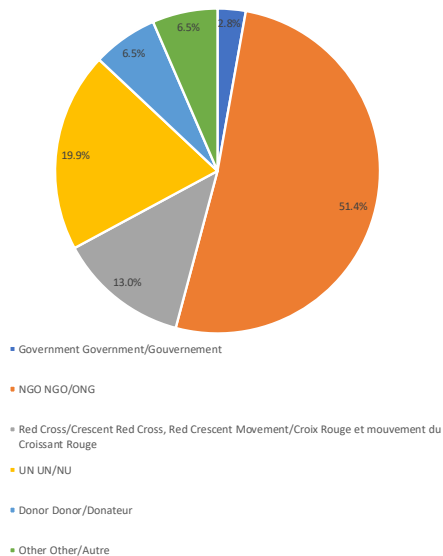
Country	No	Region
GLOBAL	41	Global
Not Indicated	25	Not Indicated
YE - Yemen	20	Mid East
SD - Sudan	17	Africa
PS - West Bank/Gaza	15	Mid East
PK - Pakistan	10	Asia
AF - Afghanistan	8	Asia
MM - Myanmar	8	Asia
SY - Syria	8	Mid East
TR - Turkey	6	Mid East (Support)
BD - Bangladesh	5	Asia
IQ - Iraq	5	Mid East
NP - Nepal	5	Asia
CH - Switzerland	4	Europe
NG - Nigeria	4	Africa
GR - Greece	3	Europe
HT - Haiti	3	Americas
BE - Belgium	2	Europe
CD - Congo, DR	2	Africa
ET - Ethiopia	2	Africa
FJ - Fiji	2	Pacific
GB - United Kingdom	2	Europe
JO - Jordan	2	Mid East
PH - Philippines	2	Asia
UA - Ukraine	2	Europe
US - United States	2	Americas
AU - Australia	1	Pacific
BI - Burundi	1	Africa
CA - Canada	1	Americas
CF - Central African Republic	1	Africa
GL - Greenland	1	Europe
ID - Indonesia	1	Asia
IR - Iran	1	Mid East
LB - Lebanon	1	Mid East
ML - Mali	1	Africa
Mondial	1	Global
SK - Slovakia	1	Europe
SO - Somalia	1	Africa
TD - Chad	1	Africa

Region	Countries	Respondents	%
Middle East	9	58	23
Global	-	42	16
Asia	7	39	15
Africa	9	30	12
Europe	7	15	6
Americas	3	6	2
Pacific	2	3	1
Not Specified	-	25	10
Total		218	

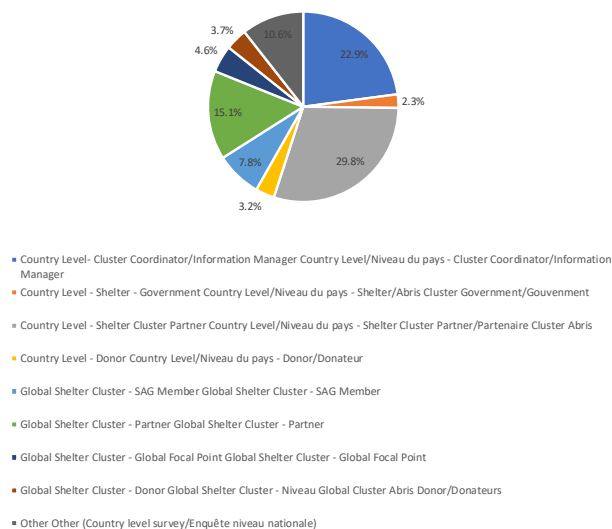
Regional Location of Respondents



Survey Respondents



Type of Respondent



Annex 5 GSC Priorities 2012-2017

	Survey Priorities (<i>noted in the year for which they were to be prioritized</i>)	Priorities Document
2012	NA	<ol style="list-style-type: none"> 1. Assessment impact of humanitarian shelter 2. Predictability in shelter cluster resources 3. HLP Support 4. Enhanced coherence of Shelter clusters
2013	NA	<ol style="list-style-type: none"> 1. Enhanced coherence of Shelter clusters 2. Engagement with local and national actors 3. Accountability – IM systems, strategy development, evaluation 4. Shelter in Recovery 5. Regulatory Barriers (HLP)
2014	NA	<ol style="list-style-type: none"> 1. Accountability – IM systems, strategy development, evaluation 2. Shelter in Recovery 3. Regulatory Barriers (HLP) 4. Outreach & Capacity – partnerships, training 5. Technical & Innovation (added by SAG)
2015	<ol style="list-style-type: none"> 1. Addressing recovery issues 2. Rapid Mechanism for the assessment of needs and distribution of NFIs 3. Addressing preparedness 4. Lack of govt counterpart 5. Knowledge of Shelter principles 	No specific priorities document; no priorities mentioned in SAG Retreat of Dec 2014 nor in minutes of 2014 GSC Annual Meeting
2016	<ol style="list-style-type: none"> 1. Engagement of National Actors 2. Rapid Mechanism for the assessment of needs and distribution of NFIs 3. Addressing recovery issues 4. Addressing preparedness 5. Knowledge of Shelter principles, solutions and standards 	<ol style="list-style-type: none"> 1. Engagement of National Actors 2. Rapid Mechanism for the assessment of needs and distribution of NFIs 3. Addressing recovery 4. Addressing preparedness 5. Knowledge of Shelter principles, solutions and standards 6. Cash & Coordination (added by Annual Meeting/SAG)
2017 ²³	<ol style="list-style-type: none"> 1. More predictable funding for shelter operations 2. More predictable funding for shelter coordination 3. Harmonized data collection 4. Increased coordination at sub-national level 5. HLP 	No specific priorities document; no specific priorities mentioned in GSC Annual Meeting 2016, SAG Retreat of Dec 2016

²³ Changes were made in how results were presented, making clear definition of 5 priorities challenging.

Annex 6 Mapping of Organisational Involvement in the SAG and Working Groups

Org No	Organisation	SAG 2013	SAG 2014	SAG 2015	SAG 2016	SAG 2017	Working Group
Academic, Capacity Building							
1	CRA Terre						
2	Oxford Brookes University						Accountability
3	RMIT University, Melbourne						
4	Shelter Centre						Accountability Coherence Reg Barriers
5	RedR UK						
Donors							
1	ECHO						
2	DFID						
3	USAID/OFDA						Shelter Projects
4	SDC						
Operational Agencies							
1	Architecture Sans Frontières						
2	Australian Red Cross		Y	Y			
3	Canadian Red Cross						Outreach & Capacity
4	CARE International	Y	Y	Y	Y	Y	Accountability Coherence GBV in Shelter Predictable Resource Mobilisation Recovery Shelter & Cash Shelter Projects Technical/Innov
5	CRS				Y	Y	Coherence NFI Shelter & Cash Shelter Projects
6	Danish Refugee Council (DRC)						Construction Stds NFI Shelter Projects
7	German Red Cross						
8	Habitat For Humanity Internat	Y	Y	Y	Y	Y	Accountability Coherence Recovery Reg Barriers Shelter & Cash Shelter Projects
9	IFRC	Y	Y	Y	Y	Y	Accountability Americas Coord Coherence Construction Std NFI Practices Predictable RM Outreach & Cap Recovery Reg Barriers Shelter and Cash State of HS&S Shelter Projects
10	IMPACT/ACTED	Y	Y	Y	Y	Y	Accountability Predictable RM NFI
11	InterAction		Y	Y	Y	Y	Accountability Recovery
12	International Medical Corps						NFI
13	IOM	Y	Y	Y	Y	Y	Accountability Coherence Construction Std GBV in Shelter NFI Predictable RM Reg Barriers Shelter & Cash Shelter Projects
14	Medair (Switzerland)						
15	Norwegian Red Cross						Shelter & Cash
16	NRC	Y	Y	Y	Y	Y	Accountability Coherence Reg Barriers Technical/Innov Shelter & Cash Shelter Projects
17	People In Need (PIN)						
18	Proact Alliance						
19	Save the Children				Y	Y	Construction Std Shelter & Cash Shelter & GBV
20	ShelterBox						Shelter & Cash
21	Swedish Red Cross						
22	Swiss Red Cross						
23	UN-HABITAT		Y	Y	Y	Y	Accountability Americas Coord Coherence Outreach & Cap Predictable RM Recovery
24	UNHCR-Global	Y	Y	Y	Y	Y	Accountability NFI Practices Predictable RM Reg Barriers Shelter & Cash State of HS&S Shelter Projects
25	UNICEF						Construction Std NFI Reg Barriers Shelter Projects
26	World Vision International	Y	Y	Y	Y	Y	Construction Std NFI Reg Barriers Shelter Projects

Annex 7 GSC Strategy Survey Results by Strategic Aims

Strategic Aim 1 - Responsive and Flexible Support to Country-Level Shelter Coordination Mechanisms																
Answer Options	Strongly disagree	Disagree	Somewhat disagree	Somewhat agree	Agree	Strongly agree	Don't know	Rating Average	Response Count	Rating Ave %	% Positive	% Agree/ Strongly Agree	%Disagree/ Stongly Disagree	% Don't know		
Coordination and Coordination Support																
21. Partners have similar experiences of services regardless of who is the Cluster lead agency.																
Cluster Coordinators, Global/Regional	2	5	10	7	9	8	4	4.0	45	66%	53%	38%	16%	9%		
Global Partners	4	8	5	9	8	7	4	3.7	45	62%	53%	33%	27%	9%		
Country Level Partners	2	7	9	10	28	11	8	4.3	75	72%	65%	52%	12%	11%		
4. There is a single GSC surge capacity system (Global Focal Points, Regional/Roving Focal Points and rosters), regardless of which agency is leading the country level cluster.																
Cluster Coordinators, Global/Regional	1	3	2	12	17	9	1	4.5	45	76%	84%	58%	9%	2%		
Global Partners	1	8	1	9	13	10	4	4.3	46	72%	70%	50%	20%	9%		
Country Level Partners	3	4	4	10	30	20	5	4.7	76	78%	79%	66%	9%	7%		
5. Country levels clusters can call upon GSC for any type of shelter technical support eg HLP, Technical, Cash, Environment.																
Cluster Coordinators, Global/Regional	1	0	1	9	18	15	1	4.9	45	82%	93%	73%	2%	2%		
Global Partners	0	3	2	8	16	7	9	4.6	45	77%	69%	51%	7%	20%		
Country Level Partners	1	1	1	3	10	13	6	5.0	35	84%	74%	66%	6%	17%		
8. Technical support for emergency preparedness and contingency planning is available from the GSC.																
Cluster Coordinators, Global/Regional	1	0	2	5	16	17	3	5.1	44	85%	86%	75%	2%	7%		
Global Partners	0	4	2	12	15	8	3	4.5	44		80%	52%	9%	7%		
Country Level Partners	NA	NA	NA	NA	NA	NA	NA									
Assesment																
9. An agreed approach to assessments exists for the shelter cluster in-country.																
Cluster Coordinators, Global/Regional	1	3	4	13	14	8	0	4.4	43	73%	81%	51%	9%	0%		
Global Partners	0	3	4	11	15	9	1	4.5	43	76%	81%	56%	7%	2%		
Country Level Partners	3	7	6	12	31	14	3	4.4	76	74%	75%	59%	13%	4%		
10. Assessment surge capacity from the GSC is available for deployment to support country assessments.																
Cluster Coordinators, Global/Regional	1	2	2	11	19	7	3	4.6	45	76%	82%	58%	7%	7%		
Global Partners	NA	NA	NA	NA	NA	NA	NA	0%								
Country Level Partners	NA	NA	NA	NA	NA	NA	NA	0%								
66. Assessment methodology has been endorsed by the GSC.																
Cluster Coordinators, Global/Regional	NA	NA	NA	NA	NA	NA	NA									
Global Partners	0	1	1	10	8	8	12	4.8	40	79%	65%	40%	3%	30%		
Country Level Partners	NA	NA	NA	NA	NA	NA	NA									
Private Sector																
6. Private sector resources have been facilitated by the Shelter Cluster to support the Shelter sector response.																
Cluster Coordinators, Global/Regional	1	7	2	11	10	6	8	4.1	45	68%	60%	36%	18%	18%		
Global Partners	4	9	4	7	10	4	6	3.6	44	60%	48%	32%	30%	14%		
Country Level Partners	6	13	11	20	11	4	11	3.4	76	57%	46%	20%	25%	14%		
7. A mechanism is in place to access resources of the private sector globally.																
Cluster Coordinators, Global/Regional	0	9	4	3	11	3	15	3.8	45	64%	38%	31%	20%	33%		
Global Partners	3	7	3	6	12	3	11	3.8	45	63%	47%	33%	22%	24%		
Country Level Partners	NA	NA	NA	NA	NA	NA	NA									
Pooled Funds																
11. Guidance on transparent and inclusive access to pooled funds is available.																
Cluster Coordinators, Global/Regional	1	2	5	8	15	9	4	4.5	44	75%	73%	55%	7%	9%		
Global Partners	2	4	4	6	20	3	6	4.2	45	70%	64%	51%	13%	13%		
Country Level Partners	2	4	4	17	29	9	11	4.4	76	74%	72%	50%	8%	14%		

Answer Options	Strongly disagree	Disagree	Somewhat disagree	Somewhat agree	Agree	Strongly agree	Don't know	Rating Average	Response Count	Rating Ave %	% Positive	% Agree/ Strongly Agree	%Disagree/ Stongly Disagree	% Don't know
12. There is transparency and inclusivity in accessing pooled funds.														
Cluster Coordinators, Global/Regional	1	2	3	13	16	6	4	4.4	45	74%	78%	49%	7%	9%
Global Partners	2	4	3	10	12	4	7	4.1	42	68%	62%	38%	14%	17%
Country Level Partners	2	3	5	20	24	9	13	4.4	76	73%	70%	43%	7%	17%
Learning														
13. The GSC Support Team are available to support country level learning. L'équipe de soutien de la CAG est disponible pour appuyer l'apprentissage au niveau des pays.														
Cluster Coordinators, Global/Regional	1	0	1	7	16	18	2	5.1	45	85%	91%	76%	2%	4%
Global Partners	NA	NA	NA	NA	NA	NA	NA							
Country Level Partners	2	4	6	14	26	9	14	4.4	75	73%	65%	47%	8%	19%
14. Evaluations at country level are carried out on a regular basis.														
Cluster Coordinators, Global/Regional	1	3	3	8	21	5	4	4.5	45	74%	76%	58%	9%	9%
Global Partners	0	1	3	15	13	7	5	4.6	44	76%	80%	45%	2%	11%
Country Level Partners	NA	NA	NA	NA	NA	NA	NA							
15. Learning is disseminated from country evaluations. L'apprentissage (les leçons) est diffusé à partir des évaluations par pays														
Cluster Coordinators, Global/Regional	0	3	7	12	14	4	5	4.2	45	70%	67%	40%	7%	11%
Global Partners	1	4	4	14	8	8	4	4.2	43	71%	70%	37%	12%	9%
Country Level Partners	2	7	5	20	27	10	4	4.3	75	72%	76%	49%	12%	5%
Recovery and Early Recovery														
16. Country clusters can access recovery advisers via the GSC.														
Cluster Coordinators, Global/Regional	0	2	3	7	16	6	11	4.6	45	77%	64%	49%	4%	24%
Global Partners	0	2	3	8	14	6	11	4.6	44	76%	64%	45%	5%	25%
Country Level Partners	3	5	3	15	22	6	21	4.2	75	70%	57%	37%	11%	28%
17. Early recovery guidance is available to coordination teams.														
Cluster Coordinators, Global/Regional	0	2	2	13	17	5	6	4.5	45	76%	78%	49%	4%	13%
Global Partners	1	3	5	12	14	6	4	4.3	45	72%	71%	44%	9%	9%
Country Level Partners	NA	NA	NA	NA	NA	NA	NA							
Participation of Local Actors														
18. Decentralised coordination structures are in place at sub-national level.														
Cluster Coordinators, Global/Regional	1	2	1	11	18	8	2	4.6	43	77%	86%	60%	7%	5%
Global Partners	NA	NA	NA	NA	NA	NA	NA							
Country Level Partners	2	7	5	12	28	12	9	4.4	75	73%	69%	53%	12%	12%
19. Key documents are translated into locally used languages. Les documents clés sont traduits dans des langues locales														
Cluster Coordinators, Global/Regional	2	4	1	17	12	5	4	4.2	45	70%	76%	38%	13%	9%
Global Partners	NA	NA	NA	NA	NA	NA	NA							
Country Level Partners	6	8	6	18	18	9	9	3.9	74	66%	61%	36%	19%	12%
20. National partners are well represented in coordination fora. Les partenaires nationaux sont bien représentés dans les forums de coordination														
Cluster Coordinators, Global/Regional	0	1	3	12	24	3	0	4.6	43	76%	91%	63%	2%	0%
Global Partners	NA	NA	NA	NA	NA	NA	NA							
Country Level Partners	2	3	10	16	24	17	1	4.5	73	75%	78%	56%	7%	1%

Strategic Aim 2 - An effective and well-functioning Global Shelter Cluster

Answer Options	Strongly disagree	Disagree	Somewhat disagree	Somewhat agree	Agree	Strongly agree	Don't know	Rating Average	Response Count	Rating Ave %	% Positive	% Agree/ Strongly Agree	%Disagree/ Stongly Disagree	% Don't know
GSC Partnership and Governance														
24. As a partner of the GSC you feel that activities of the GSC are open and inclusive.														
Cluster Coordinators, Global/Regional	1	0	1	2	18	14	1	5.2	37	86%	92%	86%	3%	3%
Global Partners	0	1	2	11	22	7	0	4.7	43	79%	93%	67%	2%	0%
Country Level Partners	NA	NA	NA	NA	NA	NA	NA							
25. The GSC partners represent the most important global shelter actors.														
Cluster Coordinators, Global/Regional	0	1	0	3	19	12	3	5.2	38	86%	89%	82%	3%	8%
Global Partners	0	2	2	8	23	6	1	4.7	42	78%	88%	69%	5%	2%
Country Level Partners	NA	NA	NA	NA	NA	NA	NA							
26. The GSC has ensured the participation of the emerging humanitarian actors at global level.														
Cluster Coordinators, Global/Regional	0	0	1	6	16	8	6	5.0	37	83%	81%	65%	0%	16%
Global Partners	0	2	4	13	13	5	5	4.4	42	73%	74%	43%	5%	12%
Country Level Partners	NA	NA	NA	NA	NA	NA	NA							
27. GSC governance structures (SAG, Annual meeting) are effective in setting strategy for the GSC.														
Cluster Coordinators, Global/Regional	0	0	0	6	18	5	8	5.0	37	83%	78%	62%	0%	22%
Global Partners	0	1	3	11	16	6	6	4.6	43	77%	77%	51%	2%	14%
Country Level Partners	NA	NA	NA	NA	NA	NA	NA							
28. GSC management structure (Global Support Team, Working Groups, Communities of Practice) are open to the participation of all cluster partners.														
Cluster Coordinators, Global/Regional	1	0	1	4	17	11	3	5.0	37	84%	86%	76%	3%	8%
Global Partners	0	2	1	10	21	5	3	4.7	42	78%	86%	62%	5%	7%
Country Level Partners	NA	NA	NA	NA	NA	NA	NA							
23. Shelter Partners know what to expect from coordination teams.														
Cluster Coordinators, Global/Regional	0	1	3	12	23	5	1	4.6	45	77%	89%	62%	2%	2%
Global Partners	NA	NA	NA	NA	NA	NA	NA							
Country Level Partners	2	7	3	21	30	8	3	4.3	74	72%	80%	51%	12%	4%
Innovation														
29. The Shelter Cluster has an innovation culture, engaging in new programming approaches (eg cash, mobile data collection) to improve shelter response.														
Cluster Coordinators, Global/Regional	0	2	0	8	17	11	0	4.9	38	82%	95%	74%	5%	0%
Global Partners	0	0	4	17	12	6	3	4.5	42	75%	83%	43%	0%	7%
Country Level Partners	2	4	7	18	27	11	0	4.4	69	73%	81%	55%	9%	0%
Technical Standards														
30. Technical standards, indicators policies etc have been agreed by the GSC.														
Cluster Coordinators, Global/Regional	0	0	1	8	17	10	1	5.0	37	83%	95%	73%	0%	3%
Global Partners	0	3	4	12	12	7	4	4.4	42	74%	74%	45%	7%	10%
Country Level Partners	NA	NA	NA	NA	NA	NA	NA							
31. Technical standards, indicators policies etc are consistently applied by the GSC.														
Cluster Coordinators, Global/Regional	0	2	2	7	17	5	5	4.6	38	77%	76%	58%	5%	13%
Global Partners	0	3	4	12	12	7	4	4.4	42	74%	74%	45%	7%	10%
Country Level Partners	NA	NA	NA	NA	NA	NA	NA							
32. Technical standards, indicators, policies etc are consistently applied by the Shelter Cluster at country level.														
Cluster Coordinators, Global/Regional	0	1	1	13	14	7	2	4.7	38	78%	89%	55%	3%	5%
Global Partners	1	3	6	18	10	1	3	3.9	42	65%	69%	26%	10%	7%
Country Level Partners	4	4	4	18	22	14	4	4.4	70	73%	77%	51%	11%	6%

Answer Options	Strongly disagree	Disagree	Somewhat disagree	Somewhat agree	Agree	Strongly agree	Don't know	Rating Average	Response Count	Rating Ave %	% Positive	% Agree/ Strongly Agree	%Disagree/ Stongly Disagree	% Don't know
Knowledge Management														
33. The GSC website is your first 'port-of-call' information portal for your humanitarian shelter response needs.														
Cluster Coordinators, Global/Regional	0	1	2	7	18	10	0	4.9	38	82%	92%	74%	3%	0%
Global Partners	0	4	5	15	11	4	1	4.2	40	69%	75%	38%	10%	3%
Country Level Partners	2	8	10	16	18	6	10	4.0	70	66%	57%	34%	14%	14%
34. The GSC website is your primary portal for finding information on country clusters.														
Cluster Coordinators, Global/Regional	0	3	0	6	19	10	0	4.9	38	81%	92%	76%	8%	0%
Global Partners	0	3	3	10	14	10	1	4.6	41	77%	83%	59%	7%	2%
Country Level Partners	3	9	4	13	21	8	9	4.1	67	68%	63%	43%	18%	13%
22. The Coordination Tool kit is kept up to date.														
Cluster Coordinators, Global/Regional	0	3	2	8	16	7	9	4.6	45	77%	69%	51%	7%	20%
Global Partners	NA	NA	NA	NA	NA	NA	NA							
Country Level Partners	NA	NA	NA	NA	NA	NA	NA							
Capacity														
35. GSC training and capacity building is consistent regardless of who is carrying out the training.														
Cluster Coordinators, Global/Regional	0	0	2	7	14	6	7	4.8	36	80%	75%	56%	0%	19%
Global Partners	0	3	4	5	8	5	17	4.3	42	72%	43%	31%	7%	40%
Country Level Partners	NA	NA	NA	NA	NA	NA	NA							
36. It is important that the GSC has a common understanding on overall capacity of the Shelter Sector (they should prioritise it?).														
Cluster Coordinators, Global/Regional	1	0	2	5	13	14	3	5.0	38	84%	84%	71%	3%	8%
Global Partners	0	0	2	6	16	18	0	5.2	42	87%	95%	81%	0%	0%
Country Level Partners	NA	NA	NA	NA	NA	NA	NA							
Working with Others														
37. The GSC plays an active role in engaging with IASC activities and other clusters to improve overall response.														
Cluster Coordinators, Global/Regional	1	0	0	4	16	7	10	5.0	38	83%	71%	61%	3%	26%
Global Partners	0	3	2	14	7	7	6	4.4	39	73%	72%	36%	8%	15%
Country Level Partners	NA	NA	NA	NA	NA	NA	NA							
38. The Shelter Cluster plays an active role in engaging with other clusters to improve response.														
Cluster Coordinators, Global/Regional	1	0	0	7	18	8	3	4.9	37	82%	89%	70%	3%	8%
Global Partners	0	4	5	10	10	8	4	4.4	41	73%	68%	44%	10%	10%
Country Level Partners	1	6	7	11	30	12	2	4.5	69	75%	77%	61%	10%	3%
39. The GSC has facilitated shelter actors coming together and pooling resources.														
Cluster Coordinators, Global/Regional	1	0	0	5	20	7	4	4.9	37	82%	86%	73%	3%	11%
Global Partners	0	1	4	10	15	7	4	4.6	41	77%	78%	54%	2%	10%
Country Level Partners	1	5	6	12	24	10	10	4.4	68	74%	68%	50%	9%	15%
40. Work within the Shelter sector is complementary and does not duplicate.														
Cluster Coordinators, Global/Regional	1	1	1	13	15	5	2	4.5	38	75%	87%	53%	5%	5%
Global Partners	0	3	4	14	16	5	0	4.4	42	73%	83%	50%	7%	0%
Country Level Partners	NA	NA	NA	NA	NA	NA	NA							
41. The division of roles and responsibilities with other clusters is clear.														
Cluster Coordinators, Global/Regional	1	2	2	11	14	6	2	4.5	38	75%	82%	53%	8%	5%
Global Partners	1	2	6	13	15	5	1	4.3	43	71%	77%	47%	7%	2%
Country Level Partners	2	4	5	11	32	11	4	4.5	69	76%	78%	62%	9%	6%

Strategic Aim 3 - Increased recognition of the shelter and settlements sector as an essential component of the humanitarian response, through enhanced advocacy and communication

Answer Options	Strongly disagree	Disagree	Somewhat disagree	Somewhat agree	Agree	Strongly agree	Don't know	Rating Average	Response Count	Rating Ave %	% Positive	% Agree/ Strongly Agree	%Disagree/ Strongly Disagree	% Don't know
1. Profile of the Shelter Sector														
42. The importance of emergency shelter response in my organisation has improved over the last 4 years.														
Cluster Coordinators, Global/Regional	1	1	1	3	10	13	6	5.0	35	84%	74%	66%	6%	17%
Global Partners	0	1	2	7	17	11	2	4.9	40	82%	88%	70%	3%	5%
Country Level Partners	1	3	3	9	27	19	7	4.9	69	81%	80%	67%	6%	10%
43. The importance of emergency shelter response in field settings (and its impact on other sectors - health, livelihoods, protection etc and not just as a recovery sector) has improved over the last 4 years.														
Cluster Coordinators, Global/Regional	1	1	1	3	15	9	5	4.9	35	82%	77%	69%	6%	14%
Global Partners	0	3	3	9	19	6	0	4.6	40	76%	85%	63%	8%	0%
Country Level Partners	1	3	4	10	34	14	3	4.7	69	79%	84%	70%	6%	4%
45. Advocacy and communication on emergency shelter issues with governments and humanitarian stakeholders has increased in the last 4 years.														
Cluster Coordinators, Global/Regional	0	1	2	9	15	5	3	4.7	35	78%	83%	57%	3%	9%
Global Partners	0	3	1	12	15	3	5	4.4	39	74%	77%	46%	8%	13%
Country Level Partners	1	6	3	17	20	10	11	4.4	68	73%	69%	44%	10%	16%
46. Available shelter communications and advocacy materials has been used at country level to support raising the profile of emergency shelter.														
Cluster Coordinators, Global/Regional	1	1	1	5	22	3	2	4.7	35	78%	86%	71%	6%	6%
Global Partners	NA	NA	NA	NA	NA	NA	NA							
Country Level Partners	1	7	7	21	19	4	10	4.1	69	68%	64%	33%	12%	14%
44. There has been an increase in the number of donors interested to fund emergency shelter.														
Cluster Coordinators, Global/Regional	2	1	4	9	9	1	9	4.0	35	66%	54%	29%	9%	26%
Global Partners	1	2	10	6	10	4	7	4.0	40	67%	50%	35%	8%	18%
Country Level Partners	5	2	8	16	14	5	19	3.9	69	66%	51%	28%	10%	28%
47. There is a better overall understanding of shelter sector capacity and resource needs at country level than 4 years ago.														
Cluster Coordinators, Global/Regional	0	2	1	5	16	8	2	4.8	34	81%	85%	71%	6%	6%
Global Partners	0	1	1	10	14	8	5	4.8	39	80%	82%	56%	3%	13%
Country Level Partners	NA	NA	NA	NA	NA	NA	NA							
48. The development of Country Fact Sheets has been helpful to communicate on shelter sector capacity and resource needs at country level.														
Cluster Coordinators, Global/Regional	0	0	1	6	15	7	5	5.0	34	83%	82%	65%	0%	15%
Global Partners	0	0	2	9	14	7	7	4.8	39	80%	77%	54%	0%	18%
Country Level Partners	1	3	4	13	27	12	8	4.6	68	77%	76%	57%	6%	12%
2. Settlements Approach, Integrated Programming														
49. There is a common understanding in the shelter sector of the 'settlement approach'.														
Cluster Coordinators, Global/Regional	0	4	4	8	10	4	5	4.2	35	70%	63%	40%	11%	14%
Global Partners	2	6	4	11	12	3	2	3.9	40	65%	65%	38%	20%	5%
Country Level Partners	3	7	13	13	21	6	5	4.0	68	66%	59%	40%	15%	7%
50. There is a significantly increased understanding of the settlement approach in the broader humanitarian sector.														
Cluster Coordinators, Global/Regional	0	1	2	9	13	4	5	4.6	34	76%	76%	50%	3%	15%
Global Partners	3	4	7	9	11	4	2	3.9	40	64%	60%	38%	18%	5%
Country Level Partners	2	10	13	15	23	3	3	3.8	69	64%	59%	38%	17%	4%
51. There is increased integration of emergency shelter response through stronger linkages with other sectors.														
Cluster Coordinators, Global/Regional	0	1	1	7	21	2	3	4.7	35	78%	86%	66%	3%	9%
Global Partners	1	0	4	14	10	8	2	4.5	39	75%	82%	46%	3%	5%
Country Level Partners	1	6	10	19	23	6	3	4.2	68	69%	71%	43%	10%	4%
52. It usually makes sense when shelter has been combined with CCCM cluster at country level.														
Cluster Coordinators, Global/Regional	1	4	3	5	9	7	4	4.3	33	72%	64%	48%	15%	12%
Global Partners	2	3	3	11	7	10	4	4.3	40	72%	70%	43%	13%	10%
Country Level Partners	0	6	3	12	27	11	9	4.6	68	76%	74%	56%	9%	13%

Answer Options	Strongly disagree	Disagree	Somewhat disagree	Somewhat agree	Agree	Strongly agree	Don't know	Rating Average	Response Count	Rating Ave %	% Positive	% Agree/ Strongly Agree	%Disagree/ Stongly Disagree	% Don't know
3. NFIs														
53. There is broad understanding in the Global Shelter Cluster of its role in the coordination of NFIs.														
Cluster Coordinators, Global/Regional	0	0	2	11	17	2	2	4.6	34	77%	88%	56%	0%	6%
Global Partners	NA	NA	NA	NA	NA	NA	NA							
Country Level Partners	NA	NA	NA	NA	NA	NA	NA							
54. There is broad understanding in the Shelter Cluster at country level of its role in the coordination of NFIs.														
Cluster Coordinators, Global/Regional	1	0	0	5	21	7	1	4.9	35	82%	94%	80%	3%	3%
Global Partners	0	2	3	8	18	8	1	4.7	40	78%	85%	65%	5%	3%
Country Level Partners	0	3	5	11	31	16	2	4.8	68	80%	85%	69%	4%	3%
4. Recovery and Early Recovery (Linked with SA1 Recovery and Early recovery)														
55. Shelter Cluster objectives in Flash Appeals and relevant Humanitarian Response Plans reflect a continuum approach (shelter needs across phases of response to recovery)														
Cluster Coordinators, Global/Regional	1	0	3	6	18	3	3	4.6	34	76%	79%	62%	3%	9%
Global Partners	2	1	8	5	13	5	5	4.2	39	70%	59%	46%	8%	13%
Country Level Partners	1	2	5	15	30	9	6	4.6	68	76%	79%	57%	4%	9%
56. The Global Shelter Cluster has provided guidance on a continuum approach (relief to development).														
Cluster Coordinators, Global/Regional	0	0	2	9	18	2	4	4.6	35	77%	83%	57%	0%	11%
Global Partners	2	2	5	11	13	4	3	4.2	40	69%	70%	43%	10%	8%
Country Level Partners	0	7	8	13	25	4	12	4.2	69	70%	61%	42%	10%	17%
Private Sector (Linked with SA1 on Private Sector)														
57. The Shelter Sector has taken advantage of relevant shelter tools and training from outside of the humanitarian sector.														
Cluster Coordinators, Global/Regional	0	2	3	10	10	1	9	4.2	35	70%	60%	31%	6%	26%
Global Partners	1	5	6	8	5	6	8	3.9	39	66%	49%	28%	15%	21%
Country Level Partners	2	9	3	16	22	1	14	3.9	67	66%	58%	34%	16%	21%
58. The shelter sector provides a clearer career path for professionals coming from the private or development sector than 4 years ago.														
Cluster Coordinators, Global/Regional	0	3	3	13	8	1	7	4.0	35	67%	63%	26%	9%	20%
Global Partners	2	4	6	6	9	3	10	3.8	40	64%	45%	30%	15%	25%
Country Level Partners	4	7	4	11	20	3	20	3.9	69	65%	49%	33%	16%	29%

Annex 8 Overview of GSC Support Team and Mainstreaming (MS) Over Time

Support Team	2011	Level of Mainstreaming	2012	Level of Mainstreaming	2013-14	Level of Mainstreaming	2015-16	Level of Mainstreaming	2017-18	Level of Mainstreaming ²⁴
Cluster Coordinators	2 (50%) HCR, IFRC Before 2011 HCR CC 30% dedicated	Both fully mainstreamed	2 (50%) HCR, IFRC	Both fully mainstreamed	2 (50%) HCR, IFRC	Both fully mainstreamed	2 (50%) HCR, IFRC	Both fully mainstreamed	2 (50%)	Both fully mainstreamed
Deputy Cluster Coordinators	HCR - 1 IFRC - 1	HCR: 100% IFRC: ?	HCR - 1 IFRC - 1	HCR:100% IFRC: ?	HCR - 1 IFRC - 1	HCR: 1 - 100% mainstreamed IFRC: 15% mainstreamed/ cost recovery	HCR - 1 (90%) IFRC - 1	HCR: 1 - 100% mainstreamed IFRC: 1 - 100% mainstreamed/ cost recovery	HCR - 1 (90%) IFRC - 1	HCR: 1 - 100% mainstreamed IFRC: 1 - 100% mainstreamed/ cost recovery
GFP Coordination	HCR: 0 IFRC:1	HCR: NA IFRC: ?	HCR: 1 IFRC:1	HCR: 0% IFRC: ?	HCR: 2 IFRC: 1 IOM: 1	HCR: 2 - 100% mainstreamed IFRC: 1- 50% mainstreamed	HCR:2-100%, 90% IFRC: 1 x 100% IOM: 1 - 50%	HCR: 100%, 60% mainstreamed IFRC: 50% MS/ cost recovery IOM: 50% MS/ cost recovery	2-100%,90% 1 x 80% 1x50%	2: 100% mainstreamed 1: 50% MS 1: 50% MS
GFP IM	IFRC - 1 - 80% + assistant	IFRC: ?	IFRC - 1 - 80% + assistant	IFRC: ?	%HCR: 1 assistant IFRC: - 1 - 80%	HCR: 100 IFRC: 50% MS/Co-funding	HCR: 1 - 90% IFRC: 1 - 80%	HCR: 100% MS IFRC: 65% MS/Co-funding	1 - 90% 1 - 80%	100% MS 65% MS/Co-funding
Regional Focal Points for Coordination	HCR: 0 IFRC: ?	HCR: 100% IFRC: ?	HCR: 0 IFRC: ?	IFRC: ?	IFRC - 1 ACTED - 1 NRC - 1 UNHABITAT - 1 ARC - 1	IFRC - 50% mainstreamed	IFRC : 2-100%, 90% UNHABITAT - 1	IFRC - 50% MS/ Cost Rec UNHABITAT - 50% MS/ Cost Rec	1 - 50% 1 - 50%	1 - 50% MS/ Cost Recovery 1- 65% MS/Co-funding
GFP Assessment, Monitoring, Evaluation	-	-	-	-	IMPACT - 1 (80%)	-	IMPACT: 1 - 50%	IMPACT - 40% MS/ Co-Funding	1- 40%	1 - 50% Co-funding
GFP Technical Coordination	-	-	-	-	-	-	HCR/NRC : 1 (1 mth) IFRC/LRC: 1 (1 mth)	HCR/NRC: 90% MS/Co-funding IFRC/LRC: 100% MS/ Co-funding	1 1	100% MS/Co-funding 1 - 50% mainstreaming
Roving Snr Cluster Coordinator	-	-	-	-	-	-	HCR: 2 - 50%	-	2 - 50%	:2- 70% mainstreamed
Roving IM	-	-	-	-	-	-	-	-	1 - 50% 1 - 50%	none
GFP - Communications & Advocacy	-	-	-	-	CarteONG - 1	-	-	-	-	-
GFP – Social Inclusion	-	-	-	-	Cancelled	-	-	-	-	-
GSC Associate	-	-	-	-	-	-	IFRC - 1	IFRC -100% MS/ Cost Rec	IFRC - 1 - 100%	IFRC -50% MS/ Cost Rec
ECHO Grant Manager	-	-	-	-	HCR: 1	-	HCR: 1	-	HCR: 1	-

eg 2015-15 HCR:2-100%, 90%; Level of Mainstreaming HCR: 100%, 60% mainstreamed means there were two positions, one at 100% and the other 90% dedicated; the first position is 100% mainstreamed and the second at 60%

²⁴ At the time of writing, it is yet to be decided which agency will take on what role, so mainstreaming levels are indicative, and largely not attributed to an agency

Annex 9A Overview of Agency Leadership of Clusters 2011-2017

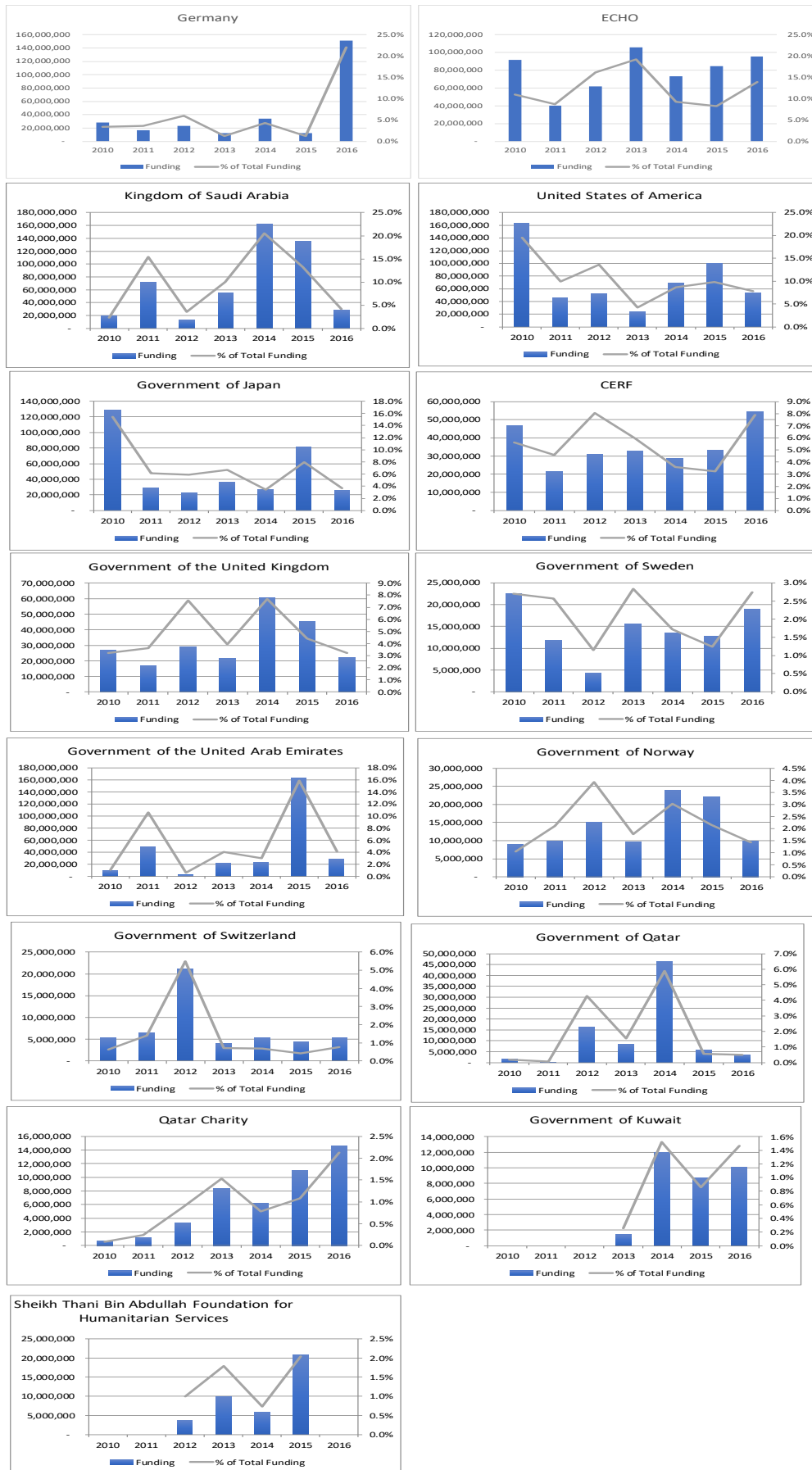
	2011		2012		2013		2014		2015		2016		2017	
Agency	No	%	No	%	No	%	No	%	No	%	No	%	No	%
UNHCR	9	64	8	53	9	50	11	52	11	44	11	42	11	46
IFRC	3	21	5	33	4	22	4	19	7	28	7	27	6	25
IOM	1	7	1	7	4	22	4	19	4	16	4	15	3	13
Unicef	1	7	1	7	1	6	1	5	1	4	1	4	1	4
HFH	-		-		-	-	0	0	1	4	2	8	2	8
NRC	-		-		-	-	1	5	1	4	1	4	1	4
TOTALS	14		15		18		21		25		26		24	
Regions	No	%	No	%	No	%	No	%	No	%	No	%	No	%
Africa	7	50	6	40	10	56	9	43	11	44	11	42	11	44
Americas	1	7	2	13	1	6	2	10	2	8	2	8	1	4
Pacific	-	-	2	13	-	-	1	5	2	8	3	12	3	12
MENA	3	21	2	13	2	11	4	19	4	16	4	15	4	16
Europe	-	-	-	-	-	-	1	5	1	4	1	4	1	4
Asia	3	21	3	20	5	28	4	19	5	20	5	19	5	20
TOTALS	14		15		18		21		25		26		25	
Category	No	%	No	%	No	%	No	%	No	%	No	%	No	%
Conflict	10	71	9	60	11	61	14	67	13	52	15	58	15	60
Complex	-	-	1	7	3	17	4	19	5	20	3	12	3	12
Natural	4	29	5	33	4	22	3	14	7	28	8	31	7	28
TOTALS	14		15		18		21		25		26		25	

Annex 9B Evaluations During the Strategy Period

Year	Country
2013	Mozambique
	Fiji
	Mali
2014	Philippines
	Pakistan
	Somalia
	South Sudan
2015	Vanuatu
	Ukraine
	Philippines
2016	Nepal
	Ethiopia
Total	12

Agency Evaluation Lead	No (%)
IFRC	6 (50%)
UNHCR	3 (25%)
IOM	3 (25%)

Annex 11 Donor Support to Shelter Analysis



Annex 9C Funding Received by Shelter Agencies 2016 and 5-Year Average as per the Financial Tracking System.

Shelter Funding (Appeal and Non-Appeal) 2016 (FTS April 2016)

Family agencies have not all been joined together)

	Appealing agency top org.	Contribution
	Total:	646,380,588
1	International Organization for Migration	115,145,490
2	Deutsche Gesellschaft für Internationale Zusammenarbeit	66,194,282
3	Bilateral (affected government)	65,165,714
4	United Nations High Commissioner for Refugees	62,392,889
5	Norwegian Refugee Council	45,464,253
6	United Nations Relief and Works Agency for Palestine Refugees in the Near East	35,360,783
7	United Nations Children's Fund	26,397,237
	Various Recipients (details not yet provided)	23,040,906
8	Red Crescent Society of the United Arab Emirates	21,776,395
9	Danish Refugee Council	19,971,323
10	Mercy Corps	14,455,671
11	Save the Children	11,456,385
12	Agency for Technical Cooperation and Development	7,906,326
	NGOs (details not yet provided)	7,324,935
13	German Red Cross	7,305,180
14	Deutsche Welthungerhilfe e.V. (German Agro Action)	5,891,184
15	Dorcas Aid International	5,810,022
16	CARE International	5,685,034
17	United Nations Development Programme	5,664,058
18	Adventist Development and Relief Agency	5,307,005
19	International Rescue Committee	5,254,049
20	OXFAM Netherlands (NOVIB)	4,143,611
21	United Nations Human Settlements Programme (UN-HABITAT)	4,096,498
22	MEDAIR	3,740,432
23	International Federation of Red Cross and Red Crescent Societies	3,641,597
24	Islamic Relief Worldwide	3,229,557
25	ACT Alliance	2,815,051
26	Premiere Urgence	2,733,316
27	Kuwaiti Yemeni Relief	2,494,226
28	Plan International	2,246,252
29	International Committee of the Red Cross	2,232,432
30	Arbeiter-Samariter-Bund Deutschland e.V	2,020,408
31	World Vision International	1,957,516
32	Arche Nova E.V. - Initiative for People in Need	1,941,030
33	Qatar Red Crescent Society	1,850,661
34	Action Contre la Faim	1,682,819
35	People in Need	1,680,787
36	Caritas Germany (DCV)	1,664,866
37	Development and Peace	1,532,567
38	Luxembourg Red Cross	1,398,623
39	The Humanitarian Forum Yemen	1,332,629
40	Greek Orthodox Patriarchate of Antioch and all of the East	1,295,013
41	Red Cross Society of China	1,200,000
42	Concern Worldwide	1,190,523
43	Christoffel-Blindenmission	1,165,919
44	ZOA	1,160,239
45	Charitable Society for Social Welfare	1,119,859
46	Association pour le développement social et la sauvegarde de l'environnement	1,055,922
47	Al Mamoura Humanitarian Establishment	906,109
48	Mission East	890,809
49	Stichting ZOA	872,900
50	Muslim Aid	796,178

Shelter Funding (Total - Appeal and Non-Appeal): 2012, 2013, 2014, 2015, 2016 (April 2017)

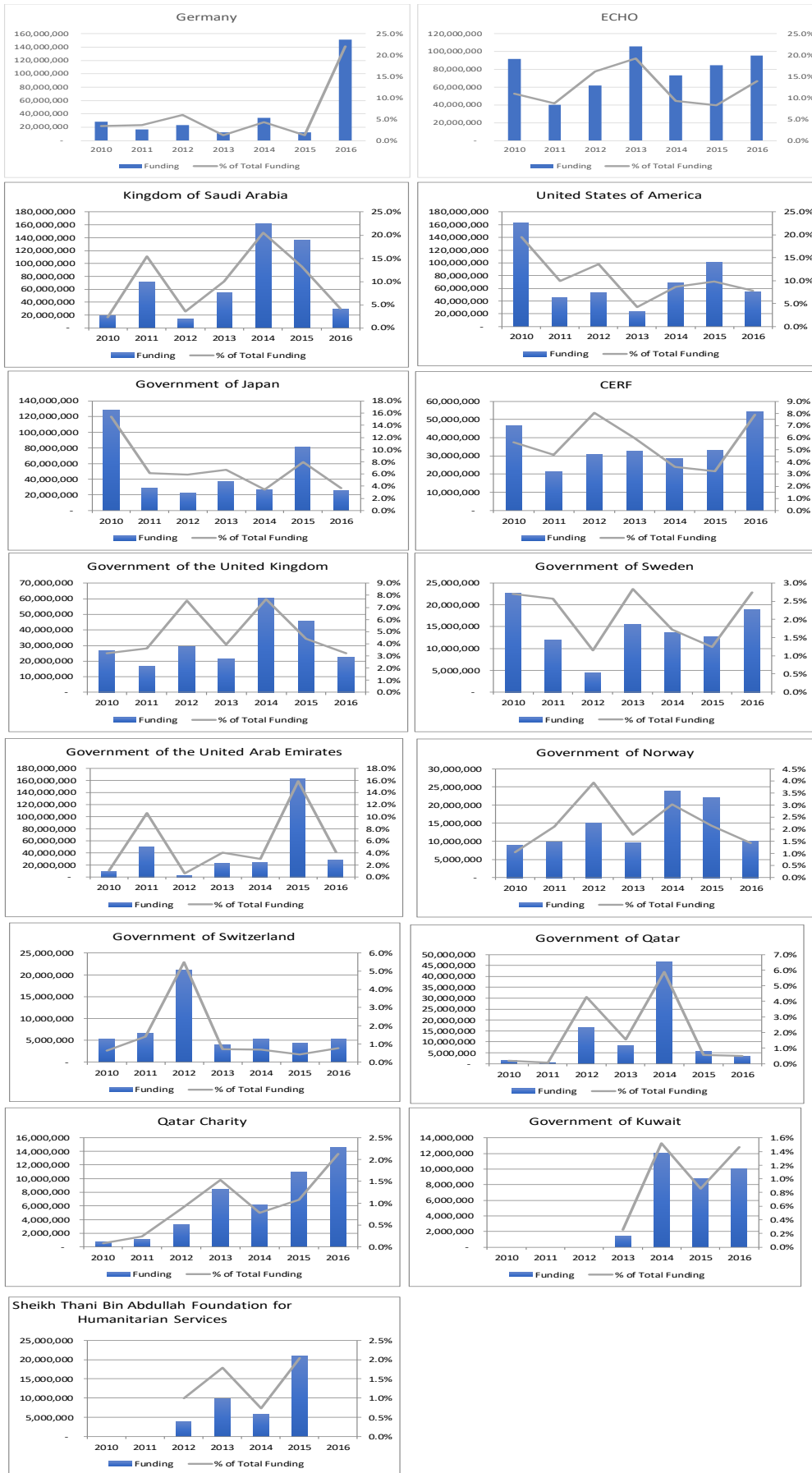
	Appealing agency top org.	Contribution
	Total:	3,390,845,688
1	United Nations High Commissioner for Refugees	619,016,433
2	International Organization for Migration	544,580,654
	Various Recipients (details not yet provided)	351,120,897
3	United Nations Relief and Works Agency for Palestine Refugees in the Near East	249,316,482
4	Norwegian Refugee Council	178,650,477
5	Red Crescent Society of the United Arab Emirates	160,423,823
	Bilateral (affected government)	140,403,531
6	United Nations Children's Fund	104,491,867
7	Danish Refugee Council	77,087,239
8	Deutsche Gesellschaft für Internationale Zusammenarbeit	67,604,899
9	United Nations Human Settlements Programme (UN-HABITAT)	53,482,873
10	Qatar Red Crescent Society	51,251,026
11	IHH-Humanitarian Relief Foundation, Turkey	44,178,650
12	United Nations Development Programme	41,629,142
13	Save the Children	36,124,078
14	Mercy Corps	32,609,851
15	CARE International	31,757,527
	NGOs (details not yet provided)	26,433,375
16	International Federation of Red Cross and Red Crescent Societies	25,506,234
17	Catholic Relief Services	25,179,211
18	Khalifa Bin Zayed Al Nahyan Foundation	24,468,865
19	ACT Alliance	24,397,758
20	Agency for Technical Cooperation and Development	21,134,634
21	Concern Worldwide	18,970,117
22	World Vision International	18,778,253
23	Plan International	18,539,322
24	International Committee of the Red Cross	18,062,577
25	Oxfam/Community Aid Abroad/Intermon/Novib	17,567,463
26	Caritas Germany (DCV)	17,443,062
27	Deutsche Welthungerhilfe e.V. (German Agro Action)	16,470,381
28	Adventist Development and Relief Agency	14,768,245
29	Premiere Urgence	10,213,304
30	GOAL	10,108,665
31	International Rescue Committee	9,404,352
32	MEDAIR	8,756,751
33	German Red Cross	8,683,395
34	Danish Red Cross	8,077,730
35	Peace Winds Japan	7,808,353
36	People in Need	7,515,673
37	Médecins sans Frontières	6,816,627
38	Kimse Yok Mu Solidarity Foundation	6,711,900
39	Action Contre la Faim	6,692,059
40	Handicap International	6,672,457
41	Islamic Relief Worldwide	6,559,260
42	ZOA	6,451,245
43	Health And Nutrition Development Society	6,295,707
44	Dorcas Aid International	5,810,022
45	INTERSOS Humanitarian Aid Organization	4,816,729
46	Luxembourg Red Cross	4,720,508
47	Food & Agriculture Organization of the United Nations	4,603,644
48	Medical Emergency Relief International	4,347,826
49	Arbeiter-Samariter-Bund Deutschland e.V	4,299,496
	UN Agencies (details not yet provided)	4,209,455
50	OXFAM Netherlands (NOVIB)	4,143,611

Annex 10 Funding Requested and Funding Received, Inside and Outside of Humanitarian Response Plans for the Last 10 Years

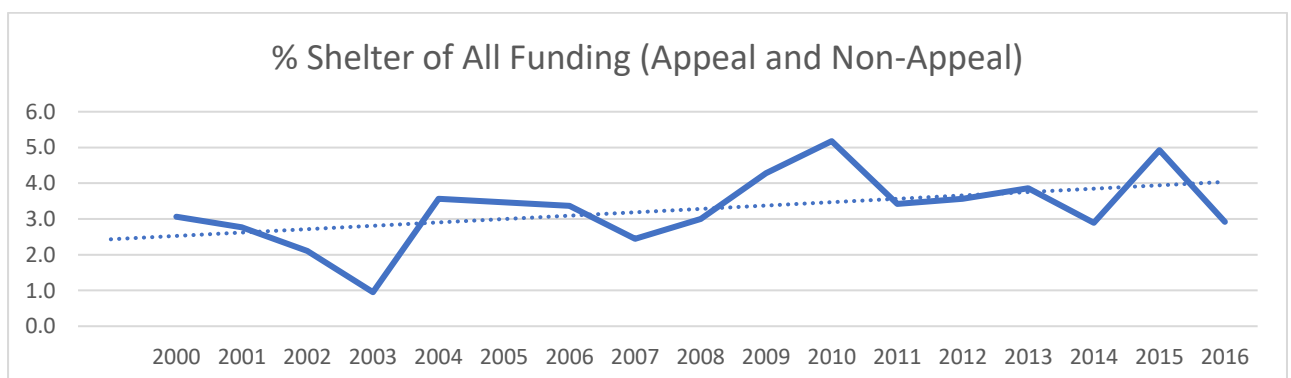
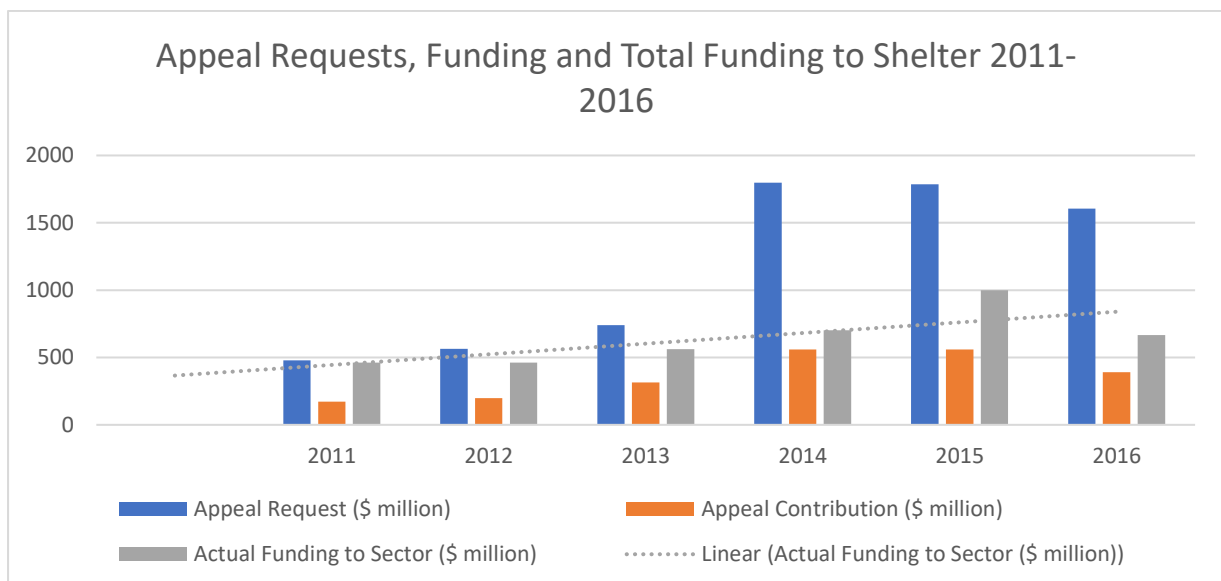
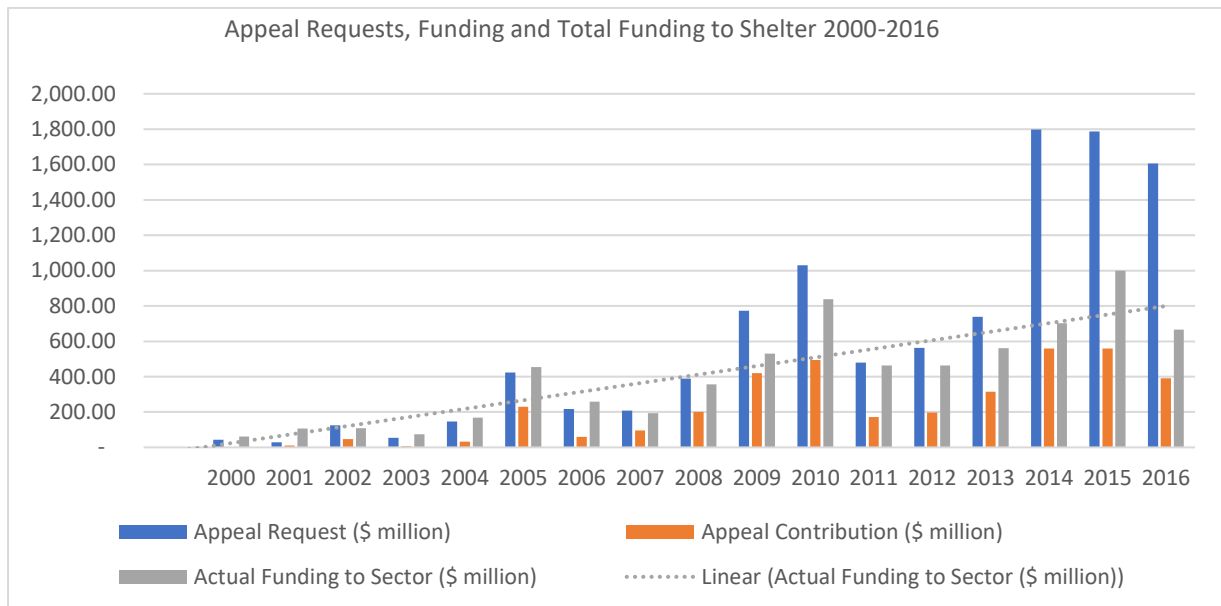
Year	Inside response plan/appeal (US\$)	Outside response plan/appeal (US\$)	Total Funding (US\$)	% Outside Appeal
2006	3,460,470,646	4,201,929,180	7,662,399,826	55
2007	3,718,861,110	4,191,983,456	7,910,844,566	53
2008	5,156,992,408	6,703,431,409	11,860,423,817	57
2009	6,983,609,060	5,405,708,706	12,389,317,766	44
2010	7,237,360,207	8,944,895,208	16,182,255,415	55
2011	5,641,216,864	7,881,659,430	13,522,876,294	58
2012	5,739,934,666	7,229,305,952	12,969,240,618	56
2013	8,327,414,494	6,210,384,772	14,537,799,266	43
2014	10,836,177,903	13,452,089,151	24,288,267,054	55
2015	10,740,871,877	9,576,167,735	20,317,039,612	47
2016	11,160,813,236	11,291,247,270	22,452,060,506	50

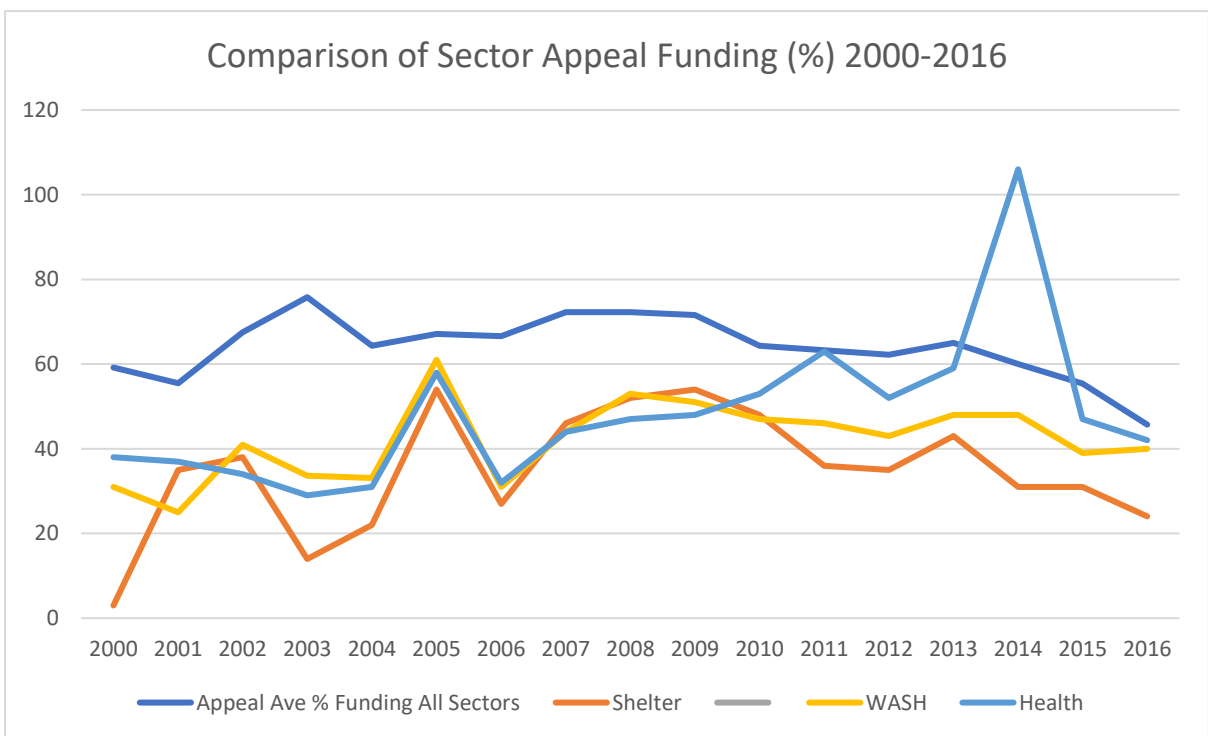
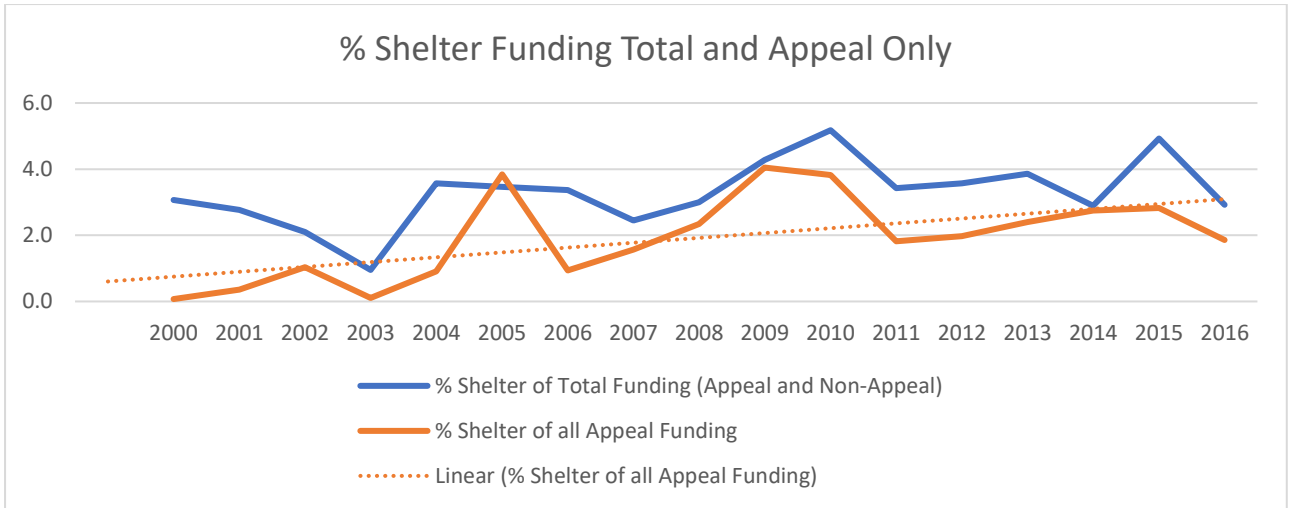
Source (Financial Tracking System)

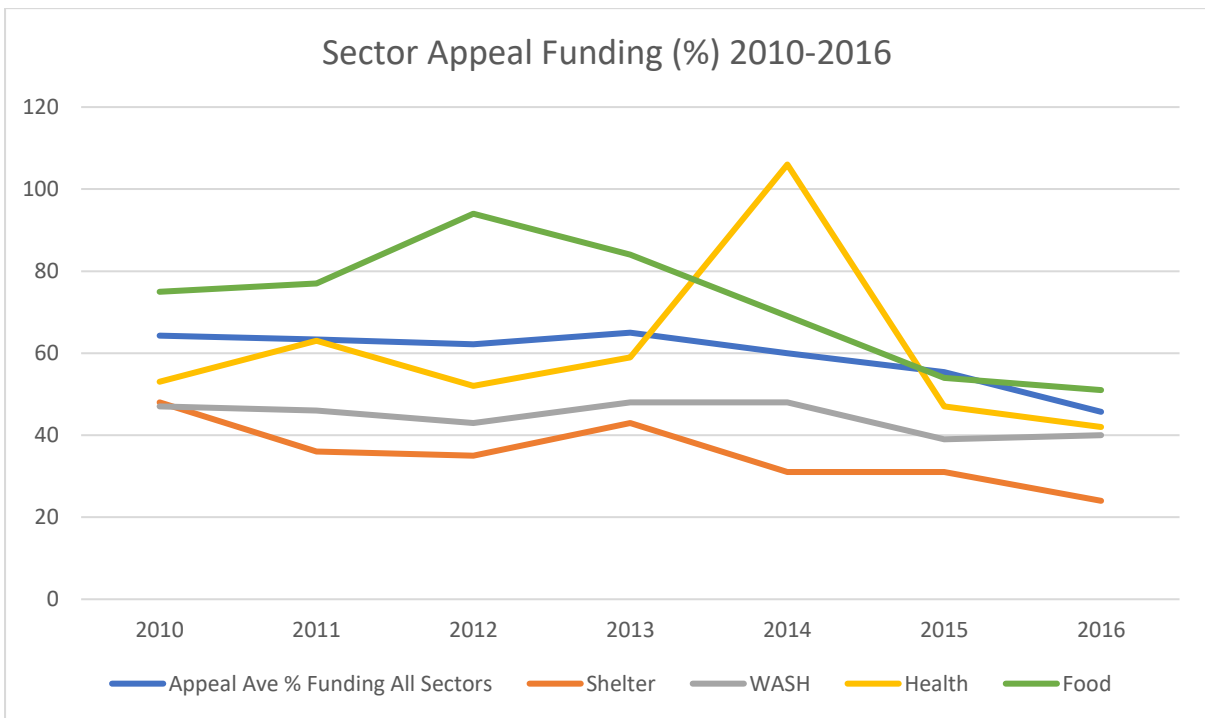
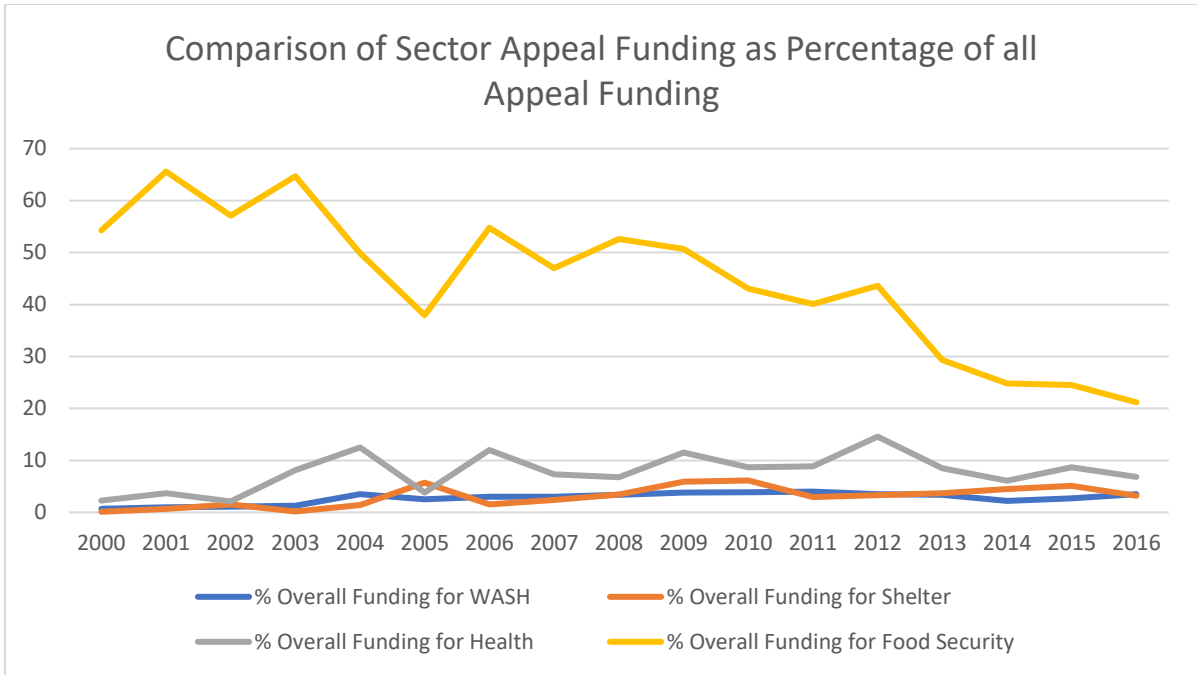
Annex 1 | Donor Support to Shelter - Analysis



Annex 12 Financial Tracking Services (FTS) Funding Data for Shelter







Top Donors for Shelter and NFI 2010

	Organization	Amount	
1	United States of America, Government of	163,581,385	19.6%
2	Japan, Government of	128,871,836	15.4%
3	ECHO	91,767,511	11.0%
4	United Nations High Commissioner for Refugees	73,563,442	8.8%
5	Central Emergency Response Fund	46,871,334	5.6%
6	Private (individuals & organizations)	38,515,418	4.6%
7	Germany, Government of	28,190,570	3.4%
8	United Kingdom, Government of	26,917,677	3.2%
9	Democratic Republic of the Congo Humanitarian Fund	25,357,411	3.0%
10	Sweden, Government of	22,635,677	2.7%
11	Saudi Arabia (Kingdom of), Government of	19,299,692	2.3%
12	Haiti Humanitarian Fund	16,422,798	2.0%
13	Australia, Government of	14,389,266	1.7%
14	Denmark, Government of	10,566,596	1.3%
15	Canada, Government of	9,537,394	1.1%
16	United Arab Emirates, Government of	9,006,266	1.1%
17	Sudan Humanitarian Fund	8,976,170	1.1%
18	Norway, Government of	8,810,232	1.1%
19	Italy, Government of	7,474,752	0.9%
20	Belgium, Government of	6,077,058	0.7%
21	Kids in Distressed Situations	6,000,000	0.7%
22	African Development Bank	5,505,066	0.7%
23	Switzerland, Government of	5,267,718	0.6%
24	Pakistan Humanitarian Fund	4,499,521	0.5%
25	China, Government of	4,416,148	0.5%
26	Afghanistan ERF (until 2014)	4,047,577	0.5%
27	France, Government of	3,711,450	0.4%
28	Disasters Emergency Committee (UK)	3,366,668	0.4%
29	Fondation de France	2,969,213	0.4%
30	Russian Federation, Government of	2,196,821	0.3%
31	Canadian Red Cross Society	1,991,896	0.2%
32	Brazil, Government of	1,908,015	0.2%
33	Mexico, Government of	1,776,923	0.2%
34	Ireland, Government of	1,679,988	0.2%
35	Spain, Government of	1,569,044	0.2%
36	Turkey, Government of	1,567,568	0.2%
37	Qatar, Government of	1,565,934	0.2%
38	Finland, Government of	1,517,966	0.2%
39	Indonesia ERF (until 2014)	1,493,166	0.2%
40	United Nations Children's Fund	1,461,871	0.2%
41	Austrian Red Cross	1,461,679	0.2%
42	ArcelorMittal Foundation	1,000,000	0.1%
43	British Red Cross	882,881	0.1%
44	Catholic Relief Services	869,139	0.1%
45	Agenzia Italiana Risposta Emergenze	819,000	0.1%
46	Poland, Government of	811,811	0.1%
47	Finnish Red Cross	800,032	0.1%
48	Iraq Humanitarian Fund	708,287	0.1%
49	Qatar Charity	662,178	0.1%
50	Kinross	656,660	0.1%

Top Donors for Shelter and NFI 2011		
Organization	Amount	
1 Saudi Arabia (Kingdom of), Government of	71500000	15.4%
2 United Arab Emirates, Government of	49138334	10.6%
3 United States of America, Government of	45877931	9.9%
4 ECHO	40422096	8.7%
5 Japan, Government of	28530148	6.2%
6 Central Emergency Response Fund	21193626	4.6%
7 Germany, Government of	16753796	3.6%
8 United Kingdom, Government of	16752399	3.6%
9 Denmark, Government of	15093178	3.3%
10 Canada, Government of	12827748	2.8%
11 Sweden, Government of	11916599	2.6%
12 Norway, Government of	9793697	2.1%
13 Somalia Humanitarian Fund	9614687	2.1%
14 Democratic Republic of the Congo Humanitarian Fund	9060007	2.0%
15 European Commission	9000000	1.9%
16 United Nations Children's Fund	8914124	1.9%
17 Not specified	7051273	1.5%
18 Spain, Government of	6880556	1.5%
19 Switzerland, Government of	6549008	1.4%
20 South Sudan Humanitarian Fund	6402556	1.4%
21 Sudan Humanitarian Fund	6316562	1.4%
22 Pakistan Humanitarian Fund	5892523	1.3%
23 Russian Federation, Government of	5620000	1.2%
24 Finland, Government of	5107038	1.1%
25 Red Cross Society of China	4700000	1.0%
26 China, Government of	4566210	1.0%
27 Ethiopia Humanitarian Fund	3733375	0.8%
28 France, Government of	3446637	0.7%
29 Ireland, Government of	2986670	0.6%
30 Kazakhstan, Government of	2923149	0.6%
31 Australia, Government of	2079396	0.4%
32 Italy, Government of	1728772	0.4%
33 Korea, Republic of, Government of	1167697	0.3%
34 Bill and Melinda Gates Foundation	1100000	0.2%
35 Qatar Charity	1084701	0.2%
36 Luxembourg, Government of	1044157	0.2%
37 Afghanistan ERF (until 2014)	957997	0.2%
38 Austria, Government of	569003	0.1%
39 New Zealand, Government of	545414	0.1%
40 Poland, Government of	401662	0.1%
41 Netherlands, Government of	378308	0.1%
42 UNICEF National Committee/Netherlands	377643	0.1%
43 Turkey, Government of	370000	0.1%
44 Qatar, Government of	330912	0.1%
45 Rahma International-Social Reform Society	325000	0.1%
46 Private (individuals & organizations)	266994	0.1%
47 UNICEF National Committee/Germany	246680	0.1%
48 Uzbekistan, Government of	202107	0.0%
49 HEMCO	200000	0.0%
50 South Sudan ERF (until 2014)	184120	0.0%

Top Donors for Shelter and NFI 2012		
Organization	Amount	% All Shelter Funding
1 ECHO	62148750	16.2%
2 United States of America, Government of	52320356	13.6%
3 Central Emergency Response Fund	30968071	8.1%
4 United Kingdom, Government of	29103682	7.6%
5 Germany, Government of	23070073	6.0%
6 Japan, Government of	22675510	5.9%
7 Switzerland, Government of	21099202	5.5%
8 Qatar, Government of	16423470	4.3%
9 Norway, Government of	15124903	3.9%
10 Saudi Arabia (Kingdom of), Government of	13671227	3.6%
11 Somalia Humanitarian Fund	10011018	2.6%
12 Democratic Republic of the Congo Humanitarian Fund	9595361	2.5%
13 Private (individuals & organizations)	7880596	2.1%
14 European Commission	7080000	1.8%
15 South Sudan Humanitarian Fund	7015449	1.8%
16 Sudan Humanitarian Fund	5713273	1.5%
17 Denmark, Government of	4745548	1.2%
18 Sweden, Government of	4398530	1.1%
19 Ireland, Government of	4301438	1.1%
20 Sheikh Thani bin Abdullah Foundation for Humanitarian Services	3841196	1.0%
21 Qatar Charity	3318898	0.9%
22 Australia, Government of	2993389	0.8%
23 Canada, Government of	2588358	0.7%
24 Ethiopia Humanitarian Fund	2471699	0.6%
25 United Arab Emirates, Government of	2404913	0.6%
26 Spain, Government of	2365217	0.6%
27 Netherlands, Government of	2356738	0.6%
28 Italy, Government of	1549115	0.4%
29 Syrian Arab Republic Humanitarian Fund	1542150	0.4%
30 Luxembourg, Government of	1184549	0.3%
31 France, Government of	1123251	0.3%
32 Yemen Humanitarian Fund	763387	0.2%
33 Korea, Republic of, Government of	750000	0.2%
34 United Nations Development Programme	725260	0.2%
35 Austria, Government of	684687	0.2%
36 Poland, Government of	633005	0.2%
37 Afghanistan ERF (until 2014)	528603	0.1%
38 Danish Refugee Council	521799	0.1%
39 Lebanon Humanitarian Fund	497515	0.1%
40 Not specified	424418	0.1%
41 UNICEF National Committee/United Kingdom	317982	0.1%
42 Indonesia ERF (until 2014)	271785	0.1%
43 Jordan Humanitarian Fund	249280	0.1%
44 Arab Gulf Programme for United Nations Development Organizations	244833	0.1%
45 Belarus, Government of	241260	0.1%
46 Myanmar Humanitarian Fund	229772	0.1%
47 UNICEF National Committee/Switzerland	220929	0.1%
48 Central African Republic Humanitarian Fund	200000	0.1%
49 New Zealand, Government of	188964	0.0%
50 Czech Republic, Government of	166871	0.0%

Top Donors for Shelter and NFI 2013		
Organization	Amount	% All Shelter Funding
1 ECHO	105614069	19.3%
2 United Nations High Commissioner for Refugees	83128287	15.2%
3 Saudi Arabia (Kingdom of), Government of	55124669	10.1%
4 Japan, Government of	36851043	6.7%
5 Central Emergency Response Fund	32695291	6.0%
6 United States of America, Government of	23289520	4.2%
7 United Arab Emirates, Government of	22028658	4.0%
8 United Kingdom, Government of	21482067	3.9%
9 Germany, Government of	17394309	3.2%
10 Sweden, Government of	15500682	2.8%
11 Canada, Government of	10058204	1.8%
12 Sheikh Thani bin Abdullah Foundation for Humanitarian Services	9816697	1.8%
13 Norway, Government of	9649667	1.8%
14 Australia, Government of	9022114	1.6%
15 Qatar, Government of	8489898	1.5%
16 Qatar Charity	8385823	1.5%
17 Denmark, Government of	8325556	1.5%
18 Democratic Republic of the Congo Humanitarian Fund	6581652	1.2%
19 South Sudan Humanitarian Fund	5685788	1.0%
20 Private (individuals & organizations)	5269298	1.0%
21 Sudan Humanitarian Fund	5136937	0.9%
22 Somalia Humanitarian Fund	4663796	0.9%
23 Syrian Arab Republic Humanitarian Fund	4073222	0.7%
24 Switzerland, Government of	3953197	0.7%
25 Pakistan Humanitarian Fund	3606545	0.7%
26 Rahma International-Social Reform Society	2911000	0.5%
27 Belgium, Government of	2836198	0.5%
28 Luxembourg, Government of	2755999	0.5%
29 Afghanistan ERF (until 2014)	2306623	0.4%
30 European Commission	2232349	0.4%
31 Ireland, Government of	2109369	0.4%
32 International Organization for Migration	2105365	0.4%
33 France, Government of	1647018	0.3%
34 Austria, Government of	1628224	0.3%
35 Kuwait, Government of	1406807	0.3%
36 Kuwait Red Crescent Society	1277825	0.2%
37 Lebanon Humanitarian Fund	848391	0.2%
38 Yemen Humanitarian Fund	821367	0.1%
39 Poland, Government of	759956	0.1%
40 Not specified	757560	0.1%
41 Korea, Republic of, Government of	641207	0.1%
42 Ethiopia Humanitarian Fund	610323	0.1%
43 Solidarités International	584881	0.1%
44 Italy, Government of	568614	0.1%
45 United Nations Children's Fund	457999	0.1%
46 Iraq Humanitarian Fund	457420	0.1%
47 Spain, Government of	446930	0.1%
48 Central African Republic Humanitarian Fund	316428	0.1%
49 United Nations Human Settlements Programme (UN-HABITAT)	300000	0.1%
50 Zimbabwe ERF (until 2014)	250000	0.0%

Top Donors for Shelter and NFI 2014		
Organization	Amount	% All Shelter Funding
1 Saudi Arabia (Kingdom of), Government of	162185119	20.6%
2 ECHO	73360049	9.3%
3 United States of America, Government of	68382939	8.7%
4 United Kingdom, Government of	60439418	7.7%
5 Qatar, Government of	46373996	5.9%
6 Canada, Government of	43830086	5.6%
7 Germany, Government of	34095057	4.3%
8 Central Emergency Response Fund	28339214	3.6%
9 Japan, Government of	26816829	3.4%
10 Norway, Government of	23889535	3.0%
11 United Arab Emirates, Government of	23724832	3.0%
12 Private (individuals & organizations)	23624345	3.0%
13 South Sudan Humanitarian Fund	19447046	2.5%
14 Australia, Government of	15773999	2.0%
15 Sweden, Government of	13578702	1.7%
16 Kuwait, Government of	12000000	1.5%
17 Denmark, Government of	9569949	1.2%
18 Ireland, Government of	6898480	0.9%
19 Qatar Charity	6131522	0.8%
20 United Nations High Commissioner for Refugees	5926558	0.8%
21 Sheikh Thani bin Abdullah Foundation for Humanitarian Services	5748851	0.7%
22 Switzerland, Government of	5350112	0.7%
23 Austria, Government of	5311805	0.7%
24 Sudan Humanitarian Fund	5123919	0.6%
25 International Organization for Migration	4658604	0.6%
26 Netherlands, Government of	3950000	0.5%
27 Luxembourg, Government of	2969699	0.4%
28 Qatar Red Crescent Society	2961535	0.4%
29 Afghanistan ERF (until 2014)	2754129	0.3%
30 Turkey, Government of	2737192	0.3%
31 Central African Republic Humanitarian Fund	2559618	0.3%
32 Turkey Humanitarian Fund	2390462	0.3%
33 Yemen Humanitarian Fund	2080989	0.3%
34 France, Government of	1912264	0.2%
35 European Commission	1905483	0.2%
36 Rahma International-Social Reform Society	1828400	0.2%
37 Bahrain, Government of	1799975	0.2%
38 Somalia Humanitarian Fund	1681812	0.2%
39 China, Government of	1600000	0.2%
40 Korea, Republic of, Government of	1569955	0.2%
41 American Friends of UNRWA	1499499	0.2%
42 Italy, Government of	1474566	0.2%
43 Democratic Republic of the Congo Humanitarian Fund	1455738	0.2%
44 occupied Palestinian territory Humanitarian Fund	1233548	0.2%
45 Pakistan Humanitarian Fund	1200655	0.2%
46 Syrian Arab Republic Humanitarian Fund	1193832	0.2%
47 Mexico, Government of	1100000	0.1%
48 Namibia, Government of	1000000	0.1%
49 Pakistan, Government of	1000000	0.1%
50 Hong Kong Special Administrative Region of the People's Republic of China, Govt of	899743	0.1%

Top Donors for Shelter and NFI 2015		
Organization	Amount	% All Shelter Funding
1 United Arab Emirates, Government of	162471868	15.9%
2 Saudi Arabia (Kingdom of), Government of	135426188	13.2%
3 United States of America, Government of	100205266	9.8%
4 ECHO	84876765	8.3%
5 Japan, Government of	81184689	7.9%
6 Private (individuals & organizations)	66286765	6.5%
7 United Kingdom, Government of	45422757	4.4%
8 Central Emergency Response Fund	33291208	3.2%
9 Canada, Government of	23834106	2.3%
10 China, Government of	22584287	2.2%
11 Norway, Government of	22120399	2.2%
12 Sheikh Thani bin Abdullah Foundation for Humanitarian Services	20927865	2.0%
13 United Nations Children's Fund	16586693	1.6%
14 Denmark, Government of	13235135	1.3%
15 UNWRA	12823164	1.3%
16 Sweden, Government of	12710447	1.2%
17 Germany, Government of	12502051	1.2%
18 South Sudan Humanitarian Fund	11952261	1.2%
19 Qatar Charity	11002075	1.1%
20 Syrian Arab Republic Humanitarian Fund	10289009	1.0%
21 Islamic Development Bank	10000000	1.0%
22 Danish Refugee Council	9647168	0.9%
23 Kuwait, Government of	8748106	0.9%
24 Democratic Republic of the Congo Humanitarian Fund	8167872	0.8%
25 Australia, Government of	6608774	0.6%
26 Turkey Humanitarian Fund	6190911	0.6%
27 Qatar, Government of	5747548	0.6%
28 Ireland, Government of	5138492	0.5%
29 Yemen Humanitarian Fund	4363745	0.4%
30 Switzerland, Government of	4362949	0.4%
31 Afghanistan Humanitarian Fund	4184901	0.4%
32 Sudan Humanitarian Fund	4096474	0.4%
33 Czech Republic, Government of	3298767	0.3%
34 Iraq Humanitarian Fund	2883418	0.3%
35 Central African Republic Humanitarian Fund	2809260	0.3%
36 European Commission	2696352	0.3%
37 occupied Palestinian territory Humanitarian Fund	2491330	0.2%
38 Somalia Humanitarian Fund	2379565	0.2%
39 Italy, Government of	2262619	0.2%
40 Spain, Government of	2237719	0.2%
41 France, Government of	2076264	0.2%
42 Austria, Government of	1927353	0.2%
43 United Nations High Commissioner for Refugees	1917000	0.2%
44 Luxembourg, Government of	1785248	0.2%
45 Finland, Government of	1749521	0.2%
46 Not specified	1526010	0.1%
47 Belgium, Government of	1342282	0.1%
48 Rahma International-Social Reform Society	1217656	0.1%
49 Ethiopia Humanitarian Fund	1200000	0.1%
50 OPEC Fund for International Development	1200000	0.1%

Top Donors for Shelter and NFI 2016			
Organization	Amount	% All Shelter Funding	
1 Germany, Government of	151,468,967	22%	
2 ECHO	95,630,396	13.9%	
3 CERF	54,211,809	7.9%	
4 United States of America, Government of	53,776,604	7.8%	
5 Saudi Arabia (Kingdom of), Government of	28,732,176	4.2%	
6 United Arab Emirates, Government of	28,531,969	4.1%	
7 Japan, Government of	25,309,560	3.7%	
8 United Kingdom, Government of	22,183,148	3.2%	
9 United Nations Children's Fund	20,618,322	3.0%	
10 Sweden, Government of	18,867,822	2.7%	
11 Iraq Humanitarian Fund	18,582,575	2.7%	
12 Netherlands, Government of	16,955,174	2.5%	
13 Yemen Humanitarian Fund	16,490,960	2.4%	
14 Qatar Charity	14,642,405	2.1%	
15 Kuwait, Government of	10,059,892	1.5%	
16 Norway, Government of	9,881,335	1.4%	
17 South Sudan Humanitarian Fund	9,746,549	1.4%	
18 Canada, Government of	8,654,628	1.3%	
19 Private (individuals & organizations)	7,282,753	1.1%	
20 Syrian Arab Republic Humanitarian Fund	5,666,699	0.8%	
21 Ethiopia Humanitarian Fund	5,576,529	0.8%	
22 Switzerland, Government of	5,321,756	0.8%	
23 Afghanistan Humanitarian Fund	4,992,816	0.7%	
24 Denmark, Government of	4,991,763	0.7%	
25 Austria, Government of	4,599,380	0.7%	
26 Qatar, Government of	3,528,284	0.5%	
27 Sudan Humanitarian Fund	3,090,367	0.4%	
28 Ireland, Government of	2,984,518	0.4%	
29 Italy, Government of	2,853,582	0.4%	
30 European Commission	2,758,573	0.4%	
31 Australia, Government of	2,588,207	0.4%	
32 International Organization for Migration	2,421,925	0.4%	
33 Democratic Republic of the Congo Humanitarian Fund	2,383,722	0.3%	
34 Somalia Humanitarian Fund	2,287,216	0.3%	
35 occupied Palestinian territory Humanitarian Fund	2,273,017	0.3%	
36 Belgium, Government of	2,262,295	0.3%	
37 Luxembourg, Government of	2,159,617	0.3%	
38 Myanmar Humanitarian Fund	1,635,950	0.2%	
39 Not specified	1,606,179	0.2%	
40 Pakistan Humanitarian Fund	1,499,729	0.2%	
41 Spain, Government of	1,051,905	0.2%	
42 France, Government of	992,150	0.1%	
43 Start Fund	966,668	0.1%	
44 Estonia, Government of	877,274	0.1%	
45 Belarus, Government of	822,153	0.1%	
46 Central African Republic Humanitarian Fund	679,001	0.1%	
47 Korea, Republic of, Government of	612,976	0.1%	
48 New Zealand, Government of	361,865	0.1%	
49 Colombia Humanitarian Fund	349,500	0.1%	
50 Brazil, Government of	323,866	0.0%	

Annex 13 Humanitarian Coordinator Survey Consultation

Answer Options	Strongly disagree	Disagree	Somewhat disagree	Somewhat agree	Agree	Strongly agree	Don't know	Rating Average	Response Count	Rating Ave %	% Positive	% Agree/ Strongly Agree	%Disagree/ Strongly Disagree	% Don't know
1. There is recognition of the importance of emergency shelter response in humanitarian settings has improved over														
	0	1	1	1	5	1	1	4.00	10	67%	70%	60%	10%	10%
2. The Shelter Cluster/Sector effectively advocates for resources for emergency shelter														
	0	1	1	2	3	1	1	3.78	9	63%	67%	44%	11%	11%
3. There has been an increase in the number of donors interested to fund emergency shelter.														
	0	2	3	1	1	0	3	2.20	10	37%	20%	10%	20%	30%
4. The Settlement/Area Approach is gaining in understanding in the humanitarian sector														
	0	0	2	3	1	0	4	2.30	10	38%	40%	10%	0%	40%

Annex 14 Example Action Point Monitoring Form

HCT Action Points- May 2016

	Ongoing		Discontinued/mo
	Completed		
	Pending		

Date Added	Issue	Action point	Status	By whom	By When (Planned)	By When (Actual)	Remarks
03-May	Return Strategy	Develop a framework for supporting return and reintegration with principles, risk mitigation for the various types of movements and return scenarios and coordination with other actors.	Completed	Protection Cluster	15-May	20-May	
03-May	L3 response	Update the HCT on the outcomes of the IASC Principle meeting of 4 May.	Completed	HC/OCHA	10-May	07-May	
09-May	Essential drugs in South Sudan	Provide an update on status of essential drugs procurement and distribution in the country.	Completed	WHO	10-May	11-May	
16-May	NGO Act regulations	Propose to authorities a joint RRC-HCT meeting to discuss implications of NGO regulations and next steps.	Completed	HC	01-Jun	15-Jul	
16-May	HCT Retreat	HCT Retreat to be held 23 June to set the priorities for the second half of the year; HCT members to confirm availability.	Modified	HCT	23-Jun	10-Oct	Scheduled for 10-11 October due to the disruption of operations and subsequent absence some HCT members following the July crisis.
23-May	Violence against humanitarians	Encourage HC to issue a statement condemning violence against humanitarians following the killing of a health worker in Yei.	Completed	OCHA	30-May	27-May	HC issued statement

Summary of Mapping of Shelter Cluster Staffing

		Coordination		IM		Technical Coordination		Other Support		Totals	% funding coordinated by clusters, 2016	% affected people reached by clusters, 2016
		Ded	DH	Ded	DH	Ded	DH	Ded	DH			
UNHCR											76%	74%
Staff	int	15	4	3	2	1	1	0	0	26		
	nat	4	5	4	4	0	1	1	7	26		
		19	9	7	6	1	2	1	7	52		
Other Contrating	int	3	1	4	1	1	0	0	0	10		
	nat	2	0	1	0	0	2	2	0	7		
		5	1	5	1	1	2	2	0	17		
		24	10	12	7	2	4	3	7	69		
IOM											11%	14%
Staff	int	5	6	4	2	0	0	0	0	17		
	nat	0	3	0	1	0	1	0	9	14		
		5	9	4	3	0	1	0	9	31		
Other Contrating	int	1	0	0	0	0	0	0	0	1		
	nat	0	0	0	0	0	0	0	0	0		
		1	0	0	0	0	0	0	0	1		
		6	9	4	3	0	1	0	9	32		
IFRC											2%	3%
Staff	int	1	5	0	0	0	0	0	0	6		
	nat	1	5	0	1	0	1	0	0	8		
		2	10	0	1	0	1	0	0	14		
Other Contrating	int	1	0	0	0	0	0	0	0	1		
	nat	0	0	0	0	0	0	0	0	0		
		1	0	0	0	0	0	0	0	1		
		3	10	0	1	0	1	0	0	15		
NGOs	all	7	15	3	0	1	0	1	0	23	10%	8%
Other UN	all	0	3	0	0	0	0	0	0	3	1%	
		7	18	3	0	1	0	1	0	26		
		40	47	19	11	3	6	4	16	146		

* Data on % funding and % affected people reached originates from a sum of data reported at country-level clusters. The data was not collected with this analysis in mind and there are limitations to the data sets collected. It only includes officially activated clusters and cluster-like, not other coordination mechanisms such as working groups or sectors for refugee response. Data may be under-reported for some countries. To avoid overlap on the number of people reached, this is based on the highest number of beneficiaries for either NFIs or Shelter, per country