



Global Shelter Cluster
ShelterCluster.org
Coordinating Humanitarian Shelter

SHELTER & SETTLEMENTS

THE FOUNDATION OF HUMANITARIAN RESPONSE

Global Shelter Cluster Strategy 2018-2022
SUPPORTING EFFECTIVE SHELTER & SETTLEMENTS RESPONSE



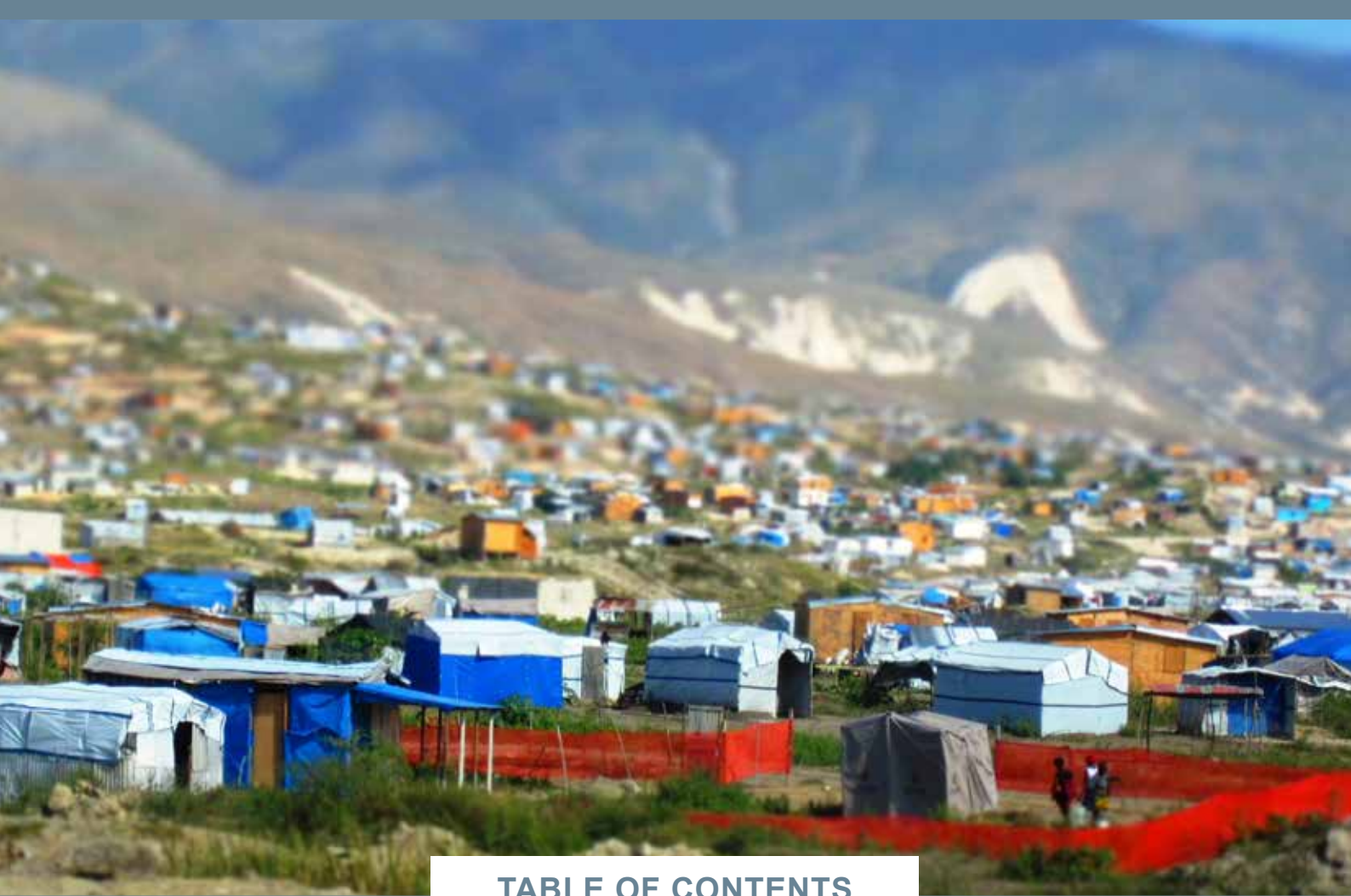


TABLE OF CONTENTS

Commitment to the Future	5
Shelter and Settlements, the Foundation of Humanitarian Response	7
Vision	8
Mission	8
Global Shelter Cluster Partnership	9
Global Shelter Cluster Structure	9
Guiding Principles and Strategic Approaches	11
Scope of the Global Shelter Cluster - What is Humanitarian Shelter & Settlements?	12
GSC Strategy 2018-2022	15
Strategy Aim	15
Strategic Area 1: COORDINATION	16
Strategic Area 2: ADVOCACY	18
Strategic Area 3: EVIDENCE-BASED RESPONSE	20
Strategic Area 4: CAPACITY	22
Good Shelter Programming - Cross-Cutting Issues For Effective Shelter and Settlements Response	24
Implementing the GSC Strategy	26
Implementation Strategies	26
Monitoring and Evaluation	26
Overview of the GSC Strategy 2018-2022	28



Commitment to the Future

The Global Shelter Cluster (GSC) is pleased to launch our strategy for 2018-22. This document sets out an inspiring agenda to strengthen global shelter and settlement interventions which remain central to effective humanitarian responses around the world, and describes how we will support partner organisations in meeting the shelter needs of people affected by conflict and crisis.

The evolution of the Strategy has been a collaborative process that has engaged partners at all levels, driven by the Strategic Advisory Group and the Cluster Lead Agencies, to review past performance, articulate key priorities and evaluate the current humanitarian landscape and future trends. The strategy defines core Cluster priorities while articulating the inherent connectedness with other sectors required to achieve effective shelter and settlements responses with demonstrated sector-wide impact.

In little over a decade since the inception of the Cluster Approach, the GSC has gone from strength to strength, evolving into a robust collective of organisations, committed to coordinate approaches and resources, share best practice and unite for a common purpose - constantly adapting and improving its services to support partners to provide shelter and settlements assistance for the most vulnerable families and communities affected by conflict and disaster.

Over this period, the humanitarian context has changed remarkably; with conceptual, programmatic and technological developments driving change in how we work and helping us gauge our impact. Assisted populations have become the centre of our focus, with an emphasis on accountability to affected populations, and the development of robust monitoring and evaluation in support of evidence-based, inclusive and localised programming with a view to empowering people affected by crises.

The context of our work has also changed given the ever increasing impact of urbanisation and climate change, which has resulted in a fundamental shift in our operational reality. With the majority of the global population now living in cities and natural disasters becoming more frequent and severe, we are required to work differently and to constantly innovate to find new solutions. Working with complex urban systems subject to natural disasters, and the effects of conflict, means that we need to be versed in working with issues of chronic vulnerability as much as emergency response; where the best of development approaches need to be understood and synchronised with humanitarian efforts, to reduce risk and jointly work toward sustainable systems in favour of area-based results. Given the state of global displacement, the need for more effective, timely and efficient shelter and settlements responses is now critical and the Global Shelter Cluster is placed at the centre of coordinating information, knowledge and processes to meet this need. Reflecting this, the cluster has prioritised four main pillars under which activities and processes will be structured:

- **Coordination**
- **Advocacy**
- **Evidence-Based Response**
- **Capacity**

Confronted with limited humanitarian financing, novel approaches that harness appropriate use of cash, evidence of need and impact, that promote participation and inclusion are both a challenge and an opportunity to improve effectiveness; prioritising a spirit of true collaboration with donors, government, the private sector and civil society are an operational imperative.

Together, we are committed to further advancing the effectiveness of shelter and settlement work for those in need. We look forward to fulfilling this mission and collaborating with all partners sharing our vision.

Ela Serdaroglu
Global Shelter Cluster Coordinator,
IFRC

Brett Moore
Global Shelter Cluster Coordinator,
UNHCR





Shelter & Settlements, the Foundation of Humanitarian Response

Losing one's home, separation from friends, family and community support structures is hugely traumatic. Access to temporary and longer-term shelter and settlements, a place that families and communities can somehow call 'home', can be both **life-saving** and **life-enabling**.

Shelter and settlement responses provide¹:

- (i) **a physical dwelling** that protects the health, security, privacy and dignity of families and is designed to bring communities together. They provide protection against threats such as physical, climatic, disease, and violence, including gender-based.
- (ii) **a stable foundation**, a location, an 'address' where other services can be accessed including health, education, nutrition, safe and dignified water supply and sanitation facilities. Shelter is also a valuable asset that can be the beginning of a bigger investment. It provides a place to start livelihoods and economic recovery.
- (iii) **a sense of identity**, a place to gather belongings, family and community, a neighbourhood to belong to, a place to be able to consider the past and rebuild a sense of future.

Shelter and settlement support is therefore the **foundation of humanitarian response**, critical in rebuilding communities and family life; central to supporting protection and rebuilding the psychological, social, livelihood and physical components of life; components necessary to move from survival to effectively exercising rights, a place where individuals are able to reach their potential.

Shelter and settlement responses attempt to ensure that 'no one is left behind'², that the most vulnerable community members are included, and interventions contribute to recovery economically, socially and psychologically.

¹ These interventions include support for shelter, settlement, and meeting household needs. For simplicity this will be shortened to just shelter and settlement. Household needs are often met through the distribution of Non-Food Items (NFIs) so the term NFIs will also be used instead of meeting household needs.

² A feature of the 2030 Agenda for Sustainable Development is its emphasis on reaching the poorest and most vulnerable.



Vision

A World Where Everyone Feels at Home.

Mission

The Global Shelter Cluster collectively supports crisis- affected people to live in safe, dignified and appropriate shelter and settlements.

Global Shelter Cluster Partnership

Co-led by IFRC and UNHCR, the GSC is a platform of global shelter and settlement partners. The GSC and country Shelter Clusters work collectively with national response actors to support people affected by natural disasters and internally-displaced people affected by conflict with timely, effective and predictable shelter and settlement responses. In 2017, the GSC supported over 650 shelter, settlement and NFI partners in 28 country clusters.

The strengthening of the global partnership was an important component of the GSC's 2013-2017 strategy. The number and diversity of participating global partners is at its highest since the creation of the Shelter Cluster, and critically, the number of collaborative projects is also at its highest level.

This important partnership of global actors has had an impact on the quality of collaboration at country level, resulting in many organisations taking on key shelter and settlement roles in support of the overall response. This illustrates the belief and commitment that working collaboratively supports a more effective response and an efficient use of human, technical and financial resources.

The Strategic Advisory Group (SAG) is the key body to advance the work of the cluster. The members of the SAG in 2018 drafted this strategy and were: ACTED, Australian Red Cross, CARE International, Catholic Relief Services, Danish Refugee Council, Habitat for Humanity, InterAction, IOM, Norwegian Refugee Council, and Save the Children.

Global Shelter Cluster Structure

Global Shelter Cluster (GSC) Partnership: diverse network of operational, technical and academic organisations, donors and other stakeholders with a shared objective of strengthening humanitarian shelter and settlement response.

Global Cluster Lead Agencies (GCLAs): GSC is co-led by UNHCR and the IFRC. UNHCR leads in conflict situations, while IFRC convenes the Shelter Cluster in natural disaster situations.

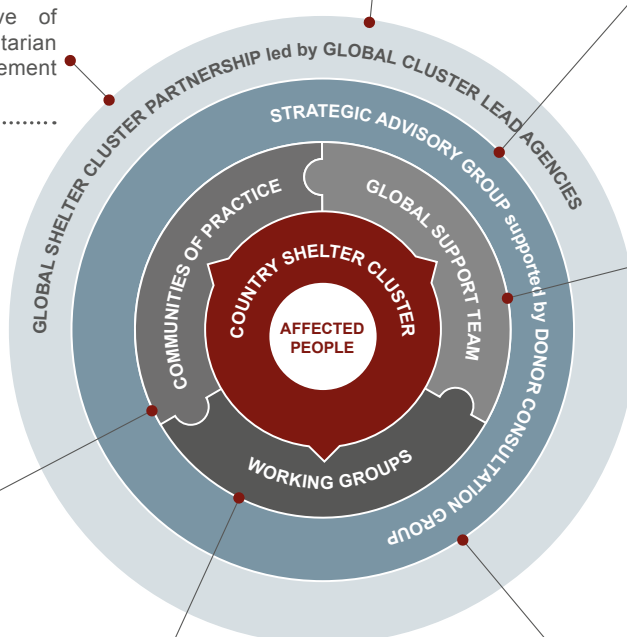
Strategic Advisory Group (SAG): permanent body to advance GSC strategic direction and overall workplan; elected by and composed of organisations from the GSC partnership.

Global Support Team (GST): dedicated team seconded by cluster partners to provide technical, coordination, IM and other identified support for country clusters through surge, preparedness and capacity building; supports GSC functioning and interaction with other clusters and organisations.

Communities of Practice (CoPs): groups of expert individuals providing technical and thematic support to global or country level clusters and developing good practice. A virtual space for information sharing and problem solving.

Working Groups (WG): task-oriented, time-bound structures with clear deliverables; established by the SAG to address identified sector gaps.

Donor Consultation Group (DCG): donors supporting humanitarian shelter wishing to contribute to the work of the SAG and advance GSC strategic direction and advocacy efforts.





Guiding Principles

- **Humanitarian Principles** of humanity, neutrality, impartiality and independence.
- The **Principles of Partnership** (Equality, Transparency, Responsibility, Results-Oriented, Complementarity) - between affected populations, governments and response actors. Embedded within this is accountability to affected populations.
- The **Centrality of Protection** in humanitarian action: the GSC aims to ensure that the rights of affected persons and the obligations of duty bearers under international law are understood, respected, protected and fulfilled without discrimination² throughout the duration of humanitarian response and beyond.

Strategic Approaches

As part of achieving a more predictable, effective, accountable response, the GSC promotes a number of key **Strategic Approaches** in shelter programming:

- **People-centred humanitarian response:** People's capacity and strategies to survive with dignity are integral to the design and approach of humanitarian response³. Interventions therefore need to support and complement the efforts of affected populations who are the first and main responders.
- **Localisation:** Localising humanitarian response is a process of recognising, respecting and strengthening leadership by local authorities and the capacity of local civil society in humanitarian action, to better address the needs of affected populations⁴.
- **Capacity building:** To improve the quality and effectiveness of response, the GSC recognises the need to increase the capacity of responders at country level. It is also important to monitor trends in the overall capacity and flexibility of the sector to respond to increasing needs.
- **Preparedness:** Preparedness can save lives and reduce the impact on the lives of those affected by crisis and reduce the cost of response. Preparedness actions are part of the GSC's commitment to localisation of response leadership.
- **Prioritising the most vulnerable:** With high-impact interventions that address the reality of their diverse needs and capacities.
- **Quality and scale:** Ensuring that assistance is provided to the maximum number of households and individuals in need whilst not compromising on the quality of the assistance provided.
- **Mainstreaming cross-cutting issues:** (*Or good shelter programming*) Is required to ensure an effective and accountable response. If the response is not informed by, and able to respond to, the needs of different groups, there is a risk of exclusion of those most in need. Equally, responses should take into account their potential impact on the long term recovery prospects of communities which includes the environments that support them.
- **Recovery coordination:** Whilst there are immediate needs post-emergency, the GSC recognises that recovery starts from Day 1. The coordination of recovery is therefore needed immediately post-disaster, working with governments and other development actors, bridging the humanitarian-development divide and supporting a localised approach to recovery coordination.
- **Supporting self-recovery:** It is important to find effective ways to support the majority of households that self-recover. This can be done by improving construction quality, building safer and more resilient homes and settlements and promoting climate and disaster risk-aware communities.
- **Area-Based Coordination and Settlement Programming:** Communities do not perceive their recovery in sectoral terms, but from a holistic perspective. While sectoral technical expertise is an important ingredient in the response, understanding the holistic needs of the affected communities requires better sectoral collaboration. Area-based coordination and settlement programming are characterised as being geographically targeted, participatory and multi-sectoral and remain applicable in all Humanitarian Program Cycle stages.

² IASC Protection Policy 2016

³ The Sphere Project, Core Standard 1

⁴ Localising the Response, World Humanitarian Summit Putting Policy into Practice Series, OECD 2017



Scope of the Global Shelter Cluster - What is Humanitarian Shelter & Settlements?

MANDATE AND GUIDANCE

The GSC is mandated to strengthen system-wide preparedness and technical capacity to respond to humanitarian emergencies, specifically in (i) providing **Operational Support** (ii) building **Response Capacity** and (iii) consolidation and dissemination of **Standards and Policy**⁵. The GSC is guided by the Right to Adequate Housing with a specific focus on humanitarian contexts, the *Guiding Principles on Internal Displacement*, the IASC *Transformative Agenda*, in particular its *Cluster Coordination Reference Module*, and the IASC Protection Policy in Humanitarian Action.

SUPPORT AND ACTIVATION OF CLUSTERS

The Global Shelter Cluster supports **activated, country-level shelter clusters** by providing services to improve the predictability, effectiveness and timeliness of humanitarian shelter and settlement response. In countries where clusters have not been officially activated⁶ but **other sector coordination mechanisms** exist, the GSC can provide support where the in-country lead agency for shelter, settlement or NFIs makes a request for support or accepts offers of support from the GSC.

Whilst some Shelter Clusters have been merged with other areas, often for very practical resourcing reasons, usually Camp Coordination and Camp Management (CCCM), the GSC believes that such **merged mechanisms** are unlikely to provide the same quality of coordination services.

OBJECTIVES OF SHELTER, SETTLEMENT AND NFI RESPONSES

The primary objective of shelter response is safeguarding health, security, privacy, and dignity of affected populations. Shelter is a physical component of protection. Beyond lifesaving critical shelter objectives, shelter also increases resilience, supports family and community life and facilitates access to livelihoods and markets. Individual shelters alone cannot provide safety or a basis for recovery if they are not considered in the context of settlements, and the risks that they may bring, from exposure to hazards or conflict to provision of infrastructure and access to livelihoods. Shelter and settlements interventions contribute the Sustainable Development Goal 11: make cities inclusive, safe, resilient, and sustainable.

⁵ Guidance Note on Using the Cluster Approach to Strengthen Humanitarian Response, IASC, November 2006

⁶ And in the absence of any other guidance from the Emergency Relief Coordinator

COMPLEXITY OF SHELTER AND SETTLEMENTS RESPONSE

Supporting individuals, families and communities with their post-crisis sheltering needs is a **complex social, cultural, technical, economic, legal and political process**, closely bound with the **climatic, physical and security environment** in which it takes place; in **urban** environments, this complexity can be multiplied. Shelter and settlement interventions are therefore inextricably linked with the needs and responses of other sectors, requiring **high levels of inter-sectoral coordination and collaboration**, in particular, Protection, CCCM, WASH and Early Recovery. This close collaboration should consider the whole settlement where the response is taking place (**settlement programming**) or at least part of it (**neighbourhood programming**) rather than only the specific households being supported. This holistic programming allows to analyse the specificity of a community to ensure a more **holistic and integrated response**, greater than the sum of its parts. The GSC supports an inter-sectoral area-based coordination at the local level to facilitate settlement programming and to link with the broader sectoral coordination at national or sub-national level.

RANGE OF SHELTER AND SETTLEMENTS RESPONSES

The **different risks, needs, desires and vulnerabilities** (age, gender, GBV, diversity, disability) of individuals, families and communities in crises, interlinked with a comprehensive understanding of who is at risk, how and why and assessment of this complex environment, will impact the options available for response.

Responses are defined in collaboration with **local governments and responding actors**. The GSC acknowledges the invaluable contributions of national shelter stakeholders and declares its commitment to actively include those stakeholders in the work of the Shelter Cluster.

Shelter and settlement responses use a **variety of methodologies** such as in-kind support of materials and tools, products or work force; cash, vouchers or market approaches; advocacy, and sharing of knowledge or technical guidance and information. The GSC advocates for responses to combine different methodologies in order to meet the different needs of the affected population, **rarely does one single methodology meet all needs**. Adequate shelter cannot be achieved by just providing in-kind goods or cash support alone, **technical advice** and **monitoring** are essential components of all shelter and settlement responses in order to ensure that **minimum living standards** are met and no additional risks introduced. The GSC's scope includes all aspects related to achieving the Right to Adequate Housing with a humanitarian focus and can range from **emergency to longer-term** responses for example:

Settlements Support

- Contributing to site and urban planning across a variety of scales.
 - Spatial understanding of context and interconnected territory.
 - Upgrading of infrastructure.
 - Area-based coordination, settlement programming.
 - HLP support. Advocacy.
-

Shelter Support

- Technical and cross-cutting guidance.
 - Strengthening of technical capacity and capacity building.
 - Cash and market based shelter responses.
 - Emergency, temporary, and transitional shelter.
 - Housing repair, reconstruction and construction. Rental support.
 - HLP support. Advocacy.
-

Essential Household Items

- Coordinating Shelter NFIs.
- Setting standards for shelter materials and shelter-related NFI quality.
- Tracking delivery of assistance and working with partner to fill gaps.
- Ensuring that affected people can access needed NFIs of suitable quality.
- Cash and market-based shelter responses.
- Technical and cross-cutting guidance including household monitoring.
- Advocacy.

Cross-cutting to these responses is Coordination, Technical Support, Information Management, Assessment and Knowledge Management as well as the mainstreaming of critical cross-cutting programmatic approaches including protection, inclusion, access and the environment.





GSC Strategy 2018-2022

Through the evaluation of the Strategy 2013-2017, the GSC has listened to those in field operations to ensure that the new strategy maintains and strengthens critical support in key areas for better response and recovery, based on sound evidence and learning that supports the diverse needs of affected populations.

The four strategic areas of the GSC Strategy are described below, giving an overview of priorities and actions needed, and the key cross-cutting issues and operational modalities that support them. A detailed description of the specific **workplan of outputs and activities** needed to reach these aims, and indicators to measure progress, has been compiled as an annex to this strategy.

To support greater impact and accountability, this GSC workplan is composed of **actions** that are needed at the **global, country and agency levels**.

AIM STRENGTHENED SHELTER AND SETTLEMENTS RESPONSES THAT BUILD RESILIENT COMMUNITIES

The strategic aim will be achieved through the combined workstreams of the four strategic areas:



All cross-cutting issues are critical in each of the four strategic areas to achieve good shelter programming.



STRATEGIC AREA 1

Coordination

Coordination Contributes to a Localised, Predictable, Effective and Timely Response

PREDICTABLE, TIMELY, EFFECTIVE Support and Services for Shelter Clusters

- **Preparedness, Surge, Support – Coordination, IM, Assessment, Technical, Cash, HLP.** The direct support given to country clusters is highly valued by coordination team members and partners. The GSC Support Team will provide preparedness, rapid surge, and support through missions and remotely in the core roles of Coordination, Information Management, Assessment and Technical Support. In responding to field demands, this will be expanded to provide Shelter, NFI, and Cash expertise to promote market-based shelter approaches where appropriate, and Housing, Land and Property (HLP) experts to support effective shelter and housing recovery. Capacity development of coordinators in cash responses and HLP will further expand this support. Additional roles (e.g. advisors on specific technical areas of Shelter and Settlement, Environment, Protection, Gender, Gender-Based Violence and Inclusion advisors) can be deployed upon request.
- **Coordination Capacity Building Tools.** Cluster coordination trainings and workshops will continue, focusing on languages where there are the greatest gaps, whilst a more comprehensive approach to coordination capacity building will be developed. This will include initiatives such as 'on the job' exposure through mentoring or shadowing opportunities to create a stronger pathway between trainees who have completed the cluster coordination training and field cluster coordination roles. Increased and improved capacity building will continue to develop one shared roster open to all partners. Key country-level tools will be shared through the Coordination Toolkit, including guidance around cross-cutting issues, and promoted through trainings/briefings and in the deployment of coordination teams.
- **Strengthening Information Management.** Information Management gaps at country level will be analysed and strategies and tools developed to fill these. Better use will immediately be made of existing partner rosters to support IM gaps. ShelterCluster.org will continue to be the key knowledge management hub and it will be strengthened and complemented with other tools to better respond to field needs.

LOCALISED AND AREA-BASED Strengthening Area-Based Coordination and Promoting Settlement Approaches

- **Localised Coordination Capacity.** Specific emphasis will be given to promote localised and gender-sensitive coordination capacity through increasing and supporting national representation and gender balance in coordination teams, as well as increased national actor involvement and leadership. This will include cross-cluster collaboration to simplify coordination demands, monitoring and support-

ing direct funding of local actors. GSC partners have been playing a critical role in providing support to country level clusters and this support will be further recognised and developed.

- **Sub-National Coordination.** Field and partner feedback shows that prioritizing sub-national coordination can have a direct impact on the quality and effectiveness of shelter responses. The GSC will make sub-national coordination a greater priority, by organising preparedness workshops, developing pre-disaster agreements on sub-national coordination (at global and country levels), translation, capacity building, online training and help desk and Community of Practice access for national actors. The GSC will ensure that in each response, sub-national coordination is systematically included at the outset of the coordination set-up, regardless of the Cluster Lead Agency (CLA) at country level.
- **Area-Based Coordination and Settlement Programming.** Area-based coordination involves undertaking coordination within a defined geographic area whilst taking a holistic, multi-sectoral perspective. An area may include several settlements, these settlements may include several neighbourhoods. Area-based coordination mechanisms can provide a useful framework to promote joint leadership with sub-national partners and local authorities (whenever feasible), for example, through co-chairing area-based coordination mechanisms with counterpart municipal or city level authorities. By working in partnership with municipal authorities responsible for the long term development of a neighbourhood or municipality, area-based coordination mechanisms bring opportunities to ensure humanitarian response contributes to long-term municipal/area planning processes. The GSC will advance area-based coordination by engaging other clusters and develop modalities for area-based coordination in applicable contexts.
- **Performance Monitoring.** To strengthen coordination, increase accountability and ensure corrective action and support where necessary, performance monitoring will be carried out at country level using agreed tools. As part of this, support to clusters where the in-country CLA is not a global CLA will be clarified. The GSC bodies will have greater involvement in assessing and improving the performance of country-level shelter clusters including through joint country review missions.



TRANSITION TO RECOVERY

Facilitating Transition to Recovery Coordination, Enhancing Engagement with Governments and Development Actors

Effective shelter transition and recovery were cited as some of the biggest gaps in shelter response in the evaluation of the 2013-2017 strategy. The GSC commits to playing a pivotal and catalytic role in bringing humanitarian and development actors together to find solutions to support more effective post-crisis shelter transition and recovery.

As part of the overall review of solutions to recovery coordination at country level, a review of the process of transition, handover and the exit of cluster coordination will be made. Coordination teams will be supported to identify counterparts for recovery, prepare exit strategies from day one, and define triggers for phasing out. Case studies will be developed around transition and recovery coordination to establish best practice and lessons learned.

INTEGRATED RESPONSE

Effective Inter-cluster Coordination and Joint Response Planning Approaches

Inter-cluster coordination at country level is critical to achieving an effective response in an integrated way to the priority needs of people affected by humanitarian crises. One of the greatest threats to predictable and effective coordination highlighted in the strategy evaluation is the use (or not) and application of the cluster approach in new emergencies, the increasing disconnect between HCTs and clusters, exclusion of clusters from decision-making architecture and ineffective inter-cluster coordination.

The Shelter Cluster will work with other clusters, partners and donors to (i) advocate and organise discussion at the IASC WG/EDG levels on the lack of activation of clusters and associated CLA responsibilities in such responses, and (ii) a review of inter-cluster coordination and HRP processes to ensure they both support a more effective response.



STRATEGIC AREA 2

Advocacy

Increased Recognition of Shelter and Settlement in Humanitarian Response and Recovery

IMPORTANCE OF SHELTER AND SETTLEMENT

Strengthened Understanding of Shelter and Settlement's Critical Multi-Sector Impact

Whilst some progress was made in advancing the recognition of the importance of the shelter sector and its critical life-saving and life-enabling impact on the achievement of other sector objectives, it was highlighted in the previous strategy evaluation that this work needs to intensify to consolidate this centrality with key policy and funding decision makers at country and global levels - HCs, CERF Secretariat members, OCHA, Inter-Cluster Coordination Groups, Operational Agency Representatives, donors, as well as national and local stakeholders, including governments, local authorities, partners and communities.

Effective advocacy to this effect will focus on highlighting the strong links and significant contribution of quality shelter and settlements programming to achieving protection, health, livelihoods and water and sanitation outcomes. In addition, the need to strive towards meeting the right to adequate housing will be part of key messaging.

Information produced under the other components of Strategic Area 2, as well as critical evidence produced under Strategic Area 3, will guide the translation of these messages into tailored communications and advocacy briefs at different levels to engage with these key stakeholders in a productive manner.

ENGAGEMENT

Increased Donor and Agency Engagement and Support for Shelter and Settlements Sector

- **Donor Engagement.** As a complement to the comprehensive review of funding of shelter at country-level, a review of donor policies, priorities and funding practices of the shelter sector will inform an overall donor engagement strategy. A Donor Consultation Group was set up in 2016 at global level and this will be further expanded within the strategy period to country level. Tailored advocacy and engagement with specific donors on key shelter policies will also be prioritised to ensure maximum support and influence for the sector. The focus of such advocacy towards increased engagement will not only be on increasing the resources available to shelter and settlements programming but will also emphasise the importance of responses that are more immediately 'fit-for-purpose' according to the nature of the crises; for example, moving much more rapidly to durable responses in crises that will be more obviously longer-term, taking people, as well as material responses, further along the way to recovery, requiring funding strategies that are reflective of this approach.

- **Agency Engagement.** The added value of the GSC and effective coordination mechanisms at country level in addressing and advancing on quality issues will be recognised in the process. In addition to intensified advocacy with donors, efforts will also target key shelter actors. The 2013-2017 shelter strategy evaluation identified the need to work more intensively with existing GSC partners, as well as to engage important operational agencies that are not currently involved, in order to scale up quality responses and advocacy in the sector and to encourage them to become more involved in global level initiatives.

RESPONSE FUNDING

Critical Funding and Response Gaps are Monitored, Communicated and Supported

Funding of shelter response at country level is the biggest gap highlighted by country Shelter Clusters. A comprehensive review of shelter response funding at country level will be carried out, following up on initial observations in the evaluation of the GSC's last strategy, as well as reviewing how shelter response is supported at agency level. This will be used to inform the development of a mechanism to more consistently monitor and highlight critical funding, response gaps, quality concerns and their impact, with which country Shelter Clusters and the GSC will be able to advocate to partners and donors locally and globally.



INFLUENCING

Engaging Others: Appropriate Urban Assistance, Cash and Markets Programming, Area (Settlements) Based Approaches

- **Delivering Appropriate Humanitarian Shelter and Settlement Assistance in Urban Contexts.** In an increasingly urbanised world, more affected populations will seek shelter in larger towns and cities. The New Urban Agenda (2016), was a commitment to offering the most appropriate humanitarian assistance in urban contexts. Urban crisis bring complexities such as: (i) Increased density; technically complex physical structures such as high-rise buildings and bridges (ii) Government regulation, policy and politics (iii) The ability to occupy space according to tenancy arrangements which could be complicated by multiple owners, renters, hosting (iv) Diversity of social and economic behaviours (v) Communicating with and assisting highly mobile populations and challenges in identifying the most vulnerable. The GSC will lead efforts to strengthen and increase the ability of its partners to deliver appropriate shelter and settlement assistance in the urban context. Cluster partners at global, national and agency level must develop strategies that create synergies with civil society and other interest groups and integrate the long-term visions of local governments and other development networks. Through collaboration and concerted advocacy efforts, GSC strategies will result in increased opportunities for the affected populations to access employment, social security, essential services and contribute towards creating a cohesive urban society.
- **Advocating Strategies for Effective Shelter Outcomes in Cash and Markets Based Programming.** Critical to this work is the utilisation of evidence produced from specific research under Strategic Area 3 (Evidence-Based Responses) to communicate the impacts from the use of different cash and markets modalities in shelter (particularly multi-purpose cash) through field communication tools developed to support advocacy for appropriate application of cash and markets programming to key stakeholders - agency, cluster, inter-cluster (OCHA), HCT, HC and donors. Participation and contribution to broader cash coordination, at global and country levels, will be important and serve to keep the wider humanitarian community updated on progress in sectoral cash and markets based approaches, inform the GSC, as well as support learning from other cash responses.
- **Drive and Support Area-Based Approaches.** The GSC is promoting the relevance and importance of area-based approaches - characterised as: *geographically targeted, participatory and multi-sectoral* (see *Strategic Approaches* section for more detailed definition). The GSC is responsible for leading the process of defining area-based approaches for the Global Cluster Coordinators Group. The GSC will work with other clusters and partners to align tasks with development and humanitarian actors working to promote a more integrated and localised response. Starting with agreement on definitions and understanding of terminology internally and externally, the GSC will support piloting at country level, gather evidence, develop guidelines and tools to support advocacy and communications to key stakeholders for a greater uptake of the approaches.

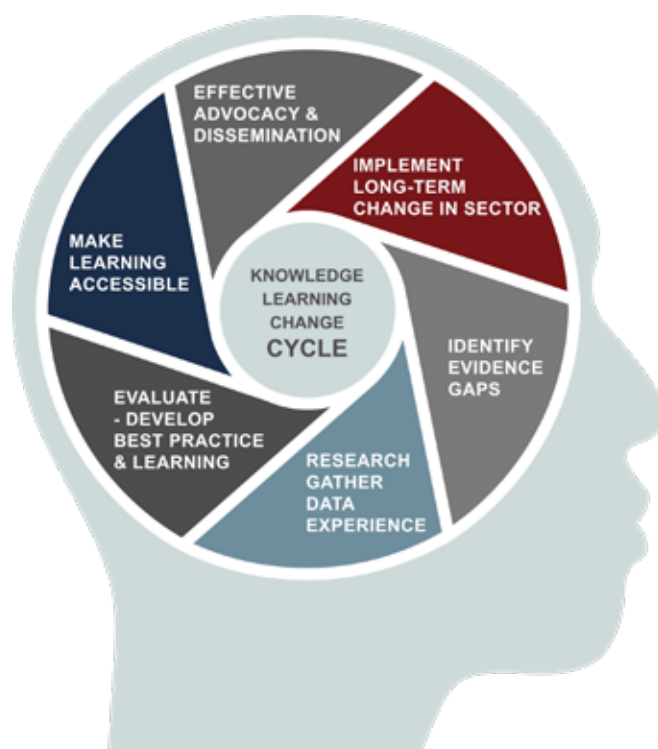


STRATEGIC AREA 3

Evidence-based response

Shelter Response Informed by Evidence, Best Practice & Learning

Completing the Knowledge-Learning-Change cycle is important in making effective decisions and ensuring that humanitarian response is properly informed by evidence, best practice and sustained learning. Over the past years the GSC has developed a predictable capacity to support country-level needs assessments. Building on this, the GSC wants to continue strengthening the Knowledge-Learning-Change cycle to ensure that it applies to informing response planning, advocacy and learning at country and global level.



AVAILABLE AND USED

Evidence Available and Used to Inform Planning, Coordination and Decision

Over the past years, the shelter cluster has multiplied the number of needs assessments conducted at country level to inform shelter decision making and strategy development. Building on this, the GSC wants to further strengthen the ability to gather and analyse evidence in support of shelter and settlement response decision making and planning, in particular by (a) ensuring greater consistency and predictability in needs assessments and analysis (b) supporting shelter actors in assessing and analysing various response modalities and promoting cash or markets based response when this is feasible (c) piloting and rolling out outcome-level evaluations at country level to help measure the impact of shelter responses against the objectives set in the cluster strategy (d) promoting and supporting inter-sectoral assessments and analysis at crisis and area-specific level, and (e) reflecting the inclusion of cross-cutting issues across all assessments and evaluations. To achieve these, the GSC will further strengthen the availability of global support, while at the same time strengthening country clusters to be more independent in their implementation and analysis capacity by providing high quality and flexible tools.

In parallel, the GSC will develop and implement training, and guidance notes, as well as providing technical advice in supporting country clusters to effectively integrate evidence into their planning and coordination. Such approaches include the HNO and HRP processes; development of a cluster strategy and its indicators; and the use of assessment findings in the development of indicators for output tracking (3W-like). The GSC will monitor the use of evidence by country clusters in informing their planning.

EVIDENCE GAPS FILLED

Key Shelter, Settlement, NFIs and Cash Evidence Gaps Filled

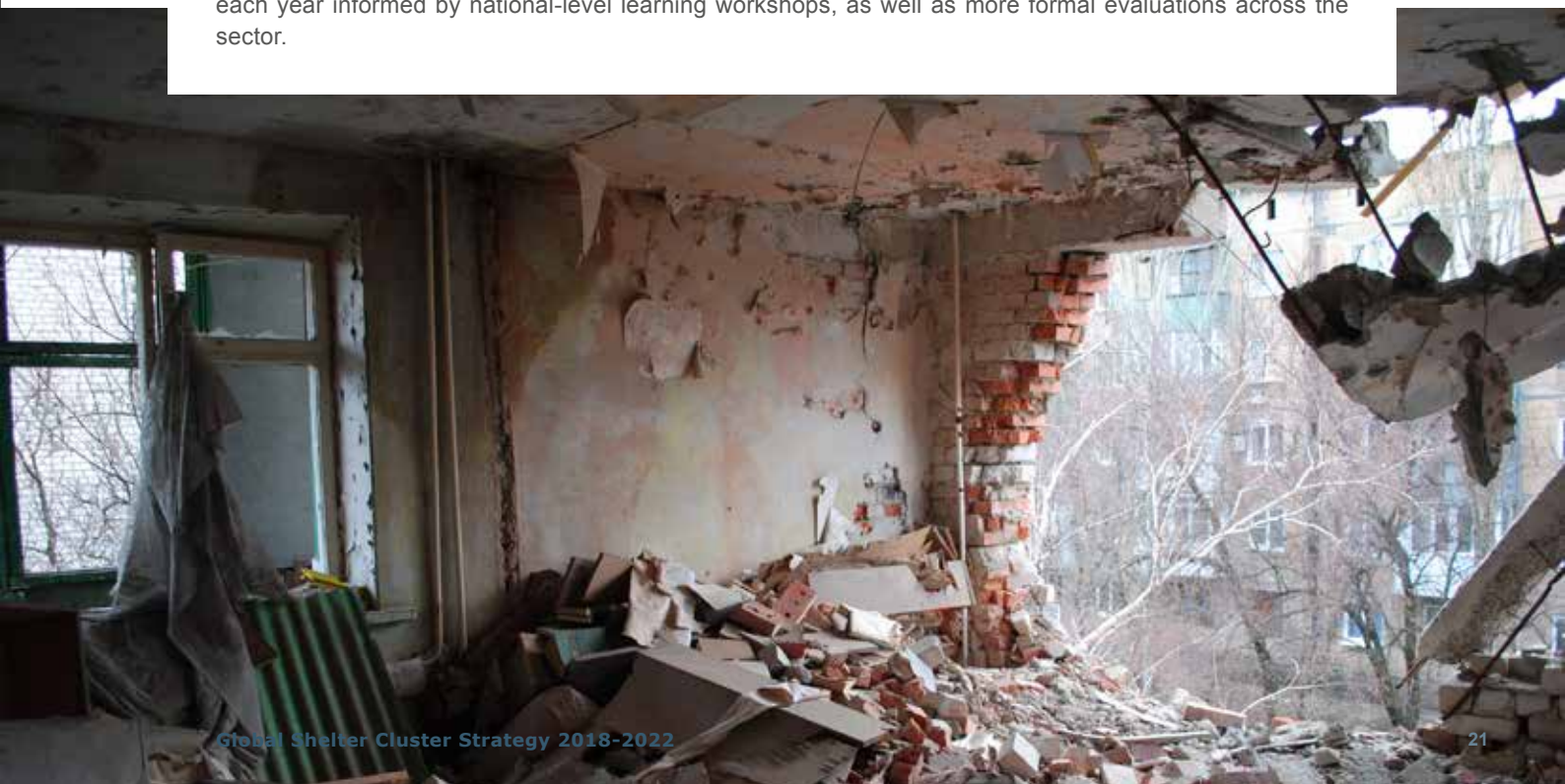
Shelter sector advocacy has been limited by a lack of strong evidence to support critical messages and programming approaches in highlighting the importance of shelter outcomes and the **significant impact** that it has on so many other **life-enabling** aspects for people affected by disasters and emergencies. Building evidence around the critical role shelter plays in **health, protection, livelihoods, education, psycho-social support**, and the relationship to environmental issues in providing sustainable, durable shelter solutions. Evidence regarding the **ability of NFIs or multi-purpose cash to meet shelter outcomes** is also currently high priority for operational staff. Initial work will further analyse existing evidence and gaps, setting out a broader operational field research agenda. This will also look at the partnership potential between academic institutions and operational agencies in enabling solid and credible evidence forming the foundation for critical advocacy work outlined in Strategic Area 2, starting with a review of the existing evidence-base for shelter.



CAPITALISATION

Knowledge Management Systems In Place to Capitalise on Lessons Learnt, Best Practice and Bring About Change in Sector Policy and Practice

The evaluation of the last GSC strategy highlighted the importance of translating learning into direct policy and practice changes in programme response. The Shelter Cluster will review good knowledge management practices, look at how existing Shelter Cluster Knowledge Management tools can be better used; e.g. Shelter Projects, GSC website, annual Global Cluster Coordination Workshops, Communities of Practice, as well as endorsing existing or developing more accessible tools including Shelter TED talks, tip sheets and field-oriented notes based on evidence, best practice and learning. Inter-agency reviews of country responses will contribute to annual summaries of lessons, bringing together sector learning from each year informed by national-level learning workshops, as well as more formal evaluations across the sector.





STRATEGIC AREA 4

Capacity

Shelter Sector Capacity to Address Ongoing and Emerging Challenges

SKILLS

Increased and Localised Shelter Response Capacity

Complementing coordination capacity development covered in Strategic Area 1, there is a large gap identified in supporting shelter capacity development, particularly at country level.

- **Understanding Country Level Shelter Capacity and Filling Gaps.** Capacity assessment frameworks will be developed and implemented nationally to be able to identify how best to support the development of national and local capacity. Outreach will be made to institutions and universities in key regions and countries to work together to find locally and more sustainable options for capacity development. Preparedness workshops carried out as part of Strategic Area 1 and in cash and shelter work at country level will also assist in identifying national capacity gaps in shelter response.
- **Existing Policy & Practice.** A review of existing policies and practices of operational agencies will examine how national capacity building is currently approached by shelter partners to identify good practices and inform country level capacity building approaches on an inter-agency and individual agency level. Country clusters will then be supported to carry out capacity assessments to develop strategies on these two levels, working where appropriate with other sectors.
- **Capacity Development and Access to Training.** Capacity building strategies will be developed on global and country cluster levels, incorporating material made available by individual agencies. Existing guidance and training materials will be reviewed for technical quality and inclusive approaches to shelter and settlement response, then translated to make them more accessible at national level.
- **Sufficient Technical Capacity.** Not only was national capacity often found to be limited, it was noted that, in contrast to comparative sectors such as WASH, the ratio of technical coordination positions was much lower - not necessarily related to donor reluctance to fund, but potentially the importance of such roles is not recognised at a country level. Access to increased technical capacity at a cluster level will be reviewed, utilising immediately existing accessible rosters of technical shelter staff.
- **HLP Capacity.** As the cornerstone of access to adequate housing, security of tenure and larger HLP considerations are critical areas for engagement. The GSC will support capacity building through the newly established *GSC Roving Shelter-HLP Advisor*. There will be increased engagement with the HLP Area of Responsibility of the Protection Cluster and advocacy for shelter and settlement issues. At the country level, shelter coordination teams will engage key stakeholders, particularly government and protection colleagues, to support localised responses that strengthen security of tenure for affected populations. Moreover, at the country level, shelter strategies will promote the inclusion of tenure security as a vulnerability criteria and systematically use security of tenure to plan and monitor the response, including advocacy activities.

- **Developing Quality Partnerships and Supporting Direct Funding of National Partners.** Partnership with national/local organisations often goes as far as a grant relationship with little institutional investment. Such grant support is often limited to direct implementation activities with little support for institutional capacity; e.g. management, finance, administration, logistics, and very often no capacity development. Country clusters and agencies will be asked to assess partnerships and encouraged to make greater institutional investments. Linkages will be made with other clusters and OCHA at country level to support better understanding of the humanitarian system and access to funding for national and local actors. Evidence and understanding the reasons behind capacity limitations of national and local shelter partners will be critical in working with donors (including common humanitarian funds) and shelter partners at global and country levels to support funding access and redesign funding frameworks to facilitate more comprehensive and direct funding to local actors.



PREPAREDNESS

Country Workshops and Housing, Land and Property (HLP) Preparedness

- **Preparedness Workshops.** The GSC will support preparedness workshops at country level to develop a localised response planning as well as working with sub-national government and other structures to promote the rapid activation of sub-national coordination and response structures.
- **HLP Preparedness.** The GSC will undertake preparedness activities, including the development of HLP country profiles to inform country-level strategies and discussions – mapping out critical security of tenure aspects before or at the onset of a crisis to ensure conflict-sensitive programming.

UTILISING CASH AND MARKETS

Shelter Responders Apply Cash Modalities Appropriately

Guidance, Tools, Monitoring, Best Practice, Coordination, Communications and Advocacy. Whilst different aspects of cash and markets based shelter programming are represented within each of the four Strategic Areas, capacity focus in this area will cover the development of guidance, tools and training materials to support capacity development as well as filtering of existing knowledge particularly useful to shelter e.g. market analysis, cash and shelter preparedness, approaches to support effective monitoring of different modalities of cash and markets responses in meeting shelter outcomes, as well as messaging around the associated potential impacts on protection, environment and technical/safety aspects of shelter. Drawing out and disseminating best practice on cash and markets based approaches applicable and useful to the sector will be a key priority to build upon the extensive work done by other sectors in this area.

FUTURE OF SHELTER AND SETTLEMENTS

Analysis of Sector Future Response Needs & Capacity

To ensure the humanitarian shelter sector is fit-for-purpose in the coming years, it is important to take stock, review shelter trends and examine its ability to respond to the changing humanitarian landscape and to plan for the future. This will inform both individual agency and overall sector policy and practice in national and international human resource investment, material response capacity and strategies to strengthen the localisation of shelter response. The work will be initially informed and guided by the State of Humanitarian Shelter and Settlement work, which straddles the two strategies and guides the next 5-10 years of shelter sector capacity building.



Good Shelter Programming

Cross-Cutting Issues For Effective Shelter, Settlements, and NFIs Response

PROTECTION MAINSTREAMING AND PROTECTION INTEGRATION

Good shelter and settlement programming looks beyond the provision of assistance into the impact of the assistance. It takes into consideration risks (natural and conflict-induced) and contributes to achieving protection outcomes such as the reduction of sexual and gender-based violence or promoting peaceful coexistence.

The GSC will support country level Shelter Clusters to work with the Protection Cluster to promote shelter and settlement interventions that contribute to achieving protection outcomes and that take protection risks and potential violations into consideration. Shelter actors will be encouraged to promote meaningful access, safety and dignity in humanitarian aid by (i) avoiding exposing people to further harm (ii) ensuring people's access to impartial assistance (iii) protecting people from physical and psychological harm from violence and (iv) assisting them to claim their rights, access available solutions, and recover from abuse. In concrete, they will work toward the dissemination of and capacity building around the recently revised GPC Protection Mainstreaming Toolkit to promote the mitigation of protection issues across the programme cycle in shelter and settlement programming. The GSC will further support adherence to the Secretary General's bulletin for the Protection from Sexual Exploitation and Abuse by humanitarian actors.

Prevention, Mitigation and Safe Response to Gender-Based Violence in Shelter and Settlements Programming. The GSC recognises that shelter and settlement programming poses great opportunities to prevent, mitigate and safely respond Gender-Based Violence (GBV). Specific outputs for the sector to prevent violence and increase safety within shelter and settlement programming will include the integration of the IASC GBV Guidelines across shelter operations and global forums, and participation of GSC actors in the dissemination and uptake of the Shelter NFI distribution Guidelines and Site Planning Guidance for GBV Risk Reduction. The GSC will further support the integration of 'do no harm' principles within its guidance. It will disseminate and contextualise its GBV constant companion in Level 3 humanitarian responses to ensure safe response to survivors of GBV. The GSC is committed to supporting coordinators and GSC partners at global, regional and national levels to access key tools, guidance and technical support to prevent, mitigate and safely respond to GBV within shelter and settlement programming. The GSC help desk will be available to further support shelter actors to advance protection outcomes within their programming.

INCLUSION OF PERSONS WITH DISABILITIES

Crises place people with disabilities in a heightened and disproportionate state of vulnerability and can create additional barriers to accessing humanitarian assistance. The GSC recognises the need to include persons with disabilities in preparedness, response and recovery activities, to avoid marginalisation or exclusion. The GSC will work on the consolidation and dissemination of existing knowledge (Guidelines for Inclusion of Persons with Disabilities) along with sharing of best practice to guide activities and programming. Capacity development of coordinators and GSC partners will continue to be supported and improved through associated trainings, advocacy and monitoring.

GENDER AND DIVERSITY SENSITIVE SHELTER AND SETTLEMENT PROGRAMMING

Conflicts and natural disasters affect women, girls, men and boys in different ways. The needs of each of these individuals are further compounded by a diverse range of social and cultural factors (social status, religion, and ethnicity for example), producing specific and diverse needs.

The GSC believes that better shelter outcomes are achieved by effectively integrating gender issues into future shelter and settlements programmes and by acknowledging and promoting programming for specific and diverse needs. This will be achieved through consultation and gender and diversity aware analysis, design and implementation, holding a gender and diversity perspective throughout all shelter and settlement programming. Specific outputs for the sector will include (i) the application of the recently revised Gender and Age Marker in country level responses and emergency funding mechanisms and (ii) dissemination and capacity building for the 'Gender & Shelter Good Programming Guidelines'. The GSC aims to support the capacity of coordinators and GSC partners to work in compliance with gender and diversity initiatives to achieve equal and minimum standards of care for all persons.

ENVIRONMENT SENSITIVE SHELTER AND SETTLEMENTS PROGRAMMING

It is important to recognise that humanitarian operations can have a heavy impact on the environments that affected populations rely upon. The GSC seeks to increase understanding of environmental issues facing operational teams and minimise the impact of response activities. The GSC will do this through maintaining the GSC Helpdesk, supporting field coordinators, collecting evidence, delivering training and supporting the deployment of technical environmental field advisors as required. The GSC will continue to support and disseminate the standards on environmental sustainability through the Environment Community of Practice.





Implementing the GSC Strategy

A **detailed plan** of the specific activities and outputs to achieve the strategy, indicators to measure its success and indicative budgets have been developed as an annex to this strategy. The GSC will develop bi-annual workplans and budgets to support prioritisation and fundraising.

IMPLEMENTATION STRATEGIES

Key components of the strategy will be implemented by the co-leads and other partner organisations, the multi-partner GSC **Global Support Team**, including the Global Focal Points, who provide support in coordination, information management, technical aspects of shelter, cash and market based responses, HLP, and assessments. The GST also includes agencies as ‘champions’ to provide specific support and guidance on cash and market-based responses and HLP.

An important collaborative implementation strategy has been the wide range of GSC **Working Groups**, formed to implement specific parts of the strategy and are time-bound in nature, linked to the achievement of specific activities and outputs.

The **Communities of Practice** are bodies made up of organisations and individuals with expertise in specific areas of shelter and settlement. They provide a forum to access a repository of knowledge from a global talent pool on specific areas for both field and global partners. The CoPs will be specifically strengthened and supported during this strategy period.

During the formation of the bi-annual workplans, other mechanisms through which the strategy can be effectively and efficiently implemented, will be reviewed and proposed.

MONITORING AND EVALUATION

The GSC Strategy 2018-2022 has been developed with a series of **outcome indicators** that will be reported against on a bi-annual basis, with updates provided through the annual Achievement Reports. More detailed work plans of specific areas of the strategy will be developed and have their own reporting mechanisms to the Strategic Advisory Group and the GSC as a whole. A **rapid, mid-point review** will take place to examine the implementation of the first bi-annual work plan, to give real-time pointers of how to improve the next cycle of implementation.



PHOTO CREDITS

Cover Page: © IOM / Myanmar / Muse Mohammed 2017
Page 2: © UNHCR / Colombia / Ruben Salgado Escudero 2017
Page 3: © IFRC / Haiti / Xavier Genot 2010
Page 4: © UNHCR / Yemen / Shabia Mantoo 2017
Page 6: © UNHCR / Myanmar / S. Kelly 2013
Page 7: © IOM / South Sudan / Rikka Tupaz 2018
Page 8: © CRS / Philippines / Charlie David Martinez 2014
Page 10: © NRC / Afghanistan / Enayatullah Azad 2017
Page 12: © UNHCR / Dem. Rep. of the Congo / Frederic Noy 2014
Page 14: © Save the Children / Nepal / Rajan Zaveri 2015

Page 15: © UNHCR / Syria / Andrew McConnell 2016
Page 16: © NRC / Afghanistan / Enayatullah Azad 2016
Page 18: © NRC / Somalia / Adrienne Surprenant 2017
Page 20: © UNHCR / Iraq / Sebastian Rich 2016
Page 21: © Shelter Cluster / Ukraine / Renee Wynveen 2016
Page 22: © IFRC / Haiti / Ben Depp 2014
Page 24: © Philippines / Bettina Morgenstern 2014
Page 25: © IOM / South Sudan / Rikka Tupaz 2018
Page 26: © CRS / Central Afr. Rep. / Michael Stulman 2015
Page 27: © CRS / Gaza 2016

Global Shelter Cluster Strategy 2018 - 2022

AIM

STRENGTHENED SHELTER AND SETTLEMENTS RESPONSES THAT BUILD RESILIENT COMMUNITIES

1



COORDINATION

Coordination
Contributes to
a Stronger Localised,
Effective & Accountable
Response

**PREDICTABLE,
TIMELY, QUALITY**
Support to Country
Clusters to Deliver
on Core Functions

**LOCALISED
& AREA-BASED**
Increased Localisation
of Coordination and
Application of Area-
Based Coordination

**TRANSITION
TO RECOVERY**
Effective Transition to
Recovery Coordination

**INTEGRATED
RESPONSE**
Effective Inter-Cluster
Coordination and Joint
Response Planning

2



ADVOCACY

Shelter Prioritised
in Humanitarian
Response & Recovery

**IMPORTANCE
OF SHELTER
& SETTLEMENT**
Strengthened
Understanding of
Shelter, Settlements, and
NFI's Multi-Sector Impact

ENGAGEMENT
Increased Donor & Agency
Engagement in Shelter
& Settlement

RESPONSE FUNDING
Critical Response
& Funding Gaps
Monitored,
Communicated & Filled

INFLUENCING
Engaging Others
in Appropriate Urban
Assistance, Cash
Programming and
Settlements Based
Approaches

3



EVIDENCE-BASED RESPONSE

Shelter Response
Informed by Evidence,
Learning & Best
Practice

AVAILABLE & USED
Strengthened Timely
Availability and Use
of Evidence in the
Programme Cycle

EVIDENCE GAPS
Key Shelter, Settlements,
NFI's, and Cash Evidence
Gaps Filled

CAPITALISATION
Systems in Place to
capitalise on Lessons
Learnt, Best Practice and
Bring About Change in
Sector Policy and Practice

4



CAPACITY

Shelter Sector
Capacity to Address
Ongoing & Emerging
Challenges

SKILLS
Increased & Localised
Shelter Response
Capacity

PREPAREDNESS
Country Clusters Better
Prepared for Response
and Recovery

**UTILISING CASH
AND MARKETS**
Shelter Responders
Implement Cash
Modalities Appropriately

**FUTURE OF SHELTER
& SETTLEMENT**
Analysis of Shelter
Sector's Future
Response Needs and
Capacity

MAINSTREAMED PROTECTION, GENDER, DISABILITY & ENVIRONMENT