

**REVIEW OF RESPONSES TO 45
QUESTIONS**
*Related to Pakistan Earthquake Operation
On Emergency Shelter*

**Response, Lessons, Follow-up
Recommendation**

Emergency Shelter Cluster

June 2006

Emergency Shelter Response in Pakistan

Response, Lessons, Follow-up Recommendations

In 2005 the Emergency Relief Coordinator (ERC) launched an independent Humanitarian Response Review (HRR) to identify the reasons for the international system's difficulties in meeting in a timely and predictable way basic needs of populations affected by emergencies. This Review aimed at reinforcing international response to humanitarian emergencies making it faster and more effective.

Findings of the HRR led IASC Principals, in September 2005, to adopt the concept of cluster lead approach as a means to make the best use of the expertise and resources of mandated organizations. Cluster leads were thus established at the global level in nine areas of humanitarian activity, including Emergency Shelter, to come into force as of January 2006. In Pakistan, following the earthquake of October 2005, IASC decided to coordinate in the spirit of the cluster approach under the lead of the International Organization for Migration (IOM).

The Emergency Shelter Cluster working group (ESCWG) at the global level attempted to draw lessons from this dramatic and challenging experience in order to improve its Implementation Plan. As other reviews were underway in Pakistan, the ESCWG focused on the aspect of emergency shelter only: issues of coordination in general were not reviewed.

The ESCWG, through an informal inter-agency consultation at the global and field levels, addressed organizations participating to the cluster in Pakistan a detailed questionnaire on their emergency shelter response and in accordance with the main sections of the ESCWG's Implementation Plan, i.e.:

- A. Develop Emergency Shelter Strategies and Standard Operating Procedures (SOPs)
- B. Standard Setting / Tools Development
- C. Shelter and Related NFI Stockpiles and Information Database
- D. Staff for Emergency Shelter Response
- E. Training
- F. Pre Emergency Data / Risk Mapping
- G. Information Management
- H. Any Other Comments

The questionnaire, the methodology and letter from the cluster's chair are attached for easy of reference.

Feedback was received from ten agencies: CARE International, GOAL, GTZ, Kashmir Education Fund (KEF), Humanity First (HF), Save the Children (SCF), IOM, UN-HABITAT, NRC and UNHCR.

The findings were consolidated by the ESCWG's sub-working group and presented for discussion in a one-day workshop held in Geneva on 6 March 2006. Overall and specific

lessons and follow-up recommendations were thus validated, and have all been laid down in one single document, hereunder. The results portrayed in this document will be used by the ESCWG as an input to enhance its 2006 Implementation Plan and to define issues that require more concentration and in-depth review in the Plan. In order to attain established goals, the Plan will now focus more on the necessity to address specific needs, such as training, and on the adoption of a number of guidelines.

As this undertaking focuses primarily on substantive or technical shelter lessons, it should be seen as complementary to more formal evaluations, such as the IASC evaluation of the Cluster Approach in Pakistan.

Emergency Shelter Cluster
Working Group
Geneva, 16 April 2006

I February 2006

Dear colleagues of the Emergency Shelter Cluster,

Over the past few years, the international response to humanitarian emergencies has demonstrated that the present system does not always meet the basic needs of affected populations in a timely and predictable way. This perception prompted the Emergency Relief Coordinator (ERC) to launch in 2005 an independent Humanitarian Response Review (HRR) of the global humanitarian system. The main scope of the Humanitarian Response Review (HRR) has been to identify those factors, which have hindered the speed and effectiveness of humanitarian response in the past, and to ensure that appropriate steps are taken to improve the timeliness and impact of future humanitarian interventions.

The HRR had proposed the system-wide adoption of a cluster lead organization concept, which encourages the effective use of expertise and technical know-how of mandated organizations. The expectation was that this would also facilitate clustering at different levels where this model has a potential to increase efficiency in the use of resources. The IASC Principals in September 2005 agreed to establish cluster leads at the global level in the nine areas of humanitarian activity where there is a need to reinforce the current response capacity.

The Emergency Shelter cluster one of the nine areas of humanitarian response, at the Global level would like to learn from the emergency shelter response that has been carried out in Pakistan following the earthquake. We, at the global level, are currently preparing ourselves to strengthen the emergency shelter cluster in future emergencies.

We strongly feel that the emergency shelter cluster in Pakistan under the leadership of International Organization for Migration (IOM) is rich in experience, and has gained additional knowledge from working in Pakistan; we wish to draw from this valuable experience. Your views through the attached questionnaire, will help the Emergency Shelter Cluster at Global level to be better prepared for an emergency shelter response and support the country clusters to the extent possible.

Allow me to thank you in advance, on behalf of the Emergency Shelter Cluster at Global level, for the time you will spend on these questions. Please respond to the questions that you feel comfortable with and feel free to leave the rest if not relevant to your case.

Sincerely yours,



Yoichiro Tsuchida
Chairman of the Emergency Shelter Cluster
at the Global level

**Informal inter-agency consultation
on emergency shelter response in Pakistan after the EQ**

Introduction and background

The IASC Emergency Cluster Working Group (ESWG) is planning to convene a one-day workshop in February 2006 in Geneva to build on the humanitarian agencies response to emergency shelter after the Pakistan Earthquake. Through an informal inter-agency consultation, lessons learned will be formulated. The results will be used by the ESWG as an input for the implementation of its 2006 work plan which aims to better addresses gaps in the emergency shelter sector. As the activity will focus primarily on substantive or technical shelter lessons, it should be seen as complementary to more formal evaluations, such as the IASC evaluation of the Cluster Approach in Pakistan.

In this regards the ESWG has organized a lessons learned questionnaire in accordance with the main sections of its 2006 Work Plan, as follows:

- A. Develop Emergency Shelter Strategies and Standard Operating Procedures (SOPs)**
- B. Standard Setting**
- C. Shelter and related NFI stockpiles and information database**
- D. Staff for Emergency Shelter Response**
- E. Training**
- F. Risk Mapping:**
- G. Information Management**

Objective

The objective of the consultation is to draw overall and specific lessons from the emergency shelter response in Pakistan. The lessons learned will facilitate the ESWG to focus on issues that require due attention in the cluster's implementation plan in order to improve the emergency shelter response for future emergencies.

Methodology

In order to enable the ESWG to undertake the informal consultation, in an structured way, and to reduce the possible overlapping with other reviews that might take place, following process and methodology will be applied:

- a. Consultations with the Pakistan Emergency Shelter Cluster were done through sharing of this document and the questionnaire.
- b. The Global Emergency Shelter Cluster has forward the questionnaire to the Cluster lead in Pakistan.
- c. The Pakistan Cluster has reviewed the questions; added comments and adopted the questionnaire for further action.
- d. The Pakistan Emergency Shelter Cluster lead will distribute the questionnaire to the organizations that appears on the list of participants and ensure all receive a copy.
- e. Each agency will return the questionnaire (one per agency) to:
James Sheppard-Barron (jsbarron@iom.int) and copy to
Ghassem Fardanesh (fardanes@unhcr.org),
Aidan Cronin (cronin@unhcr.org) **latest by 10 February 2006.**

- f. The Pakistan cluster may organize workshops in the hubs to discuss the lessons learnt. If they decide so, the findings may be forwarded to the Global Cluster as additional information.
- g. The ESWG's sub-group on lessons learned will consolidate the findings and present them to the one-day workshop in February and will share with the findings with Pakistan cluster.
- h. The ESWG workshop in Geneva will discuss the main findings and make recommendations for the implementation of the 2006 ESWG work plan and on ways forward in the emergency shelter sector.

Please see the questionnaire under a separate cover

Thank you for your kind participation

01 February 2006

Informal inter-agency consultation Form

Please click on the shaded boxes, it becomes black and type in your response
The box will expand as you type and with "enter" it goes to a new bullet point

Name of Agency:

Location of form filled:

Date (dd-mm-yy):

A. Develop Emergency Shelter Strategies and Standard Operating Procedures (SOPs)

Emergency Shelter strategy

1. Did an emergency shelter strategy exist? If yes, what were the main objectives?
▪
2. What was your specific shelter strategy?
▪
3. What were the bases (i.e. references/tools) used to produce the strategy?
▪
4. Were these references/tools adequate? If not, what were the main gaps?
▪
5. Did surveys and initial needs assessments take place? If yes, please list and comment on how they affected the emergency shelter strategy?
▪
6. Describe any important shortcoming or gap in the available assessment tools
▪
7. Were the tools adequate to assess the community self-help capacity and coping mechanisms?
▪
8. Did the initial assessments analyse building weaknesses and/or root causes?
▪
9. Did the emergency shelter strategy allow for climatic variations? If so how?
▪
10. What winterisation advice (which includes heating) was available to the emergency teams?
▪
11. Did the emergency shelter strategy allow for logistical considerations? If so how?
▪
12. To what degree were assessments and response decisions coordinated with central and local authorities?

- - 13. Was land tenure incorporated into the emergency shelter strategy? If so how? Did it affect the strategy and response?
 -
 - 14. Was the culture of local people (including building practices) included in the strategy, If so how?
 -
 - 15. Were local resources (including local building materials and rubble) used as part of this strategy? If so how?
 -
 - 16. Were external (i.e. non-local) materials and tools used for emergency shelter; If yes please list.
 -
 - 17. Did the emergency shelter strategy consider if affectees preferred to remain near their damaged houses? If so how?
 -
 - 18. Did the emergency shelter strategy consider accountability issues, if so how?
 -
 - 19. Were cross cutting issues such as gender, age, diversity etc. included immediately into the strategy?
 -
 - 20. Were local cultural practices and family structures taken into consideration when defining what a 'household' was? (i.e. defining who would get a shelter, and what the numbers of need of shelter were, following an assessment based upon that definition)
 -
- Implementation strategy and delivery***
- 21. Was emergency shelter only issued to families with damaged houses? If no, who else required assistance?
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 - 22. Did the emergency shelter strategy change with time, if yes, how?
 -
 - 23. Did cash grants have an impact on affectees? If so how?
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 - 24. Was the emergency shelter strategy implemented in a timely manner? Did it impact on the affectees too late? How could it be improved?
 -
 - 25. How long did requested materials take to arrive on the ground?
 -

26. Were the cross cutting issues related to gender, age diversity etc questions implemented? If so, how? How was this seen by local authorities who had a primary role in the response?
-
27. How was the labour component of the emergency shelter strategy put into action? Was local labour used in preference to outside labour?
-
28. Were the emergency shelter interventions separated from those of transitional shelter and early recovery? If so, how? Was this an effective response?
-
29. What can the emergency shelter sector learn from this disaster to improve response in future emergencies? Please comment.
-

B Standard Setting/Tools development

30. Were seismic risk issues addressed? If so how?
-
31. How was adherence to standards monitored by the emergency shelter sector?
-
32. Were the required maps available; If no, please list the gaps
-

C. Shelter and related NFI stockpiles and information database

33. Was a NFI list available on the ground? If not, how was this information acquired?
-
34. Were the stockpiles (NFIs) made available immediately?
-
35. Was a joint tracking system (database) of the stockpile made available?
-
36. Did the emergency shelter response include opportunities for improving outdated standards, materials and techniques?
-

D. Staff for Emergency Shelter Response

37. Who carried out the damage surveys and initial needs assessments?
-
38. What project management skills were available for implementing the emergency shelter strategy?
-
39. Were the correct technical profiles identified for those being deployed to the area?
-

E. Training

40. What opportunities for capacity building have been identified?

▪

41. What technical training of NGO's UN staff and the military was undertaken?

▪

F. Risk Mapping

42. Was reliable pre-emergency data available including population numbers and village location?

▪

G. Information Management

43. Was information promptly and readily shared among all concerned actors? If so, how?

▪

44. Did agencies cooperate, share information and take decisions for action? If so how?

▪

45. What technical information/expertise was lacking at critical points?

▪

H. Any other comment by the organization that is responding to this questionnaire

▪

Thank you

REVIEW OF RESPONSES TO 45 QUESTIONS
Response, Lessons, Follow-up Recommendation
Emergency Shelter Cluster Response – Pakistan

June 2006

A. DEVELOP EMERGENCY SHELTER STRATEGIES AND STANDARD OPERATING PROCEDURES (SOPS)		
A.1 Did an emergency shelter strategy exist and what were the main objectives?		
Response:	Lessons:	Follow-up recommendations:
<ul style="list-style-type: none"> ▪ Seven agencies report that shelter strategies existed. ▪ However, agencies refer to individual agency strategies and not a common emergency shelter cluster strategies. ▪ Cluster lead agency advised GOP to adopt a warm-roof strategy for elevations above 5000 feet (CGI sheets, NFIs and winterization materials) ▪ Cluster lead agency second strategy to serve other areas, incl. spontaneous settlements ▪ Strategies vary but many were focusing on: supporting families so they could remain, support people's choices to stay, plan and implement through community structures, use locally available skills and materials and build skills that can be applied beyond the emergency stage, provide materials and information support, meeting needs according to climatic conditions. ▪ General observation that strategies changed over time in accordance with response options and winterisation needs. 	<ul style="list-style-type: none"> ▪ An initial and comprehensive needs and damage assessment in October should have foreseen the strategic winterization needs from day one. ▪ Timely information from the central register of stockpiles should have revealed that there were not enough adequate tents in stock and replenishment could not be done in time to save lives through distribution of tents. ▪ Alternative strategies should have been formulated immediately according to needs and the population's coping mechanisms. 	<ul style="list-style-type: none"> ▪ Check who made what assessment and how these informed strategies and how these were communicated. ▪ Revise needs assessment tools and procedures to produce adequate, timely and efficient emergency cluster strategies. ▪ Prepare a full range of strategic options for emergency shelter responses. ▪ Prepare training in (new) assessment tool application. ▪ Prepare guidelines for invoking assessment tools and procedures. ▪ Adjust SOP to facilitate above.

<ul style="list-style-type: none"> No agency reports on exit strategy. 		
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A.2 What was your specific shelter strategy?

Response:	Lessons:	Follow-up recommendations:
<ul style="list-style-type: none"> In addition to the provision of tents, most agencies report that delivery of “shelter kits” (CGI sheets, tools, nails, etc.), were elements of their emergency shelter strategy. Agencies were providing emergency shelter with a view to promote smooth transition towards longer-term shelter response (provision of reusable materials, skills transferable for the permanent stage, recycling of existing materials, technical assistance for reconstruction as early as possible, etc.). Some agencies report on strategies to assist the affected in situ as opposed to moving people to camps. Take community needs, vulnerability, accessibility and environment into account. While all agencies report on specific agency strategies, no one reported on efforts to prepare a joint or overall strategy as opposed to coordinating a range of individual strategies. 	<ul style="list-style-type: none"> The response strategy shifted relatively quickly from focusing entirely on tents distribution/provision to include alternative shelter rebuilding activities often with a longer-term recovery perspective in mind (distribution of tool kits and materials reusable for reconstruction, skills training, addressing tenure and environmental issues). The range of applied shelter response strategies indicate a broader specter of response options, combining life saving operations with mainly community based “shelter recuperation” during the initial months of response. The range of emergency shelter options in natural disasters must reflect the geographical extend of the affected area (often different from that of complex emergencies where displaced persons often move in large groups). The diversity of strategies applied seems to indicate that emergency shelter strategies must include more than delivering tents. Although distribution of tents is crucial life saving mechanism, other more broad strategies focusing on communities own coping mechanisms must be considered at the outset of operations. 	<ul style="list-style-type: none"> Further assessments should be made to define the specific nature, scope and cost-effectiveness of the “shelter recuperation” responses to establish if this should be part of a viable emergence response strategy. Further assessment of community coping mechanisms should help to give direction to complementary emergency shelter strategies As elements of early recovery often become part of an initial emergency response, it would be important to define flexible exit strategies that allow certain recovery activities to begin in parallel to emergency actions, as these often substitute or complement conventional emergency shelter tent distribution. This will help to avoid the unconstructive gap between emergency shelter and shelter as part of early recovery. Common definitions and costing of emergency shelter tool kits should be prepared

A.3 What were the bases used to produce the strategy (references, tools, etc.)?

Response:	Lessons:	Follow-up recommendations:
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<ul style="list-style-type: none"> ▪ The underlying bases for agency strategies were numerous like the strategies themselves. ▪ Agencies report that on-site assessments, technical assessments, meetings with communities, demographic experience, shelter project and Sphere standards were applied to define strategies. ▪ One agency report on more specific tools, such as an environmental guide, earthquake resistant construction guide, site selection guide. ▪ No agency report on joint guidelines. 	<ul style="list-style-type: none"> ▪ It appears that most of the applied assessment tools were related to existing agency policy frameworks. ▪ As most tools were aimed at on-site assessments, it should be considered to harmonize these to avoid too many parallel assessments and aim at a few tools to be applied to cover the variety of geographical and technical situations. ▪ Most agencies were eager to involve communities as a tool to define a strategic response. ▪ As emergency shelter response is a matter of swift action, a multi agency response is likely to benefit from a stronger coherence in the underlying tools applied to define intervention strategies. 	<ul style="list-style-type: none"> ▪ The emergency shelter cluster should analyse existing tools and establish a common and set of options to be applied in different settings. ▪ Clearly the cluster should consider how the tools could involve the displaced families and affected communities.
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A.4 Were these references/tools adequate? If not, what were the main gaps?

Response:	Lessons:	Follow-up recommendations:
<ul style="list-style-type: none"> ▪ The response varies from a clear yes, the tools were adequate, to explanations of why tools were inadequate. ▪ Gaps included lack of reliable information on climatic conditions, little knowledge of traditional coping mechanisms, not enough contact with local builders, lacking knowledge about possibilities to use existing buildings for cooking, etc. ▪ Not enough cooperation by local and central authorities, including the army. ▪ Sphere standards could not be met due to need to limit room sizes to avoid extensive heating needs. ▪ Lack of house-to-house damage assessment. 	<ul style="list-style-type: none"> ▪ In search of solutions, many different tools and methods were applied. ▪ Judging from the answers, the tools applied were inadequate to provide accurate information about the situation and needs to produce strategic solutions. 	<ul style="list-style-type: none"> ▪ Cluster should review existing tools and aim at covering the gaps as pointed out in the answers. ▪ Cluster should review needs and damage assessment tools as well as tools and guidelines for reconstruction.

A.5 Did surveys and initial needs assessments take place?

Response:	Lessons:	Follow-up recommendations:
<ul style="list-style-type: none"> ▪ Initial surveys took place. ▪ All agencies/NGOs applied own objectives to select areas and scope of surveys. ▪ A general observation of the answers is that assessments were agency/NGOs linked and not conducted as part of overall survey strategy. ▪ One agency reported that the strategy changed over time in accordance with the results of the various surveys and subsequent monitoring. ▪ Surveys enabled agencies to select and plan own operations. ▪ Slow donor fund disbursement impacted negatively on agencies ability to carry out initial assessments. ▪ ADB/WB prepared damage and needs assessment and UN cluster prepared early recovery framework. ▪ Lack of technical input in the initial survey. 	<ul style="list-style-type: none"> ▪ Efforts should be made to avoid agency/NGO “pick and choose approach” as regards scope, technical focus and geographical location for initial assessments. ▪ It was confirmed that swift damage assessments require a high number of human resources available in the first days after the disaster. ▪ Confirmed that lack of immediate availability of funding impedes swift initial needs and damage assessments. ▪ Again there is a need to look into the response planning related to the seemingly inevitable overlaps between emergency and early recovery phases starting already during initial needs and damage assessments. ▪ It is not clear from the answers if there was a deliberate focus on emergency shelter needs or early recovery needs blend-in from the beginning. 	<ul style="list-style-type: none"> ▪ Guidelines and procedures for coordinating initial needs and damage assessments must be improved to ensure predictability and full coverage. ▪ While reviewing procedures for assessments, the cluster should consider the need for “phased assessments” as a tool for emergency shelter response linking to subsequent shelter support phases. ▪ Cluster should consider preparing standard assessments and procedures perhaps as a modular system for which donor funding could be requested quickly. ▪ Cluster should consider if such standard assessments could be negotiated as a standard package “pre-approved” for CERF funding.

A.6 Describe any important shortcoming or gap in the available assessment tools.

Response:	Lessons:	Follow-up recommendations:
<ul style="list-style-type: none"> ▪ Duplication by other NGOs and organizations. Inadequate and insufficient coordination on the part of relief agencies was a serious shortcoming. ▪ Inadequate attention to host family arrangements, which is often the preferred option, particularly in Muslim and close knit communities. ▪ Geographical inaccessibility and distance limited the scope of assessments. ▪ Pashto-speaking female speaking community 	<ul style="list-style-type: none"> ▪ It is clearly documented that the set of tools, which was applied or developed on side, needs to be reviewed in order to make it more comprehensive and relevant to a range of situations. ▪ The Emergency shelter cluster and/or the early recovery cluster must take pro-active action to coordinate initial assessments in terms of scope, geographical and technical coverage. 	<ul style="list-style-type: none"> ▪ Cluster should review tools and prepare an inventory of relevant tools. ▪ Cluster should facilitate the setting up of a comprehensive and coherent set of tools as part of improving preparedness. ▪ Cluster should prepare guidelines for multi-actor assessment coordination. ▪ Cluster should prepare adequate training manuals and consider how to make training available to cluster members as part of preparedness.

<p>mobilizing staff.</p> <ul style="list-style-type: none"> ▪ Intellectual resources and data managing tools were entirely absent. ▪ Information management tools had to be developed in the field. ▪ Assessments should also include what people still have. 		
<p>A.7 Were the tools adequate to assess the community self-help capacity and coping mechanisms?</p>		
<p>Response:</p> <ul style="list-style-type: none"> ▪ The overall response is that tools were ineffective to understand communities coping mechanisms and how to assist them to engage in addressing own needs. ▪ Communities were encouraged to wait for supplies rather than to take action themselves. ▪ It appeared that communities had a greater level of self-help capacity than initial assessments indicated. 	<p>Lessons:</p> <ul style="list-style-type: none"> ▪ Emergency shelter response must not make people dependent on assistance if they have potential to participate in response planning and self-help actions. ▪ Emergency shelter providers need not always to view affected communities as passive recipients. ▪ Involving communities could expand the relevance and scope of operations. ▪ Selecting response strategies that build on people's coping capacity can make the response better adapted. ▪ Assessment tools should be revised to better assess people's coping capacity. 	<p>Follow-up recommendations:</p> <ul style="list-style-type: none"> ▪ A need to understand how communities are able to participate in the various stages of an emergency operation. ▪ Assess how integration of communities can best be organized, as a general guideline. ▪ Ensure needs of women are recorded through overcoming language and cultural barriers. ▪ Emphasize motivation of people for self-help activities.
<p>A.8 Did the initial assessments analyze building weaknesses and/or root causes?</p>		
<p>Response:</p> <ul style="list-style-type: none"> ▪ Technical assessments were mostly applied, but not always in the initial needs assessments. ▪ One assessment showed that 80-85 % of government buildings collapsed due to low quality of materials used. ▪ Mud houses nearly all collapsed. 	<p>Lessons:</p> <ul style="list-style-type: none"> ▪ There is a need for better guidelines for when technical assessments are carried out. ▪ Rehabilitation and reconstruction should be done with due respect to building codes if existing. ▪ Construction safety guidelines should be made available to communities. 	<p>Follow-up recommendations:</p> <ul style="list-style-type: none"> ▪ Prepare a guideline on the procedure for applying various types of needs and damage assessments after a disaster. ▪ Compile an inventory of the various types of shelter design that was applied. ▪ Prepare information material that can help people improve housed against new earthquakes when rebuilding them.

A.9 Did the emergency shelter strategy allow for climatic variations? If so, how?		
Response:	Lessons:	Follow-up recommendations:
<ul style="list-style-type: none"> ▪ Most agencies confirm that climate was a factor in the applied strategies. ▪ However, the initial “Winter Race” strategy was too focused on delivery to high elevations and overlooked to some degree that recuperation, rehabilitation and reconstruction was underway immediately after the disaster. 	<ul style="list-style-type: none"> ▪ Need to be a better differentiation of assistance needs in the assessment tools and procedures to allow for the identification of a full range of solutions. 	<ul style="list-style-type: none"> ▪ Ensure assessment tools effectively can differentiate a range of needs. ▪ Continue encourage agencies and NGOs to improve emergency shelter solutions to meet climatic needs.
A.10 What winterization advice was available to the emergency teams?		
Response:	Lessons:	Follow-up recommendations:
<ul style="list-style-type: none"> ▪ Winterization advice was a consistent component of the shelter relief strategy. ▪ Advises ranged from use of locally available insulation materials and techniques, cooking and heating technical guidelines and blankets. ▪ Oil heaters should not have been supplied as there was no oil provision in the mountains 	<ul style="list-style-type: none"> ▪ Teams basically received adequate guidelines and advice. 	<ul style="list-style-type: none"> ▪ Review the standards and guidelines for replication.
A.11 Did the emergency shelter strategy allow for logistical considerations? If so how?		
Response:	Lessons:	Follow-up recommendations:
<ul style="list-style-type: none"> ▪ Most agencies report on flexible and sufficient logistical considerations in the strategy. ▪ Logistics concerns influenced distribution methods. 	<ul style="list-style-type: none"> ▪ Agencies were able to adapt to availability of logistics, transport, etc. 	<p>Same as above.</p> <p>ES cluster should coordinate with logistical cluster when reviewing standards a guidelines.</p>
A.12 To what degree were assessments and response decisions coordinated with central and local authorities?		
Response:	Lessons:	Follow-up recommendations:
<ul style="list-style-type: none"> ▪ While international agencies and NGOs report on full cooperation at all levels, the local NGOs all conclude that coordination with authorities was poor, if it at all existed. ▪ Technical capacity of some local authorities was somewhat limited. 	<ul style="list-style-type: none"> ▪ Apparently cooperation was very uneven. ▪ Did authorities only want to cooperate with international organizations? ▪ Or did local NGOs have different expectations to the cooperation with the authorities? 	<ul style="list-style-type: none"> ▪ Cluster should follow-up to understand this contradicting response. ▪ Cluster should decide initially what the coordination level should be.
A.13 Was land tenure incorporated into the emergency shelter strategy? If so how? Did it affect the strategy and response?		
Response:	Lessons:	Follow-up recommendations:
<ul style="list-style-type: none"> ▪ The land tenure issue (occupancy rights) was 	<ul style="list-style-type: none"> ▪ The tenure situation did affect the shelter 	<ul style="list-style-type: none"> ▪ List substantive areas that would benefit or

<p>addressed by many agencies through the strategy to provide shelter at people's own land rather than bringing them to camps.</p> <ul style="list-style-type: none"> Agencies report on no land encroachment due to this strategy. 	<p>strategy, as assistance was geared for people not to loose occupancy rights.</p> <ul style="list-style-type: none"> Coordination with other clusters, such as health should be ensured to facilitate health care. 	<p>require a formalized inter-cluster coordination.</p> <ul style="list-style-type: none"> Lessons on how to assist people with tenure rights should be compiled and made available for replication.
A.14 Was the culture of local people included in the strategy? If so how?		
Response:	Lessons:	Follow-up recommendations:
<ul style="list-style-type: none"> Most agencies/NGOs report on cultural considerations in the selection of strategy and actual response. Different agencies/NGOs took different responses, such as local material and techniques, distributing materials rather than pre-fabricated houses, incremental improvements, etc. 	<ul style="list-style-type: none"> Clearly an area where agencies were well prepared. 	Same as A.10
A.15 Were local resources (including local building materials and rubble) used as part of this strategy? If so how?		
Response:	Lessons:	Follow-up recommendations:
<ul style="list-style-type: none"> All agencies report on reuse of rubble, such as stones, timber and bricks. While people were encouraged to reuse rubble, the actual form of the rebuilding was left to the discretion of the self-builder. In urban areas rubble was too often dumped in rivers negatively impacting on the water quality. 	<ul style="list-style-type: none"> Using rubble as a means of emergency shelter was widespread. Guidelines and information material on the effects of removal and dumping of rubble should be considered. 	<ul style="list-style-type: none"> Cluster to inventorize the applied types of materials and the techniques to reuse them in constructions. Cluster should especially emphasize standards for building safety, hygiene and cultural practices. Check if environmental guidelines exist for situations like this.
A.16 Were external (i.e. non-local) materials and tools used for emergency shelters? If yes please list.		
Response:	Lessons:	Follow-up recommendations:
<ul style="list-style-type: none"> CGI sheets, iron bars, galvanized wire, nylon rope, polythese and canvas. Owing to the size of the disaster, local markets were constrained and imported goods were thus required. 	<ul style="list-style-type: none"> Local materials used as much as possible and available. 	<ul style="list-style-type: none"> Guidelines exist but review should give preference to procurement of local materials without distorting local market situation causing price inflation. It should consider the supply chain
A.17 Did the emergency strategy consider if affectees preferred to remain near their damaged houses? If so how?		
Response:	Lessons:	Follow-up recommendations:
<ul style="list-style-type: none"> All agencies/NGOs report that they considered 	<ul style="list-style-type: none"> Emergency shelter assistance was tailored to 	<ul style="list-style-type: none"> Preference to people's choice.

peoples preferences for remaining close to their damaged houses.	provide shelter kits and materials at the places of origin.	<ul style="list-style-type: none"> ▪ People to be part of process to develop initial strategies.
A.18 Did the emergency shelter strategy consider accountability issues? If so how?		
Response:	Lessons:	Follow-up recommendations:
<ul style="list-style-type: none"> ▪ Accountability was an important feature of all agencies relief assistance. This was applied through various committees, recording each shelter and maintaining requisite information of occupants. ▪ No agency/NGO made comments on the obligation of the cluster lead to assume accountability to meet all needs (requirement under the new cluster approach). 	<ul style="list-style-type: none"> ▪ Accountability an important factor of agencies programmes. ▪ As cluster approach was not fully applied to this operation, full accountability cannot be expected. 	<ul style="list-style-type: none"> ▪ In order to monitor accountability, a set of performance indicators should be prepared and monitored continuously. ▪ The Cluster should consult on this issue with OCHA.
A.19 Were cross-cutting issues, such as gender, age, diversity, etc. included immediately into the strategy?		
Response:	Lessons:	Follow-up recommendations:
<ul style="list-style-type: none"> ▪ Most agencies were aware of the needs to take gender, age, etc. into account. ▪ International agencies/NGO report that they managed this to a certain degree, while the local NGOs report that such consideration was not incorporated. ▪ Ambiguity about equitability in distribution as this was depending on the available logistical support. 	<ul style="list-style-type: none"> ▪ The diverse answers indicate a need to be better prepared for incorporating cross-cutting issues. ▪ Equitable distribution should not be dependent on logistical support terms. An effort should be made to ensure that gender, age and diversity needs are met equally. 	<ul style="list-style-type: none"> ▪ Cluster should look at the availability of knowledge, guidelines and strategies to better embrace gender, age, etc. issues in all phases of operations. ▪ Cross-cutting issues should be incorporated in the initial needs assessment framework.
A.20 Were local cultural practices and family structures taken into consideration when a household was defined?		
Response:	Lessons:	Follow-up recommendations:
<ul style="list-style-type: none"> ▪ Most answers were positive although some admit difficulties in defining the households. ▪ The most frequently used method of definition was that of "a group of people sharing one cooking fire". 	<ul style="list-style-type: none"> ▪ It appears that there is a need for streamlining the tools for household identification. 	<ul style="list-style-type: none"> ▪ Cluster to consider as part of preparedness. ▪ Definition of households should take cultural and religious norms into account. ▪ Cluster should consult with other clusters and OCHA for the definition and for its application in needs assessments.

Implementation Strategy and delivery

A.21 Was emergency shelter only issued to families with damaged houses? If no, who else required assistance?		
Response:	Lessons:	Follow-up recommendations:
<ul style="list-style-type: none"> ▪ Most agencies/NGOs answer affirmative. ▪ One local NGO also provide for hospitals/clinics. ▪ One agency raise the issue of lack of proper house-to-house assessment and subsequent classification of damage took place. This makes it difficult when defining eligibility and the type of shelter assistance. (E.g. could families stay in a partly damaged house or should they receive an emergency shelter). ▪ Question raised on the unsupervised dumping of CGI sheeting resulting in large-scale hoarding. 	<ul style="list-style-type: none"> ▪ Lack of house-to-house damage assessment makes it difficult to ascertain that families are treated equally. ▪ Unsupervised provision of emergency shelter and shelter kits should not take place for obvious reasons. 	<ul style="list-style-type: none"> ▪ Cluster should consider how to improve the scope and quality of needs and damage assessment.
A.22 Did the emergency shelter strategy change with time? If yes how?		
Response:	Lessons:	Follow-up recommendations:
<ul style="list-style-type: none"> ▪ The shelter strategies changed over time from the early focus on delivering tents and tarpaulins to emphasis on iron sheets, shelter kits, training, etc. in line with the results of the results emerging from the needs assessments. ▪ The building rehabilitation assistance is one of the earliest. 	<ul style="list-style-type: none"> ▪ There is a clear indication that the exclusive focus on tents by the UN in the beginning was unwarranted. ▪ New needs assessment and strategy guidelines should be prepared to ensure that a full range of emergency shelter options are considered from day one as a life saving means. ▪ Procedures should be reviewed to ensure that strategies could be defined as early as possible without relying on tents distribution as the only effective response. 	<ul style="list-style-type: none"> ▪ Cluster should review SOP for initial needs, damage and rights assessments to ensure a full range of strategic options could be applied simultaneously if consider necessary. ▪ Guidelines with a range of shelter options should be considered. ▪ Guidelines should take into account that assessment in a ongoing process from the initial needs assessment to the subsequent more technical in-depth assessments (house-to-house).
A.23 Did cash grants have an impact on affectees? If so how?		
Response:	Lessons:	Follow-up recommendations:
<ul style="list-style-type: none"> ▪ Cash grants were initially incorporated by some agencies, but were not in very high demand in 	<ul style="list-style-type: none"> ▪ Cash grant schemes were not widespread but did have an effect on the local economy 	<ul style="list-style-type: none"> ▪ Cluster to review the scheme and make a recommendation jointly with other clusters.

<p>the field.</p> <ul style="list-style-type: none"> ▪ It was used to allow families to choose materials according to needs and it assisted the local economy and traders to restart. ▪ GoP paid compensation, but the implementation of the scheme was considered controversial. 		<ul style="list-style-type: none"> ▪ Cash for self-help could be considered as an assistance option.
A.24 Was the emergency shelter strategy implemented in a timely manner? Did it impact on the affectees to late?		
<p>Response:</p> <ul style="list-style-type: none"> ▪ The initial call for tents could not be fulfilled due to shortage. The subsequent procurement of CGI sheets had a delivery constrain. ▪ Delivery of shelter kits were delayed adding to the discomfort of people, but did not contribute to an increased mortality rate among the IDP. ▪ Late arrival of UN agencies and donor funding resulted in delays. When this was solved the implementation was rapid. 	<p>Lessons:</p> <ul style="list-style-type: none"> ▪ The initial focus on tents as the response strategy resulted in delay in ordering other supplies on time, e.g. the shelter kits. ▪ Donors must be better integrated in the initial response phase, to harmonize diverse interests and priorities as a tool for joint strategies. ▪ It is suggested that UN agencies keep larger stocks of CGI sheets. ▪ UN should ensure to maintain stocks of adequate tents, also for winterization. 	<p>Follow-up recommendations:</p> <ul style="list-style-type: none"> ▪ Cluster to communicate response and lesson to logistics cluster for comments and adequate action. ▪ Cluster should revise the NFI components of the cluster budget. ▪ Cluster should advocate for having predictable funding for regional / local procurement of CGIs and other similar items for shelter kits.
A.25 How long did the requested materials take to arrive on the ground?		
<p>Response:</p> <ul style="list-style-type: none"> ▪ Although being satisfied with the time to deliver materials on the ground, all agencies experienced “pipeline” difficulties. ▪ Agencies report on delivering materials on the ground within 1-5 days of receipt. ▪ Shelter kit materials took longer. 	<p>Lessons:</p> <ul style="list-style-type: none"> ▪ Appears that agencies were effective in delivering to families once consignments were received. 	<p>Follow-up recommendations:</p> <ul style="list-style-type: none"> ▪ Cluster should consult Logistics Cluster to advocate for increased stock piles or frame agreements to meet demand for CGIs
A.26 Were the cross-cutting issues related to gender, age, etc. questions implemented? If so, how? How was this seen by local authorities?		
<p>Response:</p> <ul style="list-style-type: none"> ▪ The response varies significantly: <ul style="list-style-type: none"> ▪ Local authorities had a limited role. ▪ Gender issues were greatly appreciated by local authorities ▪ Issues were not addressed. ▪ Especially the military was fairly skeptical 	<p>Lessons:</p> <ul style="list-style-type: none"> ▪ It appears that experiences of agencies vary from location to location. Thus, guidelines should be clear and also addressed to the authorities in an adequate manner. 	<p>Follow-up recommendations:</p> <ul style="list-style-type: none"> ▪ Review cross-cutting guidelines

regarding the needs for separate strategies to address the needs of women.		
A.27 How was the labour component of the emergency shelter strategy put into action? Local labour versus labour from outside?		
Response:	Lessons:	Follow-up recommendations:
<ul style="list-style-type: none"> ▪ Construction was done mainly by families themselves and employed local labour. 	<ul style="list-style-type: none"> ▪ Some families or vulnerable persons would always need assistance to erect tents or repair damaged buildings for emergency shelter. ▪ Experiences with using local labour was encouraging. 	<ul style="list-style-type: none"> ▪ Cluster should consider strategies and guidelines that ensures assistance to vulnerable persons preferable through a community approach.
A.28 Were the emergency shelter interventions separated from those of transitional shelter and early recovery? If so how?		
Response:	Lessons:	Follow-up recommendations:
<ul style="list-style-type: none"> ▪ The transition shelters and early recovery strategies were tied into the same target communities and households, using the same local labour. ▪ Emergency shelter and transitional shelter were not specifically separated in time and were mostly initiated within weeks after the earthquake. ▪ Many shelters were designed to last for 2-3 years or longer. 	<ul style="list-style-type: none"> ▪ Both transition shelter and some early recovery operations were phased-in within weeks. ▪ Permanent reconstruction strategies were kept entirely distinct. ▪ “Longer-lasting emergency shelters” or transitional shelters with longer life span (2-3 years) will allow families to reconstruct buildings in the preferred style and incremental. ▪ This raises the question of transition shelter projects into the initial flash appeals to avoid new “winter disasters” occur the next 2-3 seasons until people have reconstructed their original houses. ▪ It would be logic to prepare emergency shelter strategies that aims at sustainability in the choice of materials, utilization and location. An emergency or transition shelter could be the beginning of a permanent home. This would not only help to close the gap between emergency and normalcy, but also help stabilize communities socially and economically. 	<ul style="list-style-type: none"> ▪ Lessons to be considered as mainstream emergency shelter strategies. ▪ Lessons to be discussed with the ER Cluster to define the issue of exit strategies (the gap between emergency and early recovery).
.29 What can the emergency shelter sector (in Pakistan) learn from this disaster to improve responses in future emergencies?		
Response:		

- Greater emphasis must be given to procurement and logistics chain.
- Reconstruction strategies should be incorporated into emergency relief strategies from "day one".
- There is a need for background training and experience to address shelter beyond a sphere handbook, which cannot be done to formula, but can be flexible, adaptable, inclusive, strategic and responsive.
- Government officials at all levels need to be trained to respond promptly to future disasters.
- Local volunteers in adequate numbers from each village may be registered and trained in elementary disaster response.
- Strategic reserves of winterized tents and CGI sheets be maintained for immediate shelter requirement.
- Effective and on the spot surveys.
- Involvement of honest local advisors.
- Continue a concerted effort to keep information flowing from field teams to regional clusters.
- Make lessons learned documents from prior earthquakes more easily available to large audiences as early as possible.
- Cluster coordinators must be empowered by delegation of authority by the UN/IASC Country Team
- Clusters should operate with pooled funding.
- Clusters should be "owned" by all stakeholders
- Clusters should have dedicated coordinators who remain throughout the emergency period.
- OCHA's TOR must reflect these new realities.
- Information management skills and systems as well as communication technology to be improved.
- Raise awareness about sectoral requirements and cluster responsibilities.
- Monitoring of quality and equity.
- Secretariat support is needed from the outset.
- Better collaboration between the IFIs and UN agencies is required to link the financial with the technical expertise.
- A detailed house-to-house damage survey must be implemented immediately.
- Consider longer-term shelter solutions at the outset.

B. STANDARD SETTING / TOOLS DEVELOPMENT

B.30 Were seismic risk issues addressed? If so how?

Response:	Lessons:	Follow-up recommendations:
<ul style="list-style-type: none"> ▪ Five agencies report that Instructions for building EQ resistance buildings existed. ▪ It is reported that there was no centralized approach and was not systematic. ▪ In practice the understanding of the bracing concept was weak or not in place. ▪ The shelter material provided by some agencies had taken into consideration the issue of EQ resistance and they were of light material. ▪ General guidelines which could have served the recommended minimum safety could have been useful. 	<ul style="list-style-type: none"> ▪ Although the idea existed, it was neither centralized nor systematic. ▪ Guidelines could have helped the field teams. ▪ There was lack of understanding of technical issues. ▪ The shelter material distributed by some agencies had already taken into account the issue of EQ. 	<ul style="list-style-type: none"> ▪ There is a need for guideline on earthquake resistance issues. ▪ Need for upgrading the technical understanding of the humanitarian aide workers. ▪ Need of technical staff ▪ Collection of construction material provided by some agency would be of help as an initial step to address this issue from the onset.

B.31 How was adherence to standards monitored by emergency shelter sector?

Response:	Lessons:	Follow-up recommendations:
<ul style="list-style-type: none"> ▪ Some agencies report that monitoring took place through visits to communities and physical checking. ▪ It is also reported that the adherence to standards was poor as main concern was coverage and numbers and not technical or quality issues. ▪ The monitoring of self builders and their conformity to standards that did not exist was difficult. 	<ul style="list-style-type: none"> ▪ Monitoring took place by visits and physical checking. ▪ Adherence to standards was poor as the main concern was coverage and numbers. ▪ Need for guidelines and safety measures specially for the self build accommodation. 	<ul style="list-style-type: none"> ▪ Training required for monitoring. ▪ Adherence to standards or coverage and numbers, how this should be addressed. ▪ Lack of understanding of Sphere standards ▪ To ensure training includes accepted standards

B.32 Where the required maps available: If no, please list the gaps?

Response:	Lessons:	Follow-up recommendations:
<ul style="list-style-type: none"> ▪ There were no maps till the late days. ▪ There was not enough information about the 	<ul style="list-style-type: none"> ▪ There were no maps available to show the number of villages and their accessibility. 	<ul style="list-style-type: none"> ▪ To ensure maps are available or made available. ▪ Provision or procedures to be in place to provide

<p>number of villages.</p> <ul style="list-style-type: none"> ▪ Maps were required to indicate every community and accessibility to them. ▪ Hand drawn maps were used. ▪ Road maps and satellite or aerial images would be helpful. ▪ One agency reports that only one useable map was produced in which some technical support were provided by UNJLC. 	<ul style="list-style-type: none"> ▪ Maps were required specially satellite or aerial images. 	<p>maps as early as possible in the emergencies.</p>
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C. SHELTER AND RELATED NFI STOCKPILES AND INFORMATION DATABASE

C.33 Was a NFI list available on the ground? If not, how was this information acquired?

Response:	Lessons:	Follow-up recommendations:
<ul style="list-style-type: none"> ▪ Some report that they have their own . ▪ Some report the list were available and some report there were no lists. 	<ul style="list-style-type: none"> ▪ There seems to be a categorized list of NFIs. ▪ Agencies have their own list and NFIs for distribution 	<ul style="list-style-type: none"> ▪ To ensure that the list of NFIs available is widely distributed among the aide agencies.

C. 34 Were the stockpiles (NFIs) made available immediately?

Response:	Lessons:	Follow-up recommendations:
<ul style="list-style-type: none"> ▪ There were some delays in delivery of NFIs. ▪ The NFIs in the country were distributed quickly. ▪ The global capacity for both tents and blankets was not sufficient to meet the requirement 	<ul style="list-style-type: none"> ▪ The in country NFIs were quickly distributed ▪ Global capacity not sufficient 	<ul style="list-style-type: none"> ▪ Need to ensure that the cluster proposed stock pile for NFIs is in place. ▪ Looking at other suppliers

C.35 Was a joint tracking system (database) of the stockpile made available?

Response:	Lessons:	Follow-up recommendations:
<ul style="list-style-type: none"> ▪ Some reported "yes" and some reported "no". ▪ The available list was unreliable as some inflated the items coming to the country. ▪ No accurate information on time of arrival. 	<ul style="list-style-type: none"> ▪ It seems there has been a confusion about the availability of the database. ▪ If available its accuracy and time of arrival not dependable. 	<ul style="list-style-type: none"> ▪ To ensure proper data base with accurate information and widely distributed is in place. ▪ Need for a better information sharing mechanism.

C.36 Did the emergency shelter response include opportunities for improving out dated standards, materials and techniques?

Response:	Lessons:	Follow-up recommendations:
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<ul style="list-style-type: none"> ▪ Some reported “yes” and some reported “no”. ▪ How to assist the host family option. ▪ There were some leaning opportunities by visiting other programmes ▪ It was evolving and one example fire prevention and inclusion of GI sheets 	<ul style="list-style-type: none"> ▪ Mixed information. ▪ Visiting other programmes was beneficiary to some aide agencies. ▪ It was evolving situation. 	<ul style="list-style-type: none"> ▪ To ensure best practices are shared. ▪ To ensure aide agencies visit each other programmes.
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D. STAFF FOR EMERGENCY SHELTER RESPONSE

D.37 Who carried out the damage surveys and initial needs assessment?

Response:	Lessons:	Follow-up recommendations:
<ul style="list-style-type: none"> ▪ Most organizations carried out their own assessment in the area in which they worked ▪ Some assessments used information from Pakistan Army and/or GoP including outdated census ▪ No "qualified" assessment by structural engineers; programme staff, volunteers, local partners ▪ World Bank and ADB carried out assessment in isolation from the IASC response 	<ul style="list-style-type: none"> ▪ Geography and organization planning needs require individual assessment ▪ An inter-agency assessment with qualified experts needs to take place within first few days to avoid duplication and lack of co-ordination ▪ Qualified staff and standards are required to be part of these assessments 	<ul style="list-style-type: none"> ▪ Develop assessment forms that provide baseline requirements needed to carry out shelter/NFI issues ▪ Further discussion on assessments is required taking into consideration the need for an overall cluster assessment while at the same time other clusters and individual organizations will be caring out similar activities

D38 What project management skills were available for implementing the emergency shelter strategy?

Response:	Lessons:	Follow-up recommendations:
<ul style="list-style-type: none"> ▪ Qualified staff and standards are required to be part of these assessments field managers, programme officers, logistic officers, local contractors, ▪ Mainly the smaller organizations did not have programme staff ▪ Cluster Co-ordinator with experience in co-ordination and emergency 	<ul style="list-style-type: none"> ▪ Organizations with experience brought in the profiles for an emergency operation and had balance of programme and technical staff. ▪ Cluster Lead needs to have both co-ordination, programme and technical staff to oversee obligations ▪ Longer term staff required 	<ul style="list-style-type: none"> ▪ Need to determine whether the shelter strategy reflected the type of personnel or the personnel reflected the strategy; need to ensure issues of gender, human rights are in both the strategy and reflected in staff There should be “cluster team” created that cover the different expertise that is required ▪ Base line training for staff on cross-cutting issues needs to be developed

<ul style="list-style-type: none"> ▪ Suffered from turn-over/lack of continuity 		<ul style="list-style-type: none"> ▪ Clear staffing requirements and initial contracts should be developed for the initial emergency team; this could also include human resources from other cluster members ▪ Develop roster of specific staff with required training
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D.39 Were the correct technical profiles identified for those being deployed to the area?

Response:	Lessons:	Follow-up recommendations:
<ul style="list-style-type: none"> ▪ Emphasis was placed on community outreach skills and supplemented with technical training or engineering expertise. ▪ Need to have a team built with both types of experience. ▪ Cluster Lead deployed a shelter expert that provide technical assistance to cluster – though could have been earlier ▪ One cluster member stated that permanent shelter solution experts were discouraged but necessary 	<ul style="list-style-type: none"> ○ Need to have a team built with differing types of skill sets and deployed immediately ○ Both programme and technical staff is required to be a part of the team ○ Cluster Lead takes lead in providing technical expertise and training for those without the capacity. 	<ul style="list-style-type: none"> ▪ Determine whether the strategy and the issues were all covered adequately in the response (ex. Where gender issues addressed?) ▪ Develop profiles of staff required to ensure all issues of shelter is covered and follow-up with appropriate training

E. TRAINING

E 40 What opportunities for capacity building have been identified?

Response:	Lessons:	Follow-up recommendations:
<ul style="list-style-type: none"> ▪ All responded that capacity building needs are required: 	<ul style="list-style-type: none"> ▪ Training required to be both required and needed at all levels, in all areas and with all counterparts 	<ul style="list-style-type: none"> ▪ Training strategy needs to be developed to set out the needs of training and the type of training for particular skill sets

<ul style="list-style-type: none"> ▪ Capacity building is required for National NGOs, INGOs, UN/IOM and Government staff ▪ Capacity building for masons, carpenters etc in seismic-resistant building techniques ▪ Build capacity within regional authorities and national NGOs for legal rights protection ▪ Capacity building with the humanitarian community – technical/construction and management and project-planning; emergency response training; training in mental health 		<ul style="list-style-type: none"> ▪ Training Plan for national actors, both NGOs and Government Officials, needs to be developed in the country cluster response plan
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E 41 What technical training of NGOs, UN staff and the military was undertaken?

Response:	Lessons:	Follow-up recommendations:
<ul style="list-style-type: none"> ▪ NRC and Red R carried out the NRC Camp Management Toolkit Training, which includes issues of site selection, shelter ▪ Technical advice and updates were provided by Cluster Lead as required ▪ The larger NGOs provided training in building safe EQ resistant shelters and other technical concerns ▪ UNDP funded some training but had little strategic impact 	<ul style="list-style-type: none"> ▪ Training is necessary and required. ▪ Different type of training is required and should be targeted ▪ Training should be part of the overall strategy 	<ul style="list-style-type: none"> ▪ Training strategy needs to incorporate a variety of different focuses and should be targeted for participants and needs ▪ Training needs to be considered at both the global and country level clusters. Overall all training and development should be considered at the global level and the country cluster will require training to fit specific issues and national actors.

F. PRE EMERGENCY DATA

F 42 Was reliable pre-emergency data available including population numbers and village location?

Response:	Lessons:	Follow-up recommendations:
<ul style="list-style-type: none"> ▪ The majority of the responses stated they had not pre-emergency data; NRC and Goal, GTZ 	<ul style="list-style-type: none"> ▪ Experience in the region prior to emergency provides a basis for data; when there has been 	<ul style="list-style-type: none"> ▪ Develop general base line data requirements and guidelines for gathering information with national

<p>had some pre-emergency data but unreliable</p> <ul style="list-style-type: none"> ▪ pre-emergency or data was available for particular regions ▪ data available when operation in country prior to the emergency 	<p>no prior programmes baseline data may be difficult to acquire in remote regions</p> <ul style="list-style-type: none"> ▪ National partners may help with baseline data 	<p>and local authorities</p> <ul style="list-style-type: none"> ▪ Determine inter-cluster focal point to have common baseline data ▪ Risk Mapping needs to be follow-up with, with WFP, UNICEF and subsidiary bodies as well as NRC's Global IDP Database
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G. INFORMATION MANAGEMENT

G 43 Was information promptly and readily shared among all concerned actors? If so, how?

Response:	Lessons:	Follow-up recommendations:
<p>Variety of answers from different perspective – some answered from the point that their organization could share and others from the point they received information</p> <p>For the most part it was agreed that information was shared – technical issues such as internet was an issue, inexperience was another</p> <p>Information within geographical region was okay but between hubs and Islamabad harder; some partners only attended meetings in some regions</p> <p>Information flow improved from both sides</p> <p>Cluster Co-ordinator disseminated information at different levels and through email/internet and hard copy</p> <p>There was no media campaign</p>	<ul style="list-style-type: none"> ▪ Information Management is one of key issues for the sharing of reliable information and for co-ordination ▪ Data flow needs to work both ways from the field to headquarters and vice versa. Also from cluster lead to cluster member and vice versa ▪ Reliance of technology cannot be only means to share information ▪ Information management tools are required at the on-set of the emergency with understanding by all partners who shares and what type of information 	<ul style="list-style-type: none"> ▪ Determine what type of information is required ▪ Develop information management tools and related technology that can be adapted to specific crises. ▪ Work with other clusters to share and capture cross cutting issues

G 44 Did agencies cooperate, share information and take decisions for action? If so, how?		
Response:	Lessons:	Follow-up recommendations:
<ul style="list-style-type: none"> ▪ Most organizations agreed that they shared information ▪ Experience and size of organization played a role in their co-ordination and decision making ability ▪ One reply stated Army provided information upon request another stated this did not happen ▪ Smaller organizations required more co-ordination ▪ Field co-ordination was more task focused and decisions were well co-ordinated; co-ordination varied from hub to hub ▪ IFI and UN cooperation needs better co-ordination 	<ul style="list-style-type: none"> ▪ The cluster process is about co-ordination and cooperation and well as the technical side ▪ Small organizations including national organizations require more guidance; this also depends on capacity, resources and experience ▪ Information from military important but was not consistent in being provided. ▪ There was a need for an overall co-ordination mechanism in the field that is task orientated and follows a common approach 	<ul style="list-style-type: none"> ▪ Develop guidelines in working with military and national governments (i.e. is a focal point within cluster necessary) ▪ Understand whether the overall strategy played a role in members willingness to co-ordinate and undertake actions ▪ Determine if ToR of cluster played a role in each member understanding their requirement within the cluster response ▪ Encourage OCHA participation at all levels to develop information management plans
G 45 What technical information/expertise was lacking at critical points?		
Response:	Lessons:	Follow-up recommendations:
<ul style="list-style-type: none"> ▪ Technical information and staff was lacking from the beginning and staff was not available long enough ▪ Many cluster members did not have technical staff 	<ul style="list-style-type: none"> ▪ Technical standards are required at the on-set and need to be adapted to the emergency – including local customs, geography and type of response ▪ Technical Staff is required particularly by the Cluster Co-ordinator; the cluster co-ordinator to 	<ul style="list-style-type: none"> ▪ Training for staff required – both to provide a common baseline understanding and more technical training for specific staff ▪ Determine the items where standards that are required – i.e. winterized tents, blanket

<ul style="list-style-type: none"> ▪ When there was a technical advisor from the cluster lead, it was very welcome ▪ Particular issues such as winterization, EQ-resistance building ▪ Government also lacked expertise and were not cooperative ▪ Issues such as adapting to local skills and materials was missing early on ▪ Reconstruction recommendations in late January were helpful but late 	<p>work with cluster members to ensure standards</p>	<ul style="list-style-type: none"> ▪ Develop technical guidelines and standards that are applicable to differing conditions and needs ▪ Capacity building within national government and with local authorities • Within ToR of Cluster Lead - a technical advisor is required who is able to assist cluster members in developing their responses in line with the cluster strategy (and quality control) • Issue of when reconstruction starts and should be incorporated into the emergency assistance needs to be clarified.
H. Any comments by organizations that are responding to questionnaire?		
Response:	Lessons:	Follow-up recommendations:
<ul style="list-style-type: none"> ▪ The provision of shelter must be recognised as complex - socially, environmentally, technically and culturally- and not an engineering or logistical exercise. 	<ul style="list-style-type: none"> ▪ The provision of shelter must be recognised as complex - socially, environmentally, technically and culturally- and not an engineering or logistical exercise. 	<ul style="list-style-type: none"> ▪ That the cluster consider the social, environmental, technical and cultural complex of shelter provision as a cross cutting issue in planning and the development of strategies.
<ul style="list-style-type: none"> ▪ Shelter needs to be provided with an understanding of the longer term context, rebuilding processes and needs, etc so that preparation and support can be implemented through or parallel to the earlier programmes rather than separate phases 	<ul style="list-style-type: none"> ▪ Shelter needs to be provided with an understanding of the longer term context, rebuilding processes and needs, etc so that preparation and support can be implemented through or parallel to the earlier programmes rather than separate phases 	<ul style="list-style-type: none"> ▪ Shelter cluster to incorporate early recovery concepts into early stages of planning and strategy development
<ul style="list-style-type: none"> ▪ There is a need to establish a Crisis Management organisation under a UN umbrella in the Kashmir region. 	<ul style="list-style-type: none"> ▪ 	<p>- - -</p>

<ul style="list-style-type: none"> ▪ Earthquake victims need to be provided with rapid assistance towards job creation and vocational training, including assistance focused on women 	<ul style="list-style-type: none"> ▪ Earthquake victims need to be provided with rapid assistance towards job creation and vocational training, including assistance focused on women 	<ul style="list-style-type: none"> ▪ ES Cluster to establish sound links with the ER cluster and develop a common approach to assessment
<ul style="list-style-type: none"> ▪ There was a need to ensure that areas not the focus of media attention also receive some coverage. 	<ul style="list-style-type: none"> ▪ The media should not drive provision of assistance. 	<ul style="list-style-type: none"> ▪ - - -
<ul style="list-style-type: none"> ▪ The earmarking of (geographical! sectorial) areas of responsibility for each NGO should have been defined at the beginning. 	<ul style="list-style-type: none"> ▪ That NGOs and other agencies should be provided with defined areas of responsibility. 	<ul style="list-style-type: none"> ▪ Cluster to ensure that the roles and responsibilities of each partner organisation/cluster member are fully agreed and understood
<ul style="list-style-type: none"> ▪ Camp management did not include all the aspects required, such as hygiene, drainage, sewerage, education, etc. 	<ul style="list-style-type: none"> ▪ The links between camp management and other sectors needs to be improved. 	<ul style="list-style-type: none"> ▪ IASC/Country Team to ensure that strategies of all clusters are integrated together.
<ul style="list-style-type: none"> ▪ Tent erection techniques were not imparted to recipients 	<ul style="list-style-type: none"> ▪ Training should be provided on tent erection to the recipients at time of distribution. 	<ul style="list-style-type: none"> ▪ Agencies to ensure that recipients understand how to utilise the supplies provided
<ul style="list-style-type: none"> ▪ There needs to be some logic behind the provision of cash assistance. (Families in mud huts and in villas receiving the same) 	<ul style="list-style-type: none"> ▪ Cash assistance should be based on properly assessed needs 	<ul style="list-style-type: none"> ▪ ---
<ul style="list-style-type: none"> ▪ Account should be taken of the size of families with the distribution of winterisation kits. 	<ul style="list-style-type: none"> ▪ Account should be taken of the size of families with the distribution of winterisation kits. 	<ul style="list-style-type: none"> ▪ Shelter Cluster and Agencies to utilise SPHERE Standards
<ul style="list-style-type: none"> ▪ The shelter cluster was unable to define a standardised shelter kit. Needed from the beginning 	<ul style="list-style-type: none"> ▪ There is a need for a standardised shelter kit to be available from the beginning of the operation 	<ul style="list-style-type: none"> ▪ ---
<ul style="list-style-type: none"> ▪ Both military and some agencies have claimed many achievements but there is no way of monitoring whether these claims are correct. 	<ul style="list-style-type: none"> ▪ There is a requirement for greater accountability and monitoring. 	<ul style="list-style-type: none"> ▪ (See A18 dot 1 and 2)

<ul style="list-style-type: none"> ▪ Continuous brainstorming, coordination, better planning, monitoring are the essential ingredients for the success of any project. 	<ul style="list-style-type: none"> ▪ Continuous brainstorming, coordination, better planning, monitoring are the essential ingredients for the success of any project. 	<ul style="list-style-type: none"> ▪ Shelter Cluster activities to be continuously monitored by individual cluster members and plans modified as necessary
<ul style="list-style-type: none"> ▪ Few agencies attempted to motivate people for self-help activities in a serious way. Where this was undertaken it was successful. 	<ul style="list-style-type: none"> ▪ Greater emphasis is required on motivating communities for self help activities 	<ul style="list-style-type: none"> ▪ (See A7 dot 4)
<ul style="list-style-type: none"> ▪ Meetings tended to be in English rather than local languages meaning that local voices were not heard 	<ul style="list-style-type: none"> ▪ There is a need to find a way in ensuring greater exclusivity in the shelter process 	<ul style="list-style-type: none"> ▪ Cluster meeting to be conducted in a participatory manner with due recognition given to language limitations