

Fiji Shelter Cluster Workshop Concept Note

Tanoa Plaza Hotel - Suva 17 January 2024

8:30 am - 4:30 pm

Purpose

This workshop concept note sets out the background, objectives and expected outcomes of the Shelter Cluster workshop, noting the range of cluster partners invited to participate. The workshop programme and other arrangements are also outlined. Background information, an historical disaster overview and a draft of the revised Shelter Cluster TOR are also attached.

Background

After Action reviews: The Shelter Cluster last held a 'lessons learnt' workshop in June 2016 for the TC Winston response, with the stated objectives of 'reflecting on what worked well and what could be improved', as well as reflecting on the TC Evan response in 2012. It was intended that the lessons identified would inform the future development of the Shelter Cluster in Fiji. The recommendations from this 2016 cluster workshop are attached as **Annex 1**.

Since TC Winston (2016), Fiji has experienced at least six tropical cyclones which have caused notable disruption and damage to housing stock, namely TCs Josie and Keni (2018), Harold, and Yasa (2020), Ana (2021) and Cody (2022). To date, no reflection has been completed for any shelter responses since TC Winston in 2016. A graphic overview of historical disaster housing damage (2003 -2023) and a TC track map (2012-2021) are attached as **Annex 2**.

At the Shelter Cluster meeting held on 20th September 2023, Cluster members noted the need for partners to regroup, capture and build on lessons learnt from recent responses, and proposed that a workshop be convened to document the lessons learnt from any Shelter Cluster activity and partner shelter responses post TC Winston.

Terms of Reference review: The current Shelter Cluster TOR was first adopted on 5 June 2013 and last reviewed on 13 September 2016. As stated in the existing TOR (Sec. 1), the TOR is "intended to be a dynamic tool to inform the operations of the Cluster, with regular updates to ensure ongoing relevance". At the 30 June 2023 Shelter Cluster meeting the need to relook at the Cluster TOR was raised by partners. The scope of a review was subsequently discussed at the 22 September 2023 Cluster meeting. A draft of the revised TOR was then circulated to prior to the Cluster meeting on 15 November 2023 for comment. The latest draft the revised Shelter Cluster TOR is attached as **Annex 3**.

Workshop Objectives and Outcomes

The objectives of this Shelter Cluster workshop are to:

- Document lessons learnt and best practice from Shelter responses post TC Winston
- Finalise and adopt the revised Shelter Cluster Terms of Reference
- Capture actions and activities which may inform a Shelter Cluster Work Programme

The outcomes sought from this Shelter Cluster workshop are primarily that:

1. Shelter response knowledge and practice is captured, documented and retained.
2. A shared way of working is agreed with a clearer roles and responsibilities identified.
3. Identified actions and activities inform the future development of a collective work plan to advance the progression and performance of the Shelter Cluster.

Fiji Shelter Cluster Workshop

Tanoa Plaza Hotel - Suva 17 January 2024

Proposed Programme

Time	Programme
8:30 – 8:45	Registration
8:45 - 9:30	Welcome Opening Remarks Housekeeping
9:30 - 10:00	Workshop purpose, objectives and programme Background and Context Briefing on workshop structure/approach Q&A
10:00 - 10:30	Morning Tea
10:30 - 13:00	Lessons Learnt Workshop
13:00 - 13:45	Lunch
13:45 - 15:45	TOR Workshop
15:45 - 16:15	Final Remarks Way Forward
16:15 - 16:30	Afternoon tea and depart

Attendance:

- In person attendance is strongly encouraged to maximise participation and ensure the achievement of the workshop objectives.
- To best capture past lessons, attendance by those who have participated in past shelter responses is requested. Newer participants in the shelter space, and other partner representatives, are however most welcome to attend and contribute to the wider workshop outcomes.

Workshop Location and Access:

- Tanoa Rooms, Tanoa Plaza Hotel, Corner of Gordon and, Malcolm St, Suva
 - Google Maps location here: <https://maps.app.goo.gl/nRpVMnuN5wtv9PEo8>
 - Accessible entrance from Gordon St.
 - Car parking is located to the rear of the hotel.
 - Enter main hotel doors and access via the stairs and lift directly from the Hotel Lobby.

Please advise beforehand if you have any other accessibility needs which can be reasonably accommodated to ensure or support your attendance.

Food and Refreshments:

- Tea and coffee, morning, afternoon tea refreshments and lunch will be provided.
Please advise beforehand of any dietary requirements.

Workshop Participants

Past and current Cluster members have been invited to participate in the workshop, with a few other interested parties invited to observe. Workshop invitees include:

1. Adventist Development and Relief Agency (ADRA)
2. Australian High Commission (DFAT)
3. Care Australia
4. CARITAS Fiji
5. Field Ready
6. Fiji Business Disaster Resilience Council (FBDRC)
7. Fiji Council of Churches (Church Agencies Network Disaster Operations)
8. Fiji Council of Social Services (FCOSS)
9. Fiji Disabled Peoples Federation
10. Fiji Red Cross Society (FRCS)
11. Foundation for Rural Integrated Enterprises & Development (FRIEND)
12. Habitat for Humanity Fiji
13. International Federation of Red Cross and Red Crescent Societies (IFRC)
14. International Organization for Migration (IOM)
15. iTaukei Affairs Board
16. Live & Learn Environmental Education
17. Methodist Church of Fiji
18. Ministry of Housing
19. Ministry of iTaukei Affairs
20. Ministry of Public Works
21. Ministry of Rural & Maritime Development and Disaster Management
22. National Disaster Management Office (NDMO)
23. NDMO
24. New Zealand High Commission Suva (MFAT)
25. Oxfam Pacific
26. Rotary Club of Suva
27. Salvation Army
28. Save the Children
29. United Nations Office for the Coordination of Humanitarian Affairs (UN OCHA)

Workshop Facilitation Approach

Shelter Cluster coordination team members will lead the overall facilitation of the workshop.

- The participants will likely be grouped by table of 4 to 5 people where discussions will be prompted by a core set of questions regarding past responses. It is anticipated that discussion will naturally snowball as past responses are recounted. Key points, best practice and identified recommendations will be noted and presented back in plenary for wider discussion and further documentation.
- The revised TOR will be presented section by section, with opportunity for questions and discussion at each step. Adoption of the revised TOR will then be progressed by either consensus or majority vote. If there are any remaining areas of clarification these will be progressed and the next Cluster meeting.
- It is anticipated that workplan actions and priorities will be derived from the lessons learnt and TOR discussions. Technical working groups will be convened at a later date to focus on any specific actions or topics identified.

Annex 1: Shelter Cluster Fiji TC Winston response: key recommendations from lessons learned workshop

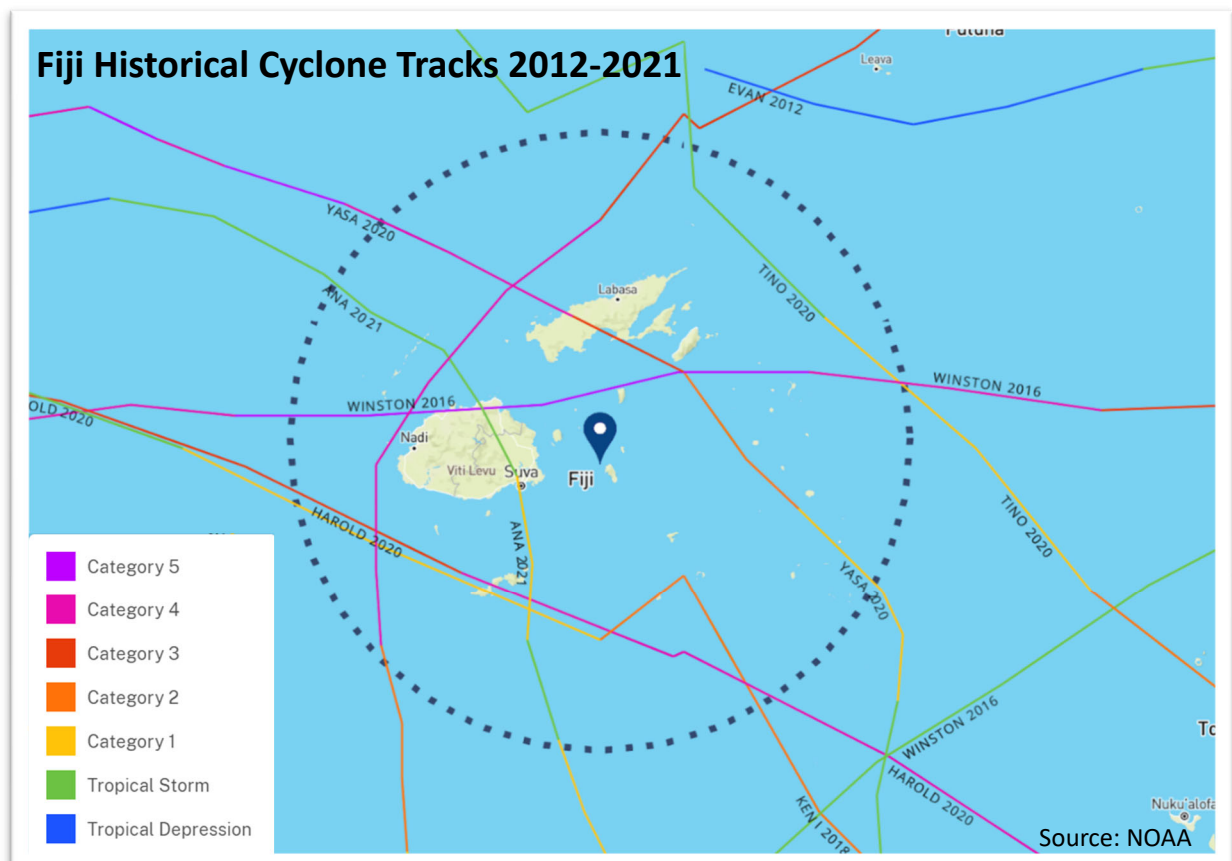
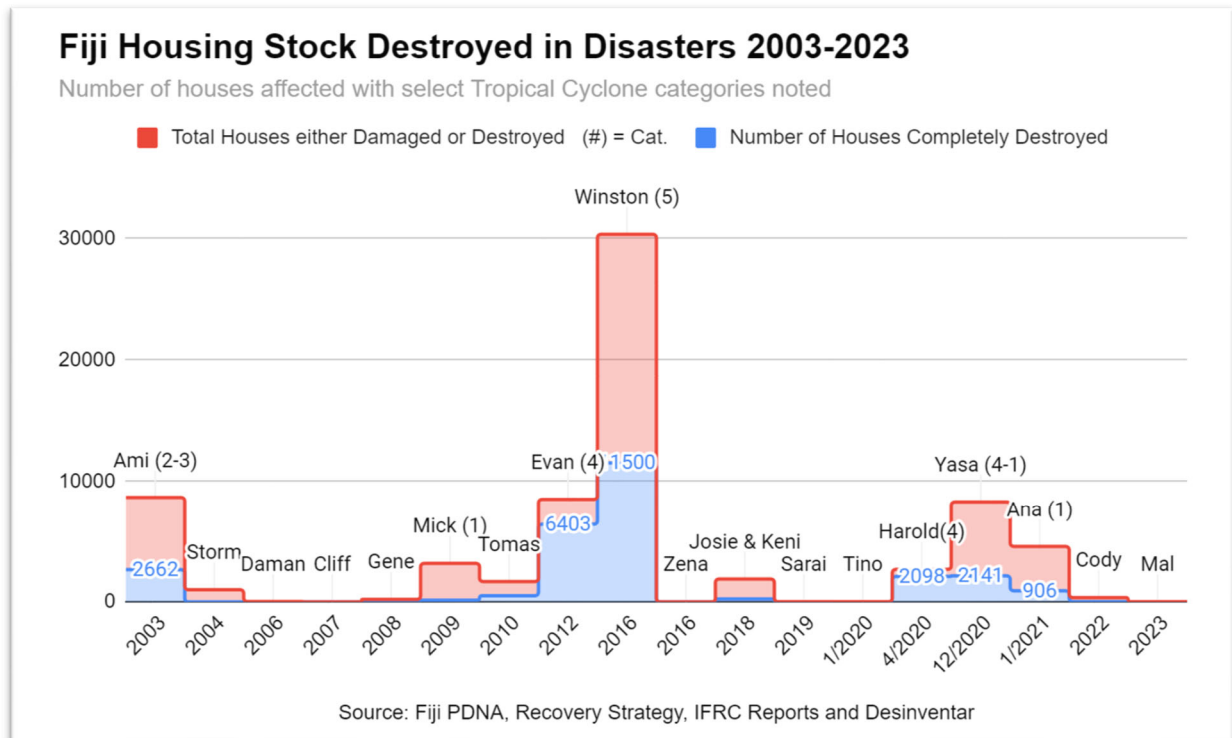
23 representatives of 15 organisations attended the Lessons Learned workshop organised by Shelter Cluster Fiji on Friday, 8th July 2016. The objective was to reflect on what worked well and what could be improved on the TC Winston response, as well as to reflect on the TC Evan response. The ten recommendations below were then shared and endorsed by the Government Shelter Cluster lead for inclusion in the National Disaster Management Office (NDMO) national Lessons Learned workshop.

In addition to the recommendations derived from the lessons learnt workshop a self assessment exercise on Shelter Cluster performance monitoring against core cluster functions was also conducted and shared with the Cluster in July 2016. The full report on this lessons learnt workshop, including the outcomes of the cluster performance survey can be found online here: <https://sheltercluster.org/fiji/documents/shelter-cluster-fiji-tropical-cyclone-winston-response-lessons-learned>

Recommendations		Key area
1	Ensure that IEC materials are available in all languages required.	Preparedness
2	Enhance shelter & settlement resilience in Fiji through the implementation of an adequate Building Back Safe framework and mechanisms comprising of awareness, technical support, monitoring and trainings.	Building Back Safer
3	Strengthen Shelter Cluster coordination framework through increased shared governance between Ministry of Local Government, Housing & Environment (MoLGH&E) , Ministry of Rural and Maritime Development and National Disaster Management (MoRMD&NDM) and Ministry of Infrastructure and Transport (MoI&T).	Coordination
4	Enhance inter--agency and inter--cluster post--disaster needs assessment and mechanisms, i.e. standardised format.	Assessments
5	Advocate for more funding to upscale Building Back Safer training scheme.	Building Back Safer
6	Enhance involvement of divisional and provincial representatives in cluster meetings.	Coordination
7	Enhance contingency planning and response capacity through decentralised coordination and preposition of stocks in common warehousing to support partnership between all stakeholders .	Contingency planning
8	Encourage gender balanced in government coordination structure, and disability lens in shelter programming.	Coordination
9	Enhance inter--cluster information flow and systems ; including dissemination of information between cluster and NDMO liaison personnel.	Inter--cluster coordination
10	Resource mapping as disaster risk reduction and preparedness and enhance dissemination of information in all languages for everyone to understand .	Preparedness

Annex 2: Recent Disasters Overview

As a general reminder, the bar chart below provides a longer-term historical overview of disaster damage to the housing stock in Fiji (2003-2023) alongside a consolidated Cyclone track and intensity map for the period in focus for this workshop (2012-2021).



Fiji National Shelter Cluster Workshop

Tanoa Plaza Hotel - Suva 17 January 2024

Lessons Learned and Recommendations Summary

The document provides a summary of the key themes and recommendations arising from the Shelter Cluster workshop lessons learnt/after action review session held on the 17 January 2024. The Shelter Cluster secretariat analysed the detailed workshop feedback and summarised the responses and recommendations into the 6 key themes outlined below.

Theme 1: Strengthen and improve the role and function of the Cluster

Cluster partners highlighted that the past performance of the Shelter Cluster had not been exemplary and that Cluster coordination in recent responses (TC Harold Yasa and Ana) was generally poor and, in some case, almost non-existent.

Cluster partners are very keen to see a more effective, well-coordinated and collaborative Cluster, supported by a dedicated, permanent and well-resourced Cluster secretariate, which works closely and efficiently with the NDMO, and the whole of government, throughout the disaster management cycle. Overall, there was a strong desire from the Cluster members to continue to meet more regularly, undertake preparedness and collectively progress the agreed workplan of the Cluster.

Theme 2: Improve production and dissemination of assessment data

Cluster partners highlighted that in recent responses (TC Harold Yasa and Ana) disaster assessment data had not been shared with partners, leaving them 'in the dark' and requiring duplication of assessment efforts. It was also highlighted that disaggregated data had not always been provided to partners, and as this level of detail is required to inform response programming, this had required further duplication of effort to collect this required baseline information.

Partners should agree a common approach to building damage categorisation and needs assessment (e.g.) IDA and DDA) to ensure that this is standardised and harmonised across the sector. There is a requirement for improvement and standardisation of the production and dissemination of Shelter needs and damage assessments supported by clear SOPs which define the purpose, approach responsibilities and processes involved in the collection and dissemination of IDA information. It is important that there a clear and streamlined reporting lines between all parties i.e. NGO>Cluster>NEOC/NDMO.

Theme 3: Co-develop and agree local Shelter standards

Cluster partners highlighted the need to set local shelter minimum standards across preparedness, response, and recovery. Partners noted in the workshop that as needs are currently being assessed differently among partners in the field (2 vs 3 categories of need), and as a result the allocation of NFIs had consequently differed across similarly affected households.

Partners raised that Shelter standards should be co-developed through wider participatory, collaborative and consultative approaches that purposefully step outside current channels of engagement to ensure broad based and inclusive engagement on the development and implementation of appropriate local standards (i.e. engage with FBOs). This includes standards for relief assessment and distribution, standardised Emergency Shelter Kit (ESK), Anticipatory Action (AA) repair kits, retrofitting Kits, other modes of shelter assistance and minimum quality standards and localised training and resources e.g. Build Back Safer (BBS) and Participatory Approach to Safe Shelter Awareness (PASSA).

Members also raised that various house plans had been produced by different government agencies and stated that a consolidated set of standardised low-cost house plans should be developed and made widely available to aid recovery and reconstruction.

Theme 4: Undertake contingency and other strategic planning

Partners raised that there is currently only a vague prepositioning strategy, the Shelter Cluster lacks a clear preparedness workplan and no contingency planning activity has been undertaken. Also highlighted was the need for the involvement of the private sector given the crucial role businesses play in response and recovery. Partners requested that a collaborative workshop on this topic be held to codevelop these essential sector plans and strategies.

Theme 5: Clarify Community Feedback Mechanisms and promote accountability

Cluster partners shared examples of where relief items, allocated to People with Disabilities (PWDs) and other most at risk groups, that had been misappropriated and taken away from intended recipients highlighting a need for community follow up and adequate feedback mechanisms. These discussions also identified a lack of clarity and awareness regarding sector specific accountability and protection standards. This highlights the need for the ongoing promotion of existing codes of conduct and the need for awareness raising and information sharing regarding existing feedback and accountability mechanisms.

Theme 6: Improve Shelter Information, education and communication (IEC) and dissemination strategies

Cluster members recalled that pre-Winston there was a dire lack of shelter preparedness awareness with little to no local shelter IEC material available. While this situation has improved there is still need for ongoing efforts in this space.

Partners requested that a clear and dedicated information management (IM) focal point is identified as part of the Shelter Cluster Coordination Team and maintained and that there is clarity on where information and data will be shared. Further awareness of the existing Shelter Cluster website needs to be raised as it appeared that some partners were unaware of the existing Shelter Cluster website. It was also recommended that the Cluster explores GIS mapping to assist future monitoring and reporting.

Out of Scope: Evacuation Centre Management

Partners requested that standardised guidance on the management of Evacuation Centres, with particular focus on protection and the provision of safe spaces, are developed, provided and implemented by all relevant parties.

Fiji National Shelter Cluster Workshop

Tanoa Plaza Hotel - Suva 17 January 2024

Draft Cluster Work Plan

At the end of the Cluster Lessons learnt session, workshop participants were asked to rank all the recommendation by order of priority for the purpose of identifying priority actions. The resulting draft Cluster work plan, derived from the workshop recommendations and prioritisation exercise, is outlined below with activities over the short, medium and long term.

This draft Cluster Work Plan will be further refined and reported back at the next Cluster meeting for further discussion and endorsement by Cluster partners.

The implementation of a Shelter Cluster work plan will require the ongoing support and facilitation provided by a well-resourced and dedicated Shelter Cluster secretariat. Also given the role of the NDMO as the lead, and final arbitrator, of the wider DM system the support and cooperation of the NDMO will also be essential to the progression of the cluster work plan.

Short term Next (3-6 months)

- Standardisation of IDA and DDA alongside SOPs guidance
- Standardisation of sector specific 5W reporting
- Develop Cluster Response SOP and undertake strategic Contingency Planning
- Standardise the Shelter AA tie-down toolkit content and EIC
- Promote community shelter awareness and preparedness messaging.
- Support the development of Fiji Cluster system guidelines with the NDMO
- Explore possible subnational Shelter Cluster systems and structures

Medium term (6-12 months)

- Develop Shelter NFI Logistics and prepositioning Strategy
- Promote community shelter awareness and preparedness
- Promote protection and community feedback mechanisms
- Hold desktop simulation of significant urban housing damage assessment and response scenario
- Scale up partner PASSA and BBS Training
- Refine and update DDA methodology and assumptions
- Map current partner current strengths and activities

Longer term (+12 months)

- Collate, a standardised set of low cost house plans
- Develop Shelter Recovery and Reconstruction Framework
- Develop shared approach to volunteer management and training
- Update the Fiji Shelter Handbook
- Develop SOP for post disaster technical assessment of structural damage