

Plan  
2009/2010 >

# Global Shelter Programme



International Federation  
of Red Cross and Red Crescent Societies

# The International Federation's Global Agenda (2006–2010)

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Over the next two years, the collective focus of the Federation will be on achieving the following goals and priorities:

## Our goals

**Goal 1:** Reduce the number of deaths, injuries and impact from disasters.

**Goal 2:** Reduce the number of deaths, illnesses and impact from diseases and public health emergencies.

**Goal 3:** Increase local community, civil society and Red Cross Red Crescent capacity to address the most urgent situations of vulnerability.

**Goal 4:** Promote respect for diversity and human dignity, and reduce intolerance, discrimination and social exclusion.

## Our priorities

Improving our local, regional and international capacity to respond to disasters and public health emergencies.

Scaling up our actions with vulnerable communities in health promotion, disease prevention and disaster risk reduction.

Increasing significantly our HIV/AIDS programming and advocacy.

Renewing our advocacy on priority humanitarian issues, especially fighting intolerance, stigma and discrimination, and promoting disaster risk reduction.

*International Federation of Red Cross and Red Crescent Societies, Geneva, 2008*

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2008

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## In brief

**This appeal seeks 6,655,000 Swiss francs** to fund this programme and activities to be implemented in 2009 and 2010. This programme is aligned with the International Federation's Global Agenda, which sets out four broad goals to meet the Federation's mission to "improve the lives of vulnerable people by mobilizing the power of humanity".

Global Programme Shelter	2009 Budget in Swiss francs	2010 Budget in Swiss francs	Total budget in Swiss francs
Totals	3,628,000	3,027,000	6,655,000

All International Federation assistance seeks to adhere to the Code of Conduct for the International Red Cross and Red Crescent Movement and Non-Governmental Organizations (NGOs) in Disaster Relief and is committed to the Humanitarian Charter and Minimum Standards in Disaster Response (Sphere) in delivering assistance to the most vulnerable people.

For longer-term programmes in this or other countries or regions, please refer to the International Federation's Plan and Budget 2009/2010. For support to or for further information concerning International Federation programmes or operations in this or other countries, or for National Society profiles, please also access the International Federation's web site at <http://www.ifrc.org>



## Executive summary

The wide range of natural disasters in the past two years and the scale of the resulting shelter need has continued to highlight the demands on the humanitarian shelter sector to provide the required human and material resources, common understandings on appropriate strategies and standards, and access to relevant tools and guidelines. The International Federation, following a commitment to take on a leadership role in emergency shelter, launched an initial two-year Global Shelter Programme in 2006 to scale up the capacity of the Red Cross and Red Crescent National Societies and to support enhanced preparedness in emergency shelter at the global level. This new two year programme seeks to build on the progress to date, supporting and developing key initiatives at global, regional and national levels. It also seeks to respond to the increase in shelter and settlement risks and vulnerabilities due to the emerging trends of climate change and the increasing frequency of small and medium scale disasters, urbanisation, and the growing social and economic marginalisation of vulnerable households.

Programme activities are focused on five main areas:

- ▶ drawing upon the experiences of National Societies and others to identify and develop **best practice and policy** in sheltering with a focus on reducing shelter risks and vulnerabilities.
- ▶ **building the human resources capacity** of National Societies to ensure adequate shelter disaster preparedness, response and recovery.
- ▶ ensuring the International Federation and its membership have the **operational and technical support** to provide an appropriate shelter response following natural disasters whilst strengthening local capacities
- ▶ providing **coordination** to the emergency shelter sector in preparedness and response.
- ▶ **sector support and networking** to advance the emergency shelter sector.

The Global Agenda of the International Federation of Red Cross and Red Crescent Societies commits it to reducing the impact of disasters, addressing vulnerabilities, enhancing local capacity to respond and promoting respect for diversity and human dignity. Appropriate sheltering activities, from the

promotion of safe shelter and settlement, informed response and recovery activities, and locally-driven sheltering solutions, can significantly contribute to meeting these goals. Through the activities proposed in this programme, the International Federation and its membership will further strengthen its capacities, resources and approach to the provision of shelter before, during and after disaster. Reflecting the broad understanding of shelter and the range of sheltering and related activities undertaken by Red Cross and Red Crescent Societies, this will include improving the quality and effectiveness of the initial relief assistance, ensuring that recovery and risk reduction considerations inform the initial response and providing the required support to transitional and permanent shelter activities. Through interagency collaborations at global, regional and national levels, this programme will also enable the International Federation to meet its commitment under the Memorandum of Understanding between the International Federation and UNOCHA to provide support for the global shelter sector and the coordination of emergency shelter in natural disasters.

The National Red Cross and Red Crescent Societies have a long history of responding to emergency shelter needs and complementary preparedness and recovery activities as appropriate. This experience, complemented by activities in recent emergencies and future emergencies, will provide the basis for an evolving best practice framework which will inform shelter programming and the development of a shelter policy framework for the International Federation. Strategic approaches to shelter preparedness, response and recovery, which reduce shelter risks and vulnerabilities, will be developed and disseminated using web and audio visual tools, guides and workshops. These will reflect the wide range of different geographical contexts in which the International Federation, as the world's largest humanitarian organization, operates.

To ensure that the Red Cross and Red Crescent Societies have the required human resources capacity to meet its commitment to scale up its shelter activities, the range of shelter-specific trainings that have been developed and initiated will be made available to

interested National Societies and partner agencies at global, regional and national levels as required.

Providing rapid, appropriate shelter solutions to households affected by disaster is a critical component of the International Federation's response activities. Extensive pre-positioning of standardized shelter kits developed by the International Federation was undertaken under the previous programme, to complement existing tents and relief items. This will be enhanced by the development of complementary procurement framework agreements for the rapid procurement of other shelter materials, the provision of field trainings in the use of appropriate materials and shelter solutions, and support for innovative shelter and material technologies.

The International Federation will continue to convene shelter agencies at global and regional levels to support required sector preparedness in keeping with its role as lead of the Emergency Shelter Cluster for natural disasters. In collaboration with interested National Red Cross and Red Crescent Societies and as appropriate, the International Federation will support national level shelter contingency planning. Following major natural

disasters that require international assistance, the International Federation will convene shelter agencies at the country level to coordinate the meeting of shelter needs in support of host Governments.

To progress key issues within the shelter sector, and to capitalize on the institutional scale and presence of the International Federation as a global organization with a local presence in 186 countries, the International Federation will continue to promote and support sector-specific networking initiatives and related interagency activities. In addition, existing and emerging issues and that impact of shelter and settlement will also be addressed on behalf of the wider shelter sector including climate change, housing land and property rights and migration.

Activities will be developed and implemented by National Societies and Secretariat representations at global, regional and country level, and shelter sector partner agencies and institutions as appropriate.

The total 2009-2010 budget is CHF 6,654,516 (USD 6,082,738 or EUR 4,238,545). ■



## Context

In 2007, the extensive floods throughout South and South East Asia, from Pakistan to the Democratic People's Republic of Korea, resulted in over 60 million households with damaged or destroyed housing. In Ghana, Burkina Faso, Togo, Sudan and Uganda, as well as in neighbouring countries in East and West Africa, flooding displaced more than 2 million people, who had to establish temporary shelter with host families or in schools and other communal buildings before facing the challenge of rebuilding their homes when they were able to return. Hurricane Felix damaged some 100,000 houses in Nicaragua in 2007, and the 2008 hurricane season in the Caribbean resulted in over 1.5 million families in Haiti, Cuba, the Dominican Republic, the Bahamas and the Turks and Caicos Islands being accommodated in temporary communal shelters. In Cuba alone 2.6 million people, some 20% of the population, were evacuated to shelters or accommodation on higher ground. In Myanmar and Bangladesh in 2008, cyclones destroyed or damaged over 2 million homes. In the highlands of Peru and Bolivia in 2007 and Tajikistan in 2008, cold wave emergencies highlighted the inadequacy of the housing of many vulnerable households in both remote rural locations and urban areas, requiring integrated shelter, relief and livelihood interventions. The earthquakes in Peru in 2007 and China in 2008 also highlighted the need for rapid temporary shelter and settlement solutions and the importance of collaborative responses to reduce future risks and vulnerabilities.

The International Federation, through the Red Cross and Red Crescent Societies, has a long history of responding to emergency shelter needs. It has delivered emergency shelter solutions across all regions of the world and is one of the largest providers of emergency shelter amongst humanitarian actors. In 2007, the International Federation launched 27 emergency appeals in response to large scale natural disasters, the majority of which included the meeting of shelter needs. However, overall in 2007 there were 540 disasters reported by the International Federation to which Red Cross and Red Crescent Societies responded, primarily national responses to national disasters. Local shelter needs were identified by

National Red Cross and Red Crescent Societies to be met by locally appropriate shelter solutions using local resources augmented by regional or international assistance as required. This significant institutional capability and experience requires further support to enable the scaling-up of sheltering activities in terms of both quality and quantity. As well as enhancing the provision of initial shelter assistance, the experience of the Red Cross and Red Crescent in providing transitional and permanent housing and the complementary risk reduction, recovery and water and sanitation activities also needs to inform the approach to shelter and shelter-related programming.

It is increasingly recognized that the meeting of shelter needs in the aftermath of disaster should be seen as a process of 'sheltering' undertaken by the affected household with varying types of material, technical, financial and social assistance as appropriate rather than simply the provision of a pre-determined shelter "product". The various needs of affected households for safety, privacy, protection from the climate and opportunities to commence or reestablish livelihood activities must be addressed through approaches that are appropriate to the specific context and the availability of resources. Shelter solutions must also enable incremental upgrading by the households themselves as resources and opportunities permit. Sheltering, even when the needs are generated by natural disasters and other emergencies, goes beyond the immediate provision of basic shelter solutions and is closely associated with longer-term reconstruction as well as with measures to assist individuals, families and communities to re-establish themselves and resume ordinary life.

Outside of disasters, housing in most countries is "owner driven", whereby individual households are responsible for determining their own housing solution. Such housing solutions may be inherited, self-built by the household members themselves, constructed by others with funding provided by the household, rented by the household, or a variety of combinations of these and other approaches. However, post-disaster responses often do not build upon such established processes, but comprise externally

determined stand-alone solutions that replace or inhibit locally informed approaches. An example is the limited use to date of cash distributions and other financial assistance methods in post-disaster shelter programming. The provision of manufactured solutions is often preferred by Governments and humanitarian agencies, despite formal and informal cash and barter methods being common practices in many societies to secure accommodation or to support housing construction or adaptation. Post-disaster shelter response should be informed by an understanding of the pre-disaster approach to housing, whilst acknowledging addressing the impact of the disaster on the established housing processes, resources and capacities at household and community level. Access to appropriate technical expertise to address shelter risks highlighted by the disaster is also essential.

Shelter risks and vulnerabilities are increasing due to the impact of climate change, growing urbanisation particularly through informal settlement, and the social and economic marginalisation prevalent in many communities. This presents further challenges in addressing post-disaster shelter needs due to the scale of need at the global level, the increasing frequency of small and medium natural disasters, and the demands on the limited resources of Governments and the international humanitarian community. Analysis of recent region-wide disasters indicates that the majority of shelter-affected households received little or no shelter assistance. These households, and many of those similarly affected on the other continents, have had to meet their own housing needs through improvising repairs or reconstruction, moving in with family members, or relocating temporarily or permanently. With the exception of some examples of planned relocations and the promotion of more resilient construction technologies, many of these households remain in similarly vulnerable locations in houses which due to economic and resource constraints are as vulnerable if not more so than prior to recent disasters. Economic necessity also means that households living in vulnerable locations, such as coastal fishing communities or agriculturalists capitalizing on the fertile soil in unstable volcanic highland areas, are less able to consider relocation or investment in more durable house construction. Sheltering activities need to recognise these realities

and support such households in reducing such risks and vulnerabilities where possible. Changing weather patterns also have an impact on the availability and dependability of naturally harvested construction materials as well as resulting in forced migration and the resulting settlement demands and new vulnerabilities. Individual households and communities in at risk areas are often aware of the impact of changing weather patterns and their increasing vulnerability, but due to housing, land or property rights or access issues are not sufficiently empowered to warrant the resource investment to address these issues. Inappropriate or inadequate land use planning can increase shelter and settlement risks and vulnerabilities, and detrimental impact on the local environment. The use of appropriate technologies and sheltering solutions that minimize environmental impact should be more widely recognized and promoted. Building regulations and the enforcement or otherwise of building codes can also have an impact on reducing risk and vulnerabilities, but not necessarily through the imposition of more rigid and potentially unattainable construction standards. Enabling progressive compliance with standards may encourage greater household and community investment in construction that is better but not fully compliant.

Disasters provide an entry point and a raised awareness of the need to reduce exposed risks and vulnerabilities. They also typically, but not always, prompt the availability of resources and institutional support to address both the impact of the disaster and some of the underlying causes. For the International Federation of the Red Cross and Red Crescent, the provision of shelter assistance after disaster is an opportunity to ensure that the shelter risks of the affected households are reduced through informed programming and awareness raising. This requires rethinking emergency response to include consideration of broader shelter and settlement issues. Not all of the required measures can be undertaken by the International Federation and the Red Cross and Red Crescent Societies, nor is the organization the sole provider of any of the elements. In recognition of the need for improvements within the shelter sector, the International Federation, through its secretariat in Geneva, is working with other agencies to address the issues of capacity, resources and appropriate operational mechanisms to

address this broader approach to shelter and settlements. This is reflected in the Memorandum of Understanding between the International Federation and UNOCHA, through which the International Federation will coordinate interested stakeholders in emergency shelter at a global level and will assume a coordinating role for emergency shelter after natural disasters. The International Federation is working closely with UNHCR, which will act as lead agency for emergency shelter in situations of conflict, in mobilizing shelter agencies to improve sector preparedness and response capabilities. The International Federation is also promoting initiatives in collaboration with the research and development agencies, universities and technical institutes, the commercial sector and built environment professional representative bodies to maximize opportunities to progress the shelter sector.

The International Federation and the National Red Cross and Red Crescent Societies are among the leading providers of relief assistance. They have developed significant response capacity through regional logistics units, the pre-positioning of stocks and procurement framework agreements and comprehensive operational support mechanisms. This relief role is complemented by an increasing fluency in disaster preparedness, risk reduction and the promotion of recovery as a process to inform relief operations. An enhanced approach to shelter by the International Federation through the Red Cross and Red Crescent Societies will utilize this existing institutional expertise. ■

## Priorities and current work with partners

National Red Cross and Red Crescent Societies have been actively engaged in shelter activities for many years, and their experiences, expertise and priorities are defining the shelter agenda of the International Federation. A wide-ranging group of Partner National Societies have been working closely with the International Federation Secretariat to identify, develop and collaborate on global initiatives to support the International Federation's shelter commitment. At the regional level, operational National Societies have convened to identify best practices, capacity building needs, and to develop regionally specific shelter strategies. At national level, through ongoing contingency planning activities and disaster response operations, country specific capacity-building and support initiatives have been identified and are being developed. The priorities for 2009-2010 have been valuably informed by the mapping, pilot trainings and shelter-specific events that were undertaken under the 2007-2008 programme.

On an interagency basis, the International Federation has been collaborating with a range of shelter sector operational agencies and service providers, as well as with research institutes, donor networks and the commercial sector. Issues and initiatives identified by

key shelter sector fora and networks have informed the activities supported to date, as well as ongoing feedback from response operations in the field, which will in turn inform collaborative activities requiring further support.

All shelter activities have been informed by the ongoing work of the International Federation in relief, recovery, disaster preparedness, water and sanitation, logistics and procurement, emergency health, movement cooperation, and organisational development. ■



# Global Shelter Programme 2009-2010

## Overall programme objective

### Overall programme objective

To improve the lives of vulnerable people by reducing the impact of and vulnerability to disasters through the development and effective use of International Federation of Red Cross and Red Crescent capacities and resources in sheltering.

**Programme component 1 – Best practice and policy:** *Sheltering preparedness, response, and recovery activities of the International Federation of Red Cross and Red Crescent Societies reduce shelter risks and vulnerabilities and use best practices informed by sheltering policy guidance.*

**Programme component 2 – Capacity building:** *The human resources capacity of the International Federation and its membership is strengthened and used effectively to ensure adequate shelter disaster preparedness, response and recovery.*

**Programme component 3 – Operational support:** *The International Federation and its membership have the operational and technical support to provide an appropriate shelter response whilst strengthening local capacities.*

**Programme component 4 – Coordination:** *The emergency shelter sector has the appropriate global and in-country coordination and support from the International Federation.*

**Programme component 5 – Sector support and networking:** *The global approach to and provision of emergency shelter has been advanced through collaborative sector initiatives and the networking of interested stakeholders.*

### Programme component 1 – Best practice and policy

Outcome: Sheltering preparedness, response, and recovery activities of the International Federation of Red Cross and Red Crescent Societies reduce shelter risks and vulnerabilities and use best practices informed by sheltering policy guidance.

## Identification and promotion of best practice

- Maintain and promote the use of the online Shelter Database established in 2008 capturing shelter activities by Red Cross and Red Crescent Societies, include links to programming tools and guidance, and develop greater interactivity and common ownership.
- Undertake case studies on select shelter activities to highlight best practices in shelter preparedness and risk reduction, shelter relief and shelter recovery.

- Convene regional workshops on shelter lessons learned to bring together shelter practitioners and disaster managers from Red Cross and Red Crescent Societies to identify regionally-specific themes and approaches and to disseminate agreed best practice.
- Analyze observations and recommendations from reviews, evaluations and assessments of shelter and settlement activities undertaken by Red Cross and Red Crescent Societies and best practice within the shelter sector. Identify best practice from within these programmes and the extent to which recommendations have been implemented, along with key deficiencies to be addressed.
- Develop, disseminate and support a best practice framework with supporting tools, indicators and case study examples.
- Systematize the evaluation of shelter and settlement programming through the development of standard templates and methodologies, to address technical, socio-economic and beneficiary satisfaction issues.
- Develop shelter communication products, including audio visual and printed material, and utilise the internal and external web platforms and International Federation events to raise awareness of Red Cross and Red Crescent Movement sheltering strategies and best practices.

### **Reducing shelter risks and vulnerabilities**

- In collaboration with interested Red Cross and Red Crescent Societies, incrementally develop shelter risk profiles incorporating the potential impact of disasters and the capacities of the respective National Societies, national authorities and others. Continue to provide input into existing Red Cross and Red Crescent vulnerability and capacity assessment tools to adequately capture shelter and settlement issues.
- Through established Red Cross and Red Crescent disaster management mechanisms and evolving regional initiatives and alliances, advise on the shelter and settlement issues in national and regional contingency planning. Support input as appropriate by Red Cross and Red Crescent Societies into country-level contingency planning exercises and the development of sector-specific guidelines and methodologies.
- Promote safe building methodologies through community-level awareness raising campaign models drawing upon the successful hygiene promotion programme developed by the International Federation's Water and Sanitation Unit.
- Integrate safe shelter and settlements into the disaster preparedness training curricula of National Red Cross and Red Crescent Societies, complemented by public safe building campaigns and the development of creative solutions to raising awareness of shelter issues within disaster preparedness including online games, educational material for schools, and community performance activities
- Contribute to the development of shelter risk analysis tools and their suitability for use at community level.
- Contribute to the International Federation's Global Alliance on Risk Reduction, and develop a clear strategy for the International Federation on shelter risk reduction.

### Policy development and guidance

- Collate and review existing International Federation and appropriate Red Cross and Red Crescent Societies policy references to shelter and related technical sectors.
- Analyze shelter policy frameworks and guidelines for other agencies including UN, international NGOs and donors, and identify key themes or strategic approaches that are relevant to the International Federation and that would enable greater consistency in the sector.
- Review policy developments within the International Federation and related procedural and framework documents, and establish and promote a shelter policy development process.
- Collaborate with interested Red Cross and Red Crescent Societies to draft a shelter policy framework and language based on agreed best practices to inform ongoing policy discussions and products within the International Federation and National Societies.

### Profile of target audience and final beneficiaries

The best practice and policy guidance developed will be for the use of operational Red Cross and Red Crescent Societies and disaster managers and technical departments within the International Federation. Interested National Societies will participate in the identification of the best practices and the evolving policy framework, and will continue to contribute on an ongoing basis to the development of the International Federation's approach to shelter through the information sharing and discussion platforms established.



## Potential risks and challenges

Many National Societies do not have dedicated shelter focal persons, and given the ongoing disaster preparedness and response demands on the National Societies securing appropriate and timely contributions to the shelter discussions will require a range of creative information exchange mechanisms. The evolving open-access Shelter Database will address this constraint, as will the range of communication tools, products, and events that are being proposed. Risk reduction is a major global issue, and the challenge is to ensure that the addressing of shelter and settlement risks and vulnerabilities receives the required technical and sector-specific support. The International Federation is currently reviewing its approach to policy guidance following an extensive policy audit in 2008. The incorporation of sector-specific guidance within overarching disaster management or strategic frameworks will determine the final incorporation of policy on sheltering for the International Federation.

## Programme component 2 - Capacity building

Outcome: The human resources capacity of the International Federation and its membership is strengthened and used effectively to ensure adequate shelter disaster preparedness, response and recovery.

### Building capacities

- ▶ Support the mapping of existing Red Cross and Red Crescent capacities and expertise nationally, regionally and internationally, along with the external technical support available. With reference to evaluations and recommendations, identify gaps in capacity and expertise and the support required within Red Cross and Red Crescent Societies and the Secretariat.
- ▶ Promote the use of the shelter-related indicators to complement the Well-Prepared National Society Questionnaire to better capture, on a regular basis, Red Cross and Red Crescent capacities and resources
- ▶ Provide shelter-related input as required and as appropriate on job descriptions and terms of reference for key personnel – International Federation Field Assessment and Coordination Teams, Emergency Response Units and Regional Disaster Response Team members, Construction Delegates etc. – and provide recommendations as required on revised profiles and roles.
- ▶ Contribute to training and capacity-building opportunities for International Federation Delegates, Secretariat and interested National Society staff within complementary activities – including risk reduction and recovery – to advance the broader understanding of the process of sheltering.
- ▶ Develop a comprehensive shelter training strategy and supporting curricula at global, regional and national levels to promote consistency whilst allowing for adaptation to specific geographical contexts. This will include online and distance learning tools to enable continuing



professional development as well as learning and awareness raising opportunities for Emergency Response Unit personnel, Regional Disaster Response Team members and others.

- Establish links with universities and other learning and training institutions with shelter-related content to promote greater consistency in the sector and initial steps in accreditation and professional accountability.
- Roll-out training in the use of Federation shelter kits in all zones and with interested National Societies to promote greater understanding of and support for owner-driven shelter solutions.
- Develop complementary technical trainings in specific shelter issues (shelter management, camp planning and management) and materials and technologies (earthquake, cyclone and flood resistant design, bamboo, compressed stabilised earth construction) to meet needs and interests of interested National Societies.

### **Supporting and managing human resources capacities**

- In collaboration with the human resources department, establish and maintain a roster of shelter and construction delegates within the Federation Secretariat and National Societies.
- Promote the development of appropriate roster and retainer mechanisms to ensure the availability of appropriate technical surge capacity.
- Systematise the briefing and debriefing of shelter and construction delegates in Geneva and the field to inform evolving shelter strategies, tools and capacity building initiatives.
- Develop a briefing package for shelter and construction delegates, to include familiarisation with tools, systems and supporting resources.
- Support the establishment of rapid, in-country local procurement capacity through contributing to revised procedures and collaborative specification and programme design.

### **Profile of target audience and final beneficiaries**

The capacity building activities will be made available to and tailored around the requirements of interested National Societies and Secretariat departments in the zones and Geneva. These in turn will be informed by the shelter programme activities in the field and the shelter needs of disaster-affected households and communities.

### **Potential risks and challenges**

Many National Societies do not have dedicated shelter staff, and shelter-related activities are often a component of other programming interventions. Shelter capacity building activities need to be flexible and creative to provide the range of training and awareness-raising initiatives required by such a diverse audience whilst maintaining the consistency essential to promote best practice. The lack of accredited training within the sector, and the interest from academia and service sector agencies to advance such an approach with leadership from major sector agencies, provides an opportunity for the Federation to establish a Federation-wide approach to training that can also valuably benefit the sector. The Federation has also committed to developing an integrated approach to disaster management training and capacity building, and the proposed shelter training initiatives can usefully benefit from such evolving commitments to bench-mark learning and the supporting tools, oversight and resources. Rapid, in-country procurement capacity is critical to the provision of appropriate, locally-driven emergency shelter solutions, beyond pre-positioned shelter kits, tents and relief items. The required procedural changes, capacity and operational mechanisms are dependent on investment and leadership by the wider Secretariat in the zones and Geneva. This programme will support the development of procurement framework agreements and the development of appropriate, flexible specifications to support the required procurement processes.



### Programme component 3 - Operational support

Outcome: The International Federation and its membership have the operational and technical support to provide an appropriate shelter response whilst strengthening local capacities.

#### Tools and guidelines

- Collate, translate and disseminate guidelines and resources developed by National Societies and under the previous programme including guidelines on plastic sheeting, timber in emergencies, and the use of the International Federation shelter kits.
- In collaboration with interested National Societies identify key sector themes and appropriately experienced agencies within the wider shelter sector to develop additional programme guidance required. Themes include camp management (to be developed with ICRC), collective shelter management (to be developed with National Societies in the Americas), integrated shelter and water and sanitation programming (to be developed with the International Federation's Water and Sanitation Unit), and shelter recovery activities as part of broader transition programming (to be developed with the International Federation's recovery advisors).
- Develop specific project management tools for shelter and rehabilitation programming to complement existing construction management procedures, to include guidance on enabling or owner-driven approaches such as self-help and assisted self-help construction.
- Drawing upon field experiences, produce regionally-specific technical briefs on the use of familiar shelter materials to ensure safe, adequate shelter for use by field personnel, local construction specialists and disaster-affected households. Topics to include the use of compressed stabilised earth, bamboo, seismically-resistant construction, and the safe use of salvaged or recycled debris and materials.
- Map common typologies and shelter materials in specific areas of hazard-prone countries, and related building standards and regulations.
- In collaboration with the International Federation's Logistics and Resource Mobilisation Department establish a database on locally available materials and suppliers by region in accordance with agreed specifications.
- Establish appropriate mechanisms including an interactive online shelter library portal on FedNet to disseminate and make available sector programming guidance developed by the International Federation and the shelter sector and establish an ongoing review and revision process. To include a shelter resource CD Rom and links to the Shelter Database and best practice framework.

#### Disaster management and operational support

- Provide technical support to Red Cross and Red Crescent shelter relief and recovery operations in the field in the form of surge capacity, guidance, tools and methodologies as required.

- Establish revised global shelter contingency plans for the International Federation, to complement sector-wide contingency planning, including the type and specification of shelter solutions, materials and essential household items. Promote the additional procurement or complementary pre-positioning by National Societies, partner agencies and institutions (including Governmental relief departments) at global, regional and national levels as appropriate to meet agreed plans.
- Develop structured shelter delegate support and feedback mechanisms to enable the provision of tailored support drawing upon the wider shelter resources of the Movement and the informed revision and further development of tools and capacity building initiatives.
- Support rapid in-country or regional incremental procurement of shelter items as required to provide responsive, locally-driven shelter relief and recovery activities. This could include the provision of rapid specification review and revision services, promoting shelter programme revision as appropriate, and analysis of standards and regulatory issues.
- Promote the establishment of defined construction contract management support services within the International Federation, drawing upon the resources and assets of National Societies where available.

### **Research and development**

- Continued input on shelter products, materials, tools and essential household items within the Red Cross and Red Crescent Emergency relief items catalogue and the proposed online version.
- Support for the interagency development of common shelter and household item specifications and products, and the systematic evaluation of performance and use to inform future revisions.
- Commissioning of studies and prototype development for appropriate shelter to include core housing, moveable shelters, and rapid frame solutions.
- Promote innovation in the use of materials and construction technologies, to include thermal insulation, appropriate seismic-resistant construction techniques, and the enhanced use of traditional materials.
- In collaboration with National Societies, establish links and engage on relevant initiatives with national technical institutes and research networks to support further research and development in the shelter and construction sector.

### **Profile of target audience and final beneficiaries**

Programming tools, guidance and operational support will be provided to operational National Societies, International Federation disaster response teams, and zonal disaster management personnel. Technical services and research and development activities will inform strategic decision-and policy-makers within the Red Cross Red Crescent Movement.

### Potential risks and challenges

Appropriate sheltering solutions vary significantly for different contexts, and similarly wide-ranging and comprehensive programming guidance is required to meet the resulting operational needs. Significant guidance already exists, often at national level, which can be usefully drawn upon as the basis for a consistent range of complementary programme tools. The rapid distribution of material assistance is a significant component of shelter relief operations, which requires a combination of appropriate stock pre-positioning and rapid procurement. This will be addressed through the development of revised shelter contingency plans and regional pre-positioning strategies in collaboration with the International Federation's Logistics and Resource Mobilisation Department, as well as identification of regional and national material solutions, specifications and potential suppliers.

Funding for the pre-positioning of shelter relief items is a major challenge given the capital cost, and recent emergency responses have high-lighted the inadequate scale of pre-positioning, the lack of consistent specifications, and the reluctance of the donor community to commit to the required investment in such pre-positioning. The International Federation has responded with the development of a shelter kit at a significantly lower cost than that of light weight tents to international specifications, and has pre-positioned 29,000 kits with previous Global Shelter Programme funding. The further pre-positioning of such kits or similar by other agencies and by donor Governments is being promoted by the International Federation to address this resource gap.



#### Programme component 4 – Coordination

Outcome: The emergency shelter sector has the appropriate global and in-country coordination and support from the International Federation.

##### Developing enhanced preparedness

- At global and regional levels, as Emergency Shelter Cluster lead for natural disasters, convene networks of interested shelter agencies to identify issues identified by in-country shelter clusters affecting the preparedness and predictability of the shelter sector.
- Support and actively engage on activities to address gaps in the shelter sector impacting on the provision of shelter assistance to affected households and communities, in collaboration with consortia of interested agencies at global and regional levels. Key issues include adequate operational human resources capacity, resource mobilization, and the coordination of shelter recovery activities.
- Develop appropriate communication methodologies and platforms, including the use of the International Federation's public website and internal Disaster Management Information System as appropriate, to ensure effective information exchange between shelter cluster partners and personnel.
- Identify a systematic approach and the resource requirements to enable the International Federation to meet its commitment to national level shelter contingency planning for natural disasters, to be led by interested National Societies with support from the Secretariat. Provide technical assistance to resulting national level shelter contingency planning as appropriate, in collaboration with the respective National Societies and in-country cluster partners. This will draw upon International Federation and interagency guidelines recently developed.
- Finalise, disseminate and promote standard operating procedures for the International Federation's Shelter Coordination Team, the mechanism by which the International Federation meets its commitment to coordinating emergency shelter response in the field. Support the resulting administrative, logistical and organisational activities, including the development of a Shelter Coordination Team manual and the establishment of a core group of National Societies contributing coordination capacity.
- Refine and structure shelter coordination human resources capacity building and tool development, through the establishment of a regular workshop for Shelter Coordination Team personnel and a feedback and review mechanism for supporting tools and procedures. Establish an appropriate roster or retainer mechanism to ensure adequate International Federation and partner coordination team capacity, and resources to support coordination training and awareness raising at regional and national levels. Establish global or regional framework agreements with key cluster partners for the deployment of cluster partner personnel as members of International Federation-led Shelter Coordination Teams.

- Strengthen the capacities and skillsets of appropriate National Societies and Governmental counterparts to coordinate shelter activities following natural disasters at the national level that do not require international assistance and the activation of the cluster approach.
- Develop communication materials on how the International Federation is meeting its shelter coordination commitment for dissemination to National Societies, United Nations agencies in-country, cluster partners and the donor community.
- Commission an independent review of the International Federation's shelter commitment, accomplishments and issues arising to date, to provide formal feedback to the International Federation's Governance bodies.

### Coordinating emergency shelter response

- Deploy and support International Federation-led Shelter Coordination Teams to convene shelter agencies in-country in support of host Governments in response to natural disasters that require international assistance in accordance with agreed guidelines and operating procedures.
- Convene shelter agencies at global or regional levels in support of in-country shelter responses as requested by cluster partners. Initiate or support advocacy or resource mobilisation activities as requested by cluster partners.
- Provide field training and the rapid provision of appropriate tools, guidelines or communication material as requested by in-country Shelter Coordination Teams or partner agencies.
- Utilize the performance management system developed under the previous Global Shelter Programme to appraise the effectiveness of the Shelter Coordination Team and that of the overall shelter response, and address issues arising.
- Commission and disseminate independent reviews of shelter responses coordinated by the International Federation. Establish a structure follow-up mechanism internally with the International Federation Secretariat and National Societies, and externally with partner agencies.



### Profile of target audience and final beneficiaries

Activities in support of the International Federation's commitment to improving the effectiveness of humanitarian shelter response are targeted at the operational shelter sector and key decision-makers during a response. This is in keeping with the role of the cluster leads to coordinating sector agencies and others, during both preparedness and response. The effectiveness of both the International Federation as lead agency and the partner agencies are appraised through the use of the performance management system and the independent reviews commissioned.

### Potential risks and challenges

Improving preparedness and predictability in humanitarian response through the cluster approach remains a work in progress, but feedback to date from field operations, surveys undertaken by the International Federation with shelter cluster partners, and the independent cluster review commissioned by the Interagency Standing Commission indicate that humanitarian response is better coordinated and more accountable. Resourcing coordination activities at global and field level remain a major challenge, and cluster lead agencies are dialoguing with the donor community to ensure that such interagency activities and the supporting coordination services are recognised as a regular component of humanitarianism and should be funded accordingly. One of the major challenges, both within the Red Cross and Red Crescent Movement and with external agencies, is in raising awareness of the constitutionally-mandated roles of the International Federation Secretariat to coordinate international response and the National Societies to oversee national preparedness and response activities. This will be addressed through the development of standard operating procedures, the structuring of shelter contingency planning and the wider use of information-sharing platforms and opportunities.

### Programme component 5 - Sector support and networking

Outcome: The global approach to and provision of emergency shelter has been advanced through collaborative sector initiatives and the networking of interested stakeholders.

### Developing a global shelter network

- Utilize the global, regional and national presence of the International Federation to provide shelter sector networking opportunities and activities through the hosting of workshops, support for information sharing fora and collaboration on key initiatives to benefit National Societies and other agencies.
- Develop the shelter content of the public website of the International Federation to promote shelter and disseminate best practices, tools and links to related initiatives and networks.
- Support and actively engage with national and regional shelter networking initiatives where they exist, and promote the establishment of new networks where appropriate.

- Expand existing links with universities, institutes, and the built environment professional associations to promote improved networking between these related communities of practice.

### **Global shelter sector initiatives**

- Advance key issues that impact on the shelter sector through collaboration with specialist agencies and other interested partners. Current themes include climate change and the impact on shelter and settlement solutions, housing land and property rights and the impact on the provision of adequate shelter after disaster, migration and the resulting changing patterns of settlements and shelter needs, and the promotion of owner-driven approaches to post-disaster housing.
- Promote the shelter and settlement sector and related issues through the publishing of an annual report on shelter after disaster based on shelter operations that year and emerging themes.
- Initiate an annual competition for appropriate shelter solutions, to bring together experiences and innovation and to encourage knowledge sharing, to be complemented by a merit award for initiatives that advance humanitarian shelter.
- Identify and promote initiatives that link humanitarian sheltering with ongoing housing design and development through engagement with architectural and planning associations, commercial sector housing providers and governmental housing bodies.
- Promote greater collaboration between the humanitarian shelter and commercial sector to utilise available financial, technical and intellectual resources to better address post-disaster shelter needs.
- Lead the process to revise the Sphere Humanitarian Standards on Shelter, Settlement and Non-Food Items.

### **Profile of target audience and final beneficiaries**

Activities to advance the shelter sector will be in collaboration with key sector agencies and specialist agencies from other thematic disciplines. The focus of these activities is on informing the practice of shelter and settlement, through both practitioners and decision-makers. To effect change, these activities will also need to impact on governmental and institutional processes and understandings.

### **Potential risks and challenges**

The shelter and settlement sector is very diverse, suffers from inadequate definition and terminology, and lacks the required institutional commitment from many humanitarian agencies and supporting donors. This is a challenge to advancing key issues in the sector, but also highlights the need for the institutional leadership, support for improved networking, and the provision of the shelter and settlement perspective on major emerging issues. ■



## Role of the Secretariat

### Technical programme support

The Global Shelter Programme provides a framework for the provision of technical and financial resources to support National Societies and the Secretariat in meeting the shelter commitment of the International Federation. The Shelter Department established in the Geneva Secretariat, complemented by shelter advisors based in the Disaster Management Units in Panama and Kuala Lumpur, will as required support shelter activities implemented by National Societies.

### Partnership development and coordination

The Global Shelter Programme and the proposed activities are based on the needs and services identified by interested National Societies who have participated in the regional and global shelter workshops and events and ongoing activities of these National Societies. Through these activities, particular areas of interest and expertise have been identified and National Societies have self-selected the initiatives they are to collaborate on with other National Societies and the Secretariat. In accordance with the International Federation's leadership role in the shelter sector, strategic partnerships have been established with a number of United Nations agencies and international non-governmental agencies, as well as with other sector service providers and research institutions. Several National Societies are supporting the Secretariat to develop shelter coordination capacity, which will also assist the coordination of Movement shelter assistance to National Societies. The leadership of shelter contingency planning by National Societies is a major challenge, and the Secretariat will be supporting the development of a structured approach and appropriate resourcing to meet this commitment.

### Representation and advocacy

The shelter commitment of the International Federation is to be met by both the National Societies and the Secretariat in accordance with constitutional mandates, capacities and resources. The Secretariat represents the International

Federation at the global and regional levels on shelter issues, which includes reflecting the differing roles of National Societies regarding shelter subject to their national mandates.

As appropriate, the Secretariat supports the National Society through advocacy on national issues at the global level, for example on shelter response issues in the event of disasters.

### Other areas

A number of National Societies, either separately or in collaboration with neighbouring National Societies, have initiated shelter activities that require technical input, financial support, or links with related activities or agencies. The Secretariat is providing such support where appropriate, and where this is in keeping with the objectives of the global shelter programme.

## Promoting gender equity and diversity

Construction, design and planning are traditionally male-dominated activities, and sheltering activities and supporting capacity-building initiatives need to be tailored to promote greater gender equity. Female candidates for training and deployment opportunities have been and will continue to be actively promoted. To promote more inclusive sheltering activities in the field, tools, guidelines and strategies that support household-driven solutions and the involvement of all household and community members are being prioritised. Gender issues in shelter and settlement solutions are typically poorly understood or inadequately addressed. The support for compliance with agreed standards and guidelines on protection, privacy and dignity issues will advance this issue. Proposed additional guidelines and best practice frameworks will also prioritise consideration of gender and diversity as key components defining the adequacy of shelter and settlement solutions.

## 2009/2010

### Shelter global programme budget

<i>In CHF</i>	2009	2010
Supplies	700,000	
Land, vehicles & equipment	50,000	
Personnel	619,912	658,400
Workshops & Training	511,560	611,500
General Expenditure	910,600	910,000
Contributions & Transfers	600,000	650,000
Programme Support	235,812	196,731
<b>Total expenditure budget</b>	<b>3,627,884</b>	<b>3,026,631</b>

## Memorandum of Understanding between the International Federation of Red Cross and Red Crescent Societies and UNOCHA – Summary

At the General Assembly in Seoul in 2005 the International Federation of Red Cross and Red Crescent Societies decided “to take up a leadership role in the provision of emergency shelter in natural disasters, on the basis of the conditions established by the Governing Board and an agreement to be negotiated by the Secretary General and to be ratified by the Governing Board”.

This agreement, in the form of a Memorandum of Understanding (MoU) between the International Federation and UNOCHA, has been signed by the International Federation’s Secretary General and the Emergency Relief Coordinator on behalf of UNOCHA, and ratified by the Governing Board of the International Federation.

Key commitments by the International Federation as defined by the MoU in support of the Inter Agency Standing Commission efforts to strengthen humanitarian response include:

- Supporting enhanced preparedness in emergency shelter at a global level.
- Scaling up the operational capacity of the International Federation in emergency shelter.
- Coordinating the provision of emergency shelter assistance at country level after natural disaster.

The International Federation will advocate for an adequate and appropriate response subject to the capacities and resources of the humanitarian community rather than acting as a “provider of last resort”.

The MoU recognizes the unique nature of the International Federation and respect for the Principles of the Red Cross Red Crescent Movement, notably the Principle of Independence. In this regard, the International Federation will seek financial support for its responsibilities under the terms of the MoU through its existing appeal mechanisms and in particular a dedicated Global Shelter Programme.

## Quality, accountability and learning

Specific activities will be subject to their own review and feedback mechanisms. For example, training and capacity building programmes will be informed by feedback through the specific trainings, and appraisal and review of the performance of and feedback from individuals deployed following such trainings. Tools, guidelines and manuals will be piloted and structured feedback obtained to enable appropriate revision – for the primary tools, this will be undertaken on a regular basis. The best practice framework that will be linked to the shelter database will provide a platform for the regular review of shelter programming accessible to all National Societies and Secretariat staff. For select activities, independent reviews will continue to be commissioned, for example the service provided by the International Federation in coordinating shelter agencies after natural disasters. As required, specific monitoring and evaluation mechanisms will be developed and utilised – the Performance Management System developed by the International Federation with cluster partners is an example, which will continue to be utilised. The International Federation will also actively support the ongoing development of improved mechanisms to ensure better practice and accountability, which will include leading the revision of the Sphere Humanitarian Standards on Shelter, Settlement and Non-Food Items. To enable structured consideration of the International Federation’s shelter commitment, an independent review of the steps taken to meet this commitment and the impact to date of the commitment and capacity building initiatives will be commissioned. ■

# The Fundamental Principles of the International Red Cross and Red Crescent Movement

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## Humanity

The International Red Cross and Red Crescent Movement, born of a desire to bring assistance without discrimination to the wounded on the battlefield, endeavours, in its international and national capacity, to prevent and alleviate human suffering wherever it may be found. Its purpose is to protect life and health and to ensure respect for the human being. It promotes mutual understanding, friendship, cooperation and lasting peace amongst all peoples.

## Impartiality

It makes no discrimination as to nationality, race, religious beliefs, class or political opinions. It endeavours to relieve the suffering of individuals, being guided solely by their needs, and to give priority to the most urgent cases of distress.

## Neutrality

In order to enjoy the confidence of all, the Movement may not take sides in hostilities or engage at any time in controversies of a political, racial, religious or ideological nature.

## Independence

The Movement is independent. The National Societies, while auxiliaries in the humanitarian services of their governments and subject to the laws of their respective countries, must always maintain their autonomy so that they may be able at all times to act in accordance with the principles of the Movement.

## Voluntary service

It is a voluntary relief movement not prompted in any manner by desire for gain.

## Unity

There can be only one Red Cross or Red Crescent Society in any one country. It must be open to all. It must carry on its humanitarian work throughout its territory.

## Universality

The International Red Cross and Red Crescent Movement, in which all societies have equal status and share equal responsibilities and duties in helping each other, is worldwide.



The International Federation of Red Cross and Red Crescent Societies promotes the humanitarian activities of National Societies among vulnerable people.

By coordinating international disaster relief and encouraging development support it seeks to prevent and alleviate human suffering.

The International Federation, the National Societies and the International Committee of the Red Cross together constitute the International Red Cross and Red Crescent Movement.