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changing minds.

Long Term Planning Framework Shelter and Settlement 2012-2015

 International Federation
of Red Cross and Red Crescent Societies

Photo: Training in building safer roofs provided to affected community members in St Vincent in the aftermath of Hurricane Tomas.



1. Who are we?

The shelter and settlements function at the International Federation of Red Cross and Red Crescent Societies (IFRC) comprises seven permanent staff: five senior officers with sector technical expertise in addition to the head of department and a senior assistant. Close links with counterparts in the five zone offices with responsibilities for shelter sector support and development are maintained. The shelter and settlements function includes overseeing the IFRC's role as convener of the Inter-Agency Standing Committee (IASC) global shelter cluster. Interested National Societies fund and host global focal points in order to provide additional support for this inter-agency role.

2. Who are our stakeholders?

- **National Societies:** providing technical support to National Society staff involved in developing and operationalizing capacity and expertise in shelter; coordinating the interests and resources of National Societies to support the wider membership's commitment to shelter.
- **IFRC staff:** working in disaster management capacity-building and operational support, and related cross-cutting thematic issues; as well as IFRC staff working in areas of humanitarian diplomacy, knowledge development and the professionalization of the sector.
- **Global senior management:** informing institutional engagement in humanitarian shelter and the IFRC's shelter commitment.
- **Humanitarian shelter sector agencies and the IASC global shelter cluster partners (including operational agencies, donors, research institutes, academia, private sector, and host governments):** leadership on the identification and dissemination of best practices,

support for improved sector preparedness, professionalism and accountability, and the coordination of operational response.

3. Where have we come from and what have we done so far?

The shelter and settlements function was established in 2006 to support the membership in delivering on its commitment to take up a leadership role in shelter. Through support by interested National Societies and institutional donors, the global shelter programmes have made significant progress in delivering on this commitment. This has included consolidating the Red Cross Red Crescent's approach to safe and resilient shelter; establishing standardized sector trainings at global, regional and national levels; and mechanisms to develop, manage and deploy technical surge capacity as required to support operational response. Select tools have captured recognized best practices in order to aid practitioners and decision-makers as well as innovation in shelter solutions and technologies supported through collaborations with key sector agencies, research institutes and the private sector. Zone and regional offices have been supported in establishing their own dedicated technical capacity, and assisted in developing region-specific trainings, tools and capacity-building initiatives and partnerships.

On behalf of IFRC, as global shelter cluster convener, the shelter and settlements function has overseen the mainstreaming of the cluster lead responsibilities through job descriptions, functional roles, cluster-specific surge capacity deployment mechanisms and the inclusion of dedicated shelter coordination components in IFRC emergency appeals. To date, IFRC-led shelter coordination teams have been deployed to coordinate humanitarian shelter in 19 emergencies, including the Haiti earthquake response in 2010. At the global level, coordination responsibility has included overseeing preparedness and sector development initiatives. The IFRC, in collaboration with UNHCR, has initiated the establishment of thematic reference groups to focus on key issues including information management and environmental impact. In accordance with IFRC's sector leadership role, a number of regional housing fora have been established with leading agencies, including participation by governments. Furthermore, initiatives to promote a common approach to housing by linking humanitarian shelter and housing development have also been developed. In order to promote the professionalization of the sector, there has been collaboration with academic institutes and the private sector in advancing the accreditation of humanitarian shelter trainings. This has also included involving private sector and built environment professionals in disaster response and preparedness surge capacity initiatives.

The challenges faced by the shelter sector remain significant – “intractable,” according to the *Humanitarian Emergency Response Review*, an independent review commissioned by DFID. In a recent analysis of the eight emergencies in 2009 and 2010 in which the IFRC the shelter cluster highlighted that over 30 per cent of all shelter and household items were delivered by the Red Cross Red Crescent. The IFRC, with its interested National Societies, partners and donors, therefore has a major role to play in enhancing the effectiveness and impact of humanitarian shelter. However, the institutional challenges faced by IFRC are also significant. These include:

- Limited human and financial resources and capacities within National Societies and zone offices dedicated to shelter and settlement.
- Limited opportunities to retain experienced personnel within the Movement, and the resulting loss of institutional knowledge and consistency with agreed best practices.
- The scope and scale of the humanitarian shelter sector.

- Inadequate progress by the IASC in achieving humanitarian reform.

The IFRC, through its shelter commitment, has the opportunity to continue to positively impact on meeting humanitarian shelter needs and informing the wider housing sector.

4. What is our mission?

Our mission is **to improve the lives of vulnerable people by reducing the impact of and vulnerability to disasters through the development and effective use of Red Cross Red Crescent capacities and resources in sheltering.**

5. Where are we going and how are we going to get there?

The work of the shelter and settlements programme supports strategic Aim 1 of *Strategy 2020*, to **save lives, protect livelihoods, and strengthen recovery from disasters and crises.**

In line with the secretariat's business model to realize *Strategy 2020* and the objectives of the Secretary General, the shelter and settlements programme contributes primarily to business line 2: *to grow Red Cross Red Crescent services for vulnerable people*. In accordance with the wider leadership commitment to the shelter sector, activities also contribute to business line 1: *to raise humanitarian standards*; business line 3: *to strengthen the specific Red Cross Red Crescent contribution to development*; business line 4: *to heighten Red Cross Red Crescent influence and support for our work*; and business line 5: *to deepen our tradition of togetherness through joint working and accountability*.

Overall indicators are:

Number of vulnerable people benefitting from the Red Cross Red Crescent shelter and settlement activities.

Percentage of assisted people who are satisfied with the Red Cross Red Crescent shelter and settlement activities.

Over the next four years, the shelter and settlements programme will focus on five main outcomes with related outputs:

OUTCOME 1: Sheltering as part of disaster preparedness, response and recovery activities reduce shelter related risks and vulnerabilities and use best practices informed by sheltering policy guidance.

Indicator 1a: Percentage of sheltering activities that are informed by agreed best practices.

Indicator 1b: Percentage of sheltering activities that address shelter related risks and vulnerabilities.

The programme seeks to enhance common knowledge and understanding of IFRC and National Society staff in sheltering activities. This will draw upon existing experiences of the International Red Cross Red Crescent Movement, informed by an agreed best practice framework and the promotion of safe shelter and settlement through preparedness, response and recovery activities. As appropriate, these activities will be integrated into multi-sector or Movement-wide initiatives.

The communication and dissemination of agreed practice and guidance will similarly be harmonized with other programme services and incorporated into agreed communications products and services as appropriate.

Supporting outputs:

OUTPUT 1.1 Develop, disseminate and support a best practice framework and database.

OUTPUT 1.2 Promote the systematic evaluation and analysis of sheltering activities.

OUTPUT 1.3 Develop and disseminate shelter communications and awareness-raising products, tools and technologies.

OUTPUT 1.4 Support the use of safe shelter and settlement approaches.

OUTPUT 1.5 Provide shelter and settlement policy guidance to the IFRC, National Societies and others.

OUTCOME 2: The human resources capacity of the IFRC and its membership in sheltering is strengthened and used effectively.

2a: Percentage of Red Cross Red Crescent staff with appropriate knowledge and experience in sheltering.

2b: Percentage of Red Cross Red Crescent sheltering activities supported by staff with appropriate knowledge and experience.

Ensuring sufficient, appropriately trained and experienced personnel is critical to the ability of the IFRC and member National Societies in meeting our shelter commitments. This requires a combination of informed recruitment, based on a recognition of need and structured, benchmarked trainings to ensure a consistency of knowledge and agreed roles and responsibilities. Acknowledging the need for the greater professionalization of humanitarian action, and to support professional career development in the technical sectors, the established trainings will be accredited by recognized academic institutes, and support will be provided for similar, affiliated course modules within established academic programmes. The efficient use of and support for the technical surge capacity developed will be supported in collaboration with the human resources department, other secretariat departments overseeing surge capacity rosters and interested National Societies. Collaboration with select private sector and built environment professional entities will be progressed to address the existing gap in sufficient standby capacity with the requisite skill sets.

Supporting outputs:

OUTPUT 2.1 Support to shelter and settlement human resource planning, position development, recruitment, mentoring and internship by the IFRC and National Societies.

OUTPUT 2.2 Input to and support for awareness-raising, training and knowledge development of the IFRC and National Societies on sheltering.

OUTPUT 2.3 Provision and oversight of standardized technical training at the global level, and support for similar training at regional and national levels as required.

OUTPUT 2.4 Accreditation of standardized technical trainings, and establishment of associated technical training modules in appropriate academic institutions.

OUTPUT 2.5 Oversight, further development and use of the shelter surge capacity roster, in collaboration with key secretariat departments, interested National Societies, and select private sector and professional entities.

OUTCOME 3: The IFRC and its membership have the operational and technical support to provide an appropriate shelter and settlement response whilst strengthening local capacities.

3a: Percentage of shelter operations utilizing operational or technical support.

3b: Number of vulnerable people benefitting from shelter and settlement activities informed by operational or technical support.

Providing appropriate shelter and settlement assistance is dependent on agreed best practices and technical solutions. While extensive guidance for practitioners already exists, in a variety of versions/formats, they are not always readily available or framed for specific users. To address this, field practitioners will inform the restructuring of existing guidance and how it can be selectively used. Select or “tiered” guidance will be provided for specific audiences, ranging from generalists and decision-makers to technical practitioners implementing a specific programmatic approach. Specialist, technical or construction management support will also be made available. Support for technical innovation in shelter solutions and material technologies will also be supported, through collaborations with appropriate technical institutes, academia and the private sector. Product developments and best practices as identified by field practitioners will inform the input into shelter stock specification and prepositioning, in close collaboration with the IFRC’s logistics function, National Societies and key donors.

Supporting outputs:

OUTPUT 3.1 A comprehensive set of tiered guidelines for practitioners and decision-makers consolidated and used.

OUTPUT 3.2 Technical support service made available to field practitioners.

OUTPUT 3.3 Support to the shelter stock specification, procurement and prepositioning strategies of the IFRC and National Societies.

OUTPUT 3.4 Technical support to the IFRC and National Societies on shelter and construction project management.

OUTPUT 3.5 Shelter and material technology research and development, including collaboration with research institutes, academia and the private sector.

OUTCOME 4: The emergency shelter sector has the appropriate global and in-country coordination and support.

4a: Number of vulnerable people benefitting from IFRC shelter coordination activities.

4b: Amount of US dollars of shelter activities coordinated by the IFRC.

4c: Percentage by US dollars of shelter activities coordinated by IFRC within overall humanitarian response in the respective emergencies.

The IFRC, as convener of the global shelter cluster in the event of natural disasters, has developed a defined inter-agency methodology for coordination in the context of emergencies. The IFRC has also provided strong leadership at the global level on structuring coherent and sustainable engagement with our partners. The IFRC has convened shelter sector coordination in 19 emergencies, including the 2010 earthquake response in Haiti, for durations ranging from three to nine months, deploying dedicated coordination teams comprising from two to 18 individuals subject to the scale and geographical spread of the disaster. National Red Cross Red Crescent Societies have increasingly recognized the benefits of dedicated, sector coordination, and 20 National Societies have contributed human resources and/or funding to enable the IFRC to meet its coordination commitment. In addition, six partner agencies (UN and NGOs) have contributed personnel to IFRC-led shelter coordination teams at the country-level while 26 leading agencies, institutions and donors actively participate in the global level cluster, jointly convened by IFRC with UNHCR. The IFRC consistently commissions independent reviews for each deployment of an IFRC-led shelter coordination team. These reviews, together with a meta-review completed in 2010, as well as the annual global shelter cluster workshop and meeting have greatly informed on-going improvements to shelter coordination. The multi-agency review undertaken by DFID in 2010-2011 referred to the IFRC's "positive lead" of the shelter cluster.

At the global level, agreed activities including accountability frameworks, the development of minimum requirements for both cluster lead and participating agencies, and defining additional services that should be provided. The IFRC continues to convene its annual workshop of Red Cross Red Crescent and cluster partner personnel to review and revise coordination methodologies and tools as required. The coordination surge capacity roster requires expanding, through the identification of appropriate personnel by Movement partners and others, and the on-going provision of IFRC's standardized coordination training. Support for cluster-based contingency planning at the country-level, and the provision of required tools and guidance, is needed to assist zone offices and engage National Societies. The IFRC also needs to ensure the coordination role is fully accommodated by the appropriate financial, resource mobilization and human resource systems and procedures.

It is commonly recognized that the technical and material assets of the private engineering and construction sector far outweigh the similar capacities and assets of the humanitarian sector. As cluster lead, the IFRC will continue to coordinate the use of such assets using established communications methodologies and tools, including the dedicated cluster website established by the IFRC.

IFRC's institutional investment in developing shelter cluster coordination methodologies, systems and capacities can also benefit the coordination of Red Cross Red Crescent operational shelter activities, as most recently in Haiti. This will be further developed in collaboration with other secretariat departments and the Movement's consultative bodies.

Supporting outputs:

OUTPUT 4.1 Convening of the global shelter cluster, engagement on inter-cluster initiatives, support for global level cluster preparedness activities, including sector resource mobilization, and a dedicated cluster website.

OUTPUT 4.2 Support for country-level cluster based contingency planning and preparedness.

OUTPUT 4.3 Oversight of IFRC-led shelter coordination surge capacity, tools, methodologies and partnerships.

OUTPUT 4.4 Convening of country-level shelter clusters where required, including oversight of coordination team deployment, on-going service provision and evaluation.

OUTPUT 4.5 Enable the informed and coordinated use of private engineering and construction sector assets in humanitarian action.

OUTPUT 4.6 Support for the Movement's shelter coordination in emergency operations.

OUTCOME 5: The global approach to and provision of emergency shelter has been advanced through collaborative sector initiatives and the networking of interested stakeholders.

5a. Percentage of shelter responses informed by collaborative shelter sector developments.

5b. Number of collaborative or network-based sector initiatives developed.

The IFRC's leadership commitment to shelter has been broadly welcomed by sector agencies, donors, technical and academic institutes, given its presence at the global level and the leading operational role of National Red Cross and Red Crescent Societies at the national level. However, as highlighted in section three, the shelter sector is a diverse and challenging arena that requires leadership and active collaboration with a similarly diverse range of stakeholders to promote greater coherence and consistency.

The IFRC has previously collaborated on establishing a number of regional fora, bringing together both humanitarian shelter actors and housing development practitioners and institutions. Similar initiatives will be established in additional regions. Knowledge sharing within the sector has also been recognized as a key need, and the annual report on emerging shelter practices and solutions produced with UN Habitat and UNHCR will be continued. The IFRC led the development of the shelter, settlement and non-food items standards in the recent revision to the Sphere Project's *Humanitarian Charter and Minimum Standards in Humanitarian Response*, and remains the focal point for these standards. However, it has been acknowledged that beyond the Sphere Handbook there is a lack of sufficient benchmarking in the sector. The IFRC will therefore continue to engage with the Global Task Force on Building Codes, will promote the development of minimum requirements for operational shelter agencies, and will advance the development and use of a self-certification tool to appraise the sustainability of shelter and reconstruction activities.

Regulatory barriers, climate change on shelter and settlement, and the humanitarian challenges resulting from urbanisation all impact on the meeting of shelter and settlement needs. These and related issues will be addressed through proactive collaboration on an inter-agency basis through an evolving global inter-agency shelter network and linkages with key global initiatives to develop a more coherent approach to shelter and settlement after disaster.

Supporting outputs:

OUTPUT 5.1 Support and promote select sector initiatives with key agencies and institutions.

OUTPUT 5.2 Promote the dissemination of emerging practice through an annual report.

OUTPUT 5.3 Support and promote improved standards and benchmarking in the sector, including minimum requirements for operational agencies and sustainability self-certification.

OUTPUT 5.4 Address regulatory barriers to meeting post-disaster shelter and settlement needs, and promote housing, land and property rights and associated procedures.

OUTPUT 5.5 Enable closer collaboration between the humanitarian and housing development sectors through collaborative fora, networking events and joint initiatives.

OUTPUT 5.6 Promote shelter and settlement issues on key humanitarian action and diplomacy initiatives.

6. What are some of the key risks/assumptions?

The key assumption in order to be able to achieve the desired outcomes and outputs is the accountability of the IFRC and National Societies to contribute to meeting sector commitments, and the associated resource requirements. A proxy indicator to measure this assumption would be the level of engagement by the IFRC and/or National Societies in defining each activity as appropriate.

A further assumption is that each zone has sufficient technical shelter capacities to advance activities in their respective zones, while ensuring that capacities are maintained at the global level for overall coordination across the secretariat.

The inter-agency shelter coordination role is subject to support and engagement by key sector agencies and donors, and the continued advancement by the IASC, and in particular the UN system, on utilizing the cluster approach and providing the required humanitarian leadership.

7. How much will it cost?

Broad financial projection for both on-going business and the key programmes/projects follows:

	2012	2013	2014	2015	TOTAL
Business line 1	30,000	30,000	30,000	30,000	120,000
Business line 2	2,715,000	2,715,000	2,590,000	2,590,000	10,610,000
Business line 3	200,000	200,000	200,000	200,000	800,000
Business line 4	50,000	50,000	50,000	50,000	200,000
TOTAL	2,995,000	2,995,000	2,870,000	2,870,000	11,730,000
<i>Total unrestricted funding expected</i>	<i>800,000</i>	<i>800,000</i>	<i>800,000</i>	<i>800,000</i>	<i>3,200,000</i>
<i>Total voluntary funding required</i>	<i>2,195,000</i>	<i>2,195,000</i>	<i>2,070,000</i>	<i>2,070,000</i>	<i>8,530,000</i>

How we work

All IFRC assistance seeks to adhere to the [Code of Conduct for the International Red Cross and Red Crescent Movement and Non-Governmental Organizations](#) (NGO's) in Disaster Relief and the [Humanitarian Charter and Minimum Standards in Humanitarian Response \(Sphere\)](#) in delivering assistance to the most vulnerable.

The IFRC's vision is to inspire, encourage, facilitate and promote at all times all forms of humanitarian activities by National Societies, with a view to preventing and alleviating human suffering, and thereby contributing to the maintenance and promotion of human dignity and peace in the world.



The IFRC's work is guided by *Strategy 2020* which puts forward three strategic aims:

1. Save lives, protect livelihoods, and strengthen recovery from disaster and crises.
2. Enable healthy and safe living.
3. Promote social inclusion and a culture of nonviolence and peace.

Find out more on www.ifrc.org

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