

# Mid-Year report



International Federation  
of Red Cross and Red Crescent Societies

## Shelter and settlements

MAA00019

11 August 2011

This report covers the period 01 January to 30 June 2011.



An IFRC delegate monitors a shelter distribution exercise in Isabela province in the Philippines. Red Cross project teams are stationed at every distribution point to ensure that beneficiaries receive the correct quantities and quality of materials (Afrhill Rances, IFRC).

## In brief

**Programme outcome:** To save lives, protect livelihoods, and strengthen recovery from disasters and crises by reducing the impact of, and vulnerability to, disasters through the development and effective use of national, regional and international Red Cross and Red Crescent capacities and resources in sheltering.

**Programme summary:** 2011 saw a fairly calm start with no major disasters taking place requiring the mobilization of significant shelter resources and with the ongoing operations running on track. The development and production of the Participatory Approach to Safe Shelter Awareness (PASSA) tool has been completed; new initiatives have been started to address the subjects of host families and shelter response in urban contexts. Work on improving the shelter products, such as tents and various kits continued. Survey templates for shelter kits and tents have been finalized, as well as the shelter kit training package, which includes all necessary technical documents, presentations, videos and guidelines for trainers to run shelter kit training. The transitional shelter guidelines are also in the final stages of its production. In addition, work has started on the thematic guidelines covering the reconstruction of community infrastructure and (re)settlement of displaced populations following disasters. Support has been continued to operations, such as Haiti and Cote d'Ivoire. Leading up to the International Conference in November, efforts have been intensified to draw attention to the issue of regulatory barriers to short and medium-term shelter interventions after disasters.

Capacity building activities continued in 2011 with the eighth edition of the shelter technical training being held in June in Canada. The eighth edition of the cluster coordination training also took place in June in the United Kingdom. Other training initiatives are underway and existing ones are continuously being improved. IFRC continues to lead the shelter cluster at the global level, and engages in different inter-agency initiatives to improve the quality of shelter responses worldwide.

**Financial situation:** The total 2011 budget is CHF 3,201,390, of which CHF 1,143,031 (36 per cent) was covered during the reporting period (including opening balance). Overall expenditure during the reporting period was CHF 647,414 (20 per cent) of the budget.

[Click here to go directly to the financial report.](#)

**Our partners:** Key Red Cross and Red Crescent partners have provided support ranging from funding, to the provision of staff on loan, and collaboration on activities. These include the Andorran, American, Australian, Austrian, Belgian (Flanders and French community), British, Canadian, Colombian, Danish, Finnish, French, German, Indonesian, Jamaican, Luxembourg, Mozambique, Nepal, Netherlands, Norwegian, Spanish, Swedish and Swiss Red Cross Societies; Qatar and Kyrgyzstan Red Crescent Societies, as well as the ICRC. Project-specific collaborations have been established with a number of UN agencies including UNDP, UNHABITAT, UNHCR, UNICEF and UNOCHA; IOM; international and national NGOs including Acted, CARE, CartONG, Catholic Relief Services, CRATerre, Displacement Solutions, Habitat for Humanity, HelpAge International, MapAction, Oxfam GB, Practical Action, ProAct, RedR UK, Save the Children UK, Shelter Centre, and the World Wildlife Fund US (WWF-US); technical and academic institutes including BRE Global, Copenhagen/Lund Universities, the Open University of Cataluña, and Oxford Brookes University (CENDEP); and private sector support initiatives including Aid & International Trade and the World Economic Forum.

## Context

2011 saw a fairly calm start with no major disasters taking place requiring the mobilization of significant shelter resources and with the ongoing operations running more or less on track. This situation allowed the Shelter and Settlements Department to concentrate on the development of tools and guidance, to consolidate partnerships (e.g. with BRE, CRATerre, Arup, etc.), to further work on the capacity building and training activities and to promote shelter at major events (e.g. Global Platform for DRR, etc.). Furthermore the team focused on providing the necessary support to the early recovery and reconstruction phases of the ongoing operations from 2010 (e.g. Haiti, Chile, Pakistan, etc.), engaging in discussions with Zone colleagues to address the capacity building needs in their respective areas and in developing the longer-term planning for the department, as well as aligning this effort with the same of the Zones.

## Progress towards outcomes

### **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 successful programs.

#### **Achievements**

To address the issue of reducing shelter and settlement risks and vulnerabilities, a number of initiatives were undertaken in the previous years and these efforts were continued successfully in the first half of 2011. The development of the Participatory Approach to Safe Shelter Awareness (PASSA) tool has seen its completion in the reporting period. The resources related to this tool consist of a manual, a handbook on shelter safety, a video, a training package and a webpage on Storyful where all material can be found (<http://storyful.com/algrc/1000006024>). Currently PASSA is available in English and a French version is in its draft form.

In the first six months, a number of resources have been worked on to address the shelter issues in the urban context. A position paper on “Support to Capacity Development and to Host Communities/Families in Urban Areas” has been developed by the IFRC in partnership with UNICEF. A more complete handbook on the subject for a Red Cross/Red Crescent audience is planned to be undertaken with the support of the Danish Red Cross in the coming months. In addition to this, a handbook on “Sustainable Reconstruction in a Post-disaster Urban Context” is in its final draft stage. This tool has been developed in collaboration with SKAT. Furthermore, a manual on housing reinforcement for wood construction has been produced in collaboration with the French Red Cross. Support was also given to develop the shelter risk reduction and climate change component of two regional initiatives, namely the IRIS Project and the Zambezi River Basin Project, to support the national societies in their efforts to build the safety and resilience of communities along river basins prone to disasters.

A number of events in the first half of the 2011, such as the Global Forum for Disaster Risk Reduction in Damascus, provided the opportunity to highlight and promote the shelter aspect in reducing vulnerabilities. Furthermore, the IFRC has co-organized an event with UNHABITAT on “Linking Humanitarian Shelter to Long-term Reconstruction” during the World Reconstruction Conference which took place in Geneva in May. The event was well attended by donors, shelter agencies and shelter practitioners.

To review progress to date on the International Federation’s shelter commitment and to identify further opportunities for collaboration and mutual support, a meeting of the informal shelter reference group was hosted by the Europe and Central Asia Zone in Budapest in April. An update of the ongoing shelter activities and initiatives has been provided including a presentation on the Shelter Research Unit (SRU) initiative of the Benelux national societies and by Qatar Red Crescent on their vision and shelter-related initiatives. Earlier in January, an initial meeting had taken place in Qatar between the IFRC, Qatar Red Crescent and their partners to explore possible collaboration areas. Discussions are ongoing with the Benelux national societies to agree on the legal status of the unit and its scope of work. In the meantime, support has been provided to the (SRU) on their shelter innovation initiatives as necessary.

Following up on the outcomes of the annual meeting of the informal shelter reference group hosted by the French Red Cross in Paris in April 2010, work continued on a document which aims to articulate the roles and responsibilities of various actors involved in shelter response after disasters. This exercise strives to streamline the interactions between global tools and shelter actors such as FACT, relief ERU, Shelter Technical Team (STT), shelter delegates (zone and country-level), shelter coordinators, assessment teams for recovery phase, etc. and to assist in maximizing the effect of shelter interventions after disasters. This framework, which articulates the shelter response after natural disasters, was presented in April to the Shelter Reference Group at their annual meeting. The same document was also presented at the Relief ERU working group meeting in May. The framework was endorsed in its current form by all participants of both meetings.

In order to improve the quality of the emergency shelter solutions and to assess the effectiveness of the available options, two survey templates have been developed in collaboration with the PED department. The surveys focus on two separate emergency shelter solutions, namely the IFRC shelter kit and tents, and they will provide insight on issues such as possible changes to the specification of the current kit, the need for advocating for a specific tent product, etc. The questionnaires are now accessible via SharePoint in order to facilitate and encourage input from field evaluations and operations.

To promote greater understanding of shelter practices in different regions, the International Federation’s web-based shelter library in FedNet is routinely updated with information provided by National Societies and Zone offices and tools developed by the department. In addition, videos of select shelter activities are being developed and now include, a video presenting the shelter kit and PASSA tool.

## Constraints or Challenges

The lack of dedicated shelter personnel in a number of the zones and within National Societies remains a significant challenge to ensure shelter-related issues are systematically addressed. However, the ongoing shelter-specific trainings at the global, regional and country level have resulted in raised awareness, and an increasingly consistent understanding of the IFRC's shelter commitment and its range of approaches to sheltering. A further challenge to be met is the expectation from external actors including the United Nations system and non-governmental agencies on the IFRC – National Societies and Secretariat – to provide leadership on shelter, in accordance with the shelter commitment particularly at the country level.

The development of PASSA in other languages has so far presented itself as an issue. To date, low level of funding and commitment from national societies to produce the tool in other languages has hampered its wider dissemination and utilization. In order to address this challenge, the IFRC media team has produced a communications package around PASSA which will be distributed within and outside the Movement to raise the profile for this tool. A similar constraint is expected to emerge for the IRIS initiative. The proposal has made consistent progress, with input from the IFRC and CRATerre, however funding availability may hinder the process and the achievements of outcomes in the coming period.

## Programme component 2 – Capacity building

### Outcome

The human resources capacity of the IFRC is strengthened; and used effectively to ensure adequate shelter disaster preparedness, response and recovery.

### Achievements

The capacity-building focus of the global shelter programme has been to establish standardized shelter trainings at the global, regional and country level as appropriate; and to ensure that the shelter components of other institutional trainings are consistent with agreed Federation terminology and approaches to sheltering (relief ERU, FACT and RDRT trainings). In keeping with this strategy, the first of the global shelter technical trainings for 2011 (eighth edition since the beginning) was held in Ottawa, Canada in June 2011 where 23 delegates were trained. This training was hosted by Canadian RC and co-organized and delivered by the Canadian RC and Australian Red Cross with support from IFRC. It was attended by participants from ten national societies, IFRC delegates and a UNHABITAT representative. Delegates who participated in this training were included in the IFRC roster of shelter delegates and are being deployed to different operations. It is difficult to state exactly how many operations they have participated in but at least 80% of the participants to the trainings were deployed to an operation or returned to their positions managing shelter programmes in Canada, Haiti, Indonesia, Pakistan, Sri Lanka and Mozambique.

A number of lessons were learnt from previous editions of this training and the trainings done for shelter cluster coordination. The main lesson was the need to develop an online component prior to the training to cover the theoretical aspects. This distance learning module, titled "Shelter after Disaster", was developed last year and this was the first time that it has been delivered as part and prerequisite of the technical training. This module has been developed with support from Spanish Red Cross, who has been involved in distance learning already for many years. The distance learning module has a duration of 5 weeks and can be followed by the participants from home by dedicating one hour each day. The objective is to deliver the theoretical aspects of the training in the tutored distance learning component and be able to focus the residential component on exchange of experiences, debate, simulations and role plays.

The development of the shelter kit training package CD in English and French in cooperation with the French Red Cross has been completed. This tool provides technical advice on how to use the shelter kit and consists of all necessary technical documents, presentations and videos in both

languages to run shelter kit training, as well as guidelines for trainers. This training package is now accessible on the FedNet.

The Shelter and Settlements Department has been involved in discussions with Danish Red Cross and the Universities of Copenhagen and Lund to include a module on shelter in their joint Disaster Management masters program. This training is planned to start on 10 October (4 weeks distance learning) and the residential module will take place in Copenhagen from 7 to 18 November 2011. It will be based on the IFRC Shelter Technical Training and will be run in collaboration between these three institutions. Applications are currently being accepted on the website of the universities.

Discussions have been initiated with the Oxford Brookes University/CENDEP (Center for Development and Emergency Practice) about the academic accreditation of the IFRC shelter trainings (Shelter Technical Training-STT and Shelter Coordination Training- SCT) by this university. This is in process and is planned to be completed by the end of 2011 or the beginning of 2012.

In order to promote cross-agency learning and to position the IFRC on the theme of use of cash in shelter interventions, the case studies of Haiti and Chile have been presented at the UK Shelter Forum. A training module on cash and shelter is currently in production and will be included in the next edition of the shelter technical training in the Netherlands.

### **Constraints or Challenges**

Many national societies do not readily have funding to support the participation of their personnel in such trainings. Similarly the serious underfunding of the global shelter programme in 2011 has restricted the financial assistance that can be provided to enable their participation. The Shelter and Settlements Department is also seeking opportunities for country-level trainings to minimize participation costs, as well as exploring online or distance-training methodologies to enable greater access to such trainings.

A further constraint is the lack of appropriate training resources. The training strategy developed as part of the global shelter programme encourages national societies to host global shelter technical trainings and to commit to translating the training materials into other languages used by the IFRC. For example, in the current situation part of the available trainings is still not accessible in another language other than English, adversely affecting the participation of non-English speakers.

Trainings at the global level are being useful; however they have a limited impact in terms of the number of people that can be trained. A more decentralized approach in which National Societies take the lead in training staff and volunteers in different regions would bring better results. The experience of Australian Red Cross in this sense is very encouraging. Hopefully other National Societies will advance in this direction. Netherlands Red Cross has decided to follow suit and will be holding the first technical training to this effect in November 2011. Apart from the formal Shelter Technical Trainings, there is a need to develop other types of trainings that are less resource intensive for awareness-raising on the issues around shelter addressing generalists, managers, and decision-makers. Tutored distance learning and self distance learning courses might help address these needs.

In the absence of a shelter focal point in some zones, lack of training strategy affects the planning of effective capacity building activities. Also the capacity building activities in the Caribbean to replicate and apply the produced materials suffers from a lack of financial resources. However, it is expected that a DIPECHO project including some shelter aspects should allow some activities to take place in the second half of 2011. Similarly, despite the recognition of the IFRC's shelter commitment, the majority of national societies still do not have dedicated personnel with the appropriate shelter background and specific shelter portfolio, making it difficult to find counterparts for and address shelter issues effectively.

### **Programme component 3 – Operational support**

## Outcome

The IFRC has the operational and technical support to provide an appropriate shelter response, whilst strengthening local capacities.

## Achievements

In-country technical support was continued to the Haiti operation in the form of assistance in drafting, together with the Haiti shelter team, the shelter and settlements section of the Federation-wide Strategic Framework and in drafting the Integrated Neighborhood Approach, which streamlines all the sectors and activities of the Movement. Furthermore the Caribbean network was supported by means of a backstopping mission to the “Housing Reinforcement of Vulnerable Communities” pilot project of the Jamaican and French Red Cross Societies in Jamaica. Similarly, technical support was provided to the shelter operation in Cote d’Ivoire. The shelter component of this operation was supported by the German Red Cross who funded the shelter FACT deployment and by the Swiss Red Cross who provided shelter kits. Upon request from the Africa Zone, technical assistance was also given to Gambia Red Cross Society in relation to a resettlement action plan which they were asked to contribute to by their government. In addition the shelter focal point for Africa in the department participated in the DM coordination workshop held in Johannesburg in April to explore regional and country level approaches to shelter, existing capacities and expertise and to identify additional technical and capacity building needs. Necessary shelter technical input was given to all emergency appeals and DREF appeals with a shelter component.

Work on improving the shelter products continued in the first half of 2011. To highlight the recent family tent product, jointly developed in 2010 with UNHCR and ICRC, a technical flyer has been produced. The flyer provides tips in programming tent set-up and guidelines on tent installation. In order to promote greater consistency in the provision of post-disaster shelter assistance, the International Federation has decided to continue the successful collaboration with ICRC and UNHCR to look into innovation options for tent and winterization kit solutions. Through collaboration with the UNHCR, the research on lighter tent solution has been launched, including agreement for defining design criteria, targeting leading manufacturers involved in the research, methodology and timeline of the research and development process. In addition, to complement the shelter kits with other shelter items in the Emergency Items Catalogue (EIC), a consultation group, including a number of interested national societies, has been initiated and specific suggested kits have been developed including carpenter kit, mason kit, clearing kit and rubble removal kit. Coordination with key actors from the shelter sector continues to look into additional items that can be included in the EIC to improve and facilitate field programming. In addition, support, in the form of discussions with suppliers and testing exercises, has been continued to identify and/or develop NFIs specifications on bedding and lighting solutions.

Two standardised post-deployment impact evaluation survey formats for the shelter kit and tents. These tools are now available online for valuable feedback on the use of these emergency shelter solutions. Also, the production of transitional shelter guidelines which had started in 2010 has reached its final stage. This tool is in the form of a simple booklet with technical information and drawings of eight selected transitional shelter designs with a precise evaluation of their structural performance and detailed information to enable rapid procurement and improvement of the designs. This effort will be presented to a wider public at the upcoming Asia Pacific Housing Forum in September in Bangkok. To assist the shelter delegates further, agreement with a software company has been reached to provide 25 licenses free of charge. The licences will be made available to the delegations and national societies in the coming days, following a needs-based prioritization.

As previously mentioned in the annual report for 2010, two sets of operational thematic guidelines were commissioned in the first half of the year to address the issues of (re)settlements and community infrastructure in the aftermath of disasters. A team of two consultants undertook an intensive desk study in February, followed by a field visit to Sri Lanka and Maldives to gather project information and learn from experiences there. Both guidelines are currently at the final draft

stage and will go into production in the last quarter of the year. Initial work has also started on the decision-makers' guidelines for shelter programming and discussions will continue on how best to initiate this effort in the second half of 2011. This effort is being co-funded by the tsunami unit.

A new shelter position has been opened in the Americas Zone to support the shelter coordinator. The position requires a fully-funded candidate and has not yet been filled. Also in the Asia Pacific Zone a regional shelter delegate position for the Pacific has been opened during the reporting period. The position has been filled in April and is being supported by the Australian Red Cross.

## **Constraints or Challenges**

There is still an absence of clear pre-positioning and preparedness strategy for shelter solutions including tents and shelter kits. In addition, the donor community continues to underfund shelter stock pre-positioning and support regional and national pre-positioning plans, despite the lessons learned from large-scale emergencies which have highlighted the inevitable delay in the provision of emergency shelter when procurement, and in many cases, production, has to take place after a disaster. Furthermore, to identify local appropriate shelter options continue to pose a major challenge for the shelter sector. The International Federation continues to explore open, flexible solutions based on locally available materials and the mobilisation of local economy and material suppliers rather than shelter product providers.

As mentioned previously, lack of dedicated shelter personnel in some Zone Offices and within National Societies remains a significant challenge to ensure shelter-related issues are taken into account properly during the operations. Furthermore, pilot projects such as the housing reinforcement initiative in Jamaica tend to stay at the pilot phase and cannot be scaled up due to lack of financial support and commitment.

## **Programme component 4 – Coordination**

### **Outcome**

The emergency shelter sector has the appropriate global and in-country coordination and support from the IFRC.

### **Achievements**

As global level cluster co-lead, the IFRC has continued providing support to improve the humanitarian set up to respond to emergencies. At country level, IFRC continued with the coordination of the Shelter Cluster in Myanmar after cyclone Giri which had started in October 2010. However, the operation was already moving into the recovery phase and, as it had been agreed in 2010, the coordination of this cluster was handed over to UNHABITAT on 10 January 2011. A coordinator from Canadian Red Cross and an Information Manager from IFRC were deployed to coordinate the Shelter Cluster in Myanmar together with the support of the IFRC delegation in Myanmar. After every deployment of the SCT, the IFRC commissions an independent review. This was also the case for this operation; the independent review can be found, together with past independent reviews, in this website:

<http://www.sheltercluster.org/Pages/Evaluations.aspx><sup>2</sup>.

A shelter cluster coordinator from South Africa was deployed for a month to Lesotho to support the emergency phase of the shelter cluster coordinated by UNHABITAT. The coordinator provided expertise in the emergency context as well as support in information management. An evaluation of this deployment is under way.

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<sup>1</sup> This site is shortly going to be revised. Kindly contact the Shelter and Settlements Department in case the documents are not accessible via this link.

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The coordination of the Shelter/NFI cluster in Haiti after the 2010 earthquake was handed over to UNHABITAT in November 2010. However, during 2011 still a number of issues related with this operation have been undertaken. The independent review of the deployment of the SCT to Haiti was finalised and is available in the above mentioned website. Given the scale and the complexity of the shelter operation and the fact that urban disasters such as this one are likely to happen in the coming future, it was deemed necessary to carry out an evaluation of the issues that the shelter actors found when implementing shelter projects in Haiti after the 2010 earthquake. IFRC as Global Shelter Cluster lead for natural disasters, and in particular as having been the coordinator of the Shelter/NFI cluster in Haiti is well placed to undertake this evaluation on behalf of the shelter sector. Terms of Reference were drafted and shared with shelter actors, including Red Cross Participant National Societies. A tender was opened and a company was chosen to carry out this evaluation that will be finished at the end of August 2011. The results will be public and uploaded to the same website as previous evaluations. Also a case study on the Shelter/NFI cluster in Haiti was developed both in written and in video formats. At country level, ongoing support activities focused on establishing appropriate methodologies for national societies to coordinate shelter cluster contingency planning efforts (e.g. Mozambique, Nepal, etc.). Furthermore, a special session on cluster and the coordination team was held at the Heads of Delegation meeting in the Asia Pacific Zone in March, with the collaboration of Geneva and Kuala Lumpur shelter colleagues. The Q&A document that was produced based on the discussion at this meeting was also distributed to other Zone colleagues to serve as a reference document in their discussions with heads of country and regional delegations.

At the global level, IFRC continued participating in interagency initiatives as Global Shelter Cluster Lead for natural disasters. IFRC provided input to a number of IASC fora, to the Needs Assessment Task Force, including the Multi-sector Initial Rapid Assessment (MIRA), to the meeting between donors and global cluster coordinators, and to other initiatives. IFRC also continued supporting the plan that the Global Shelter Cluster defined for 2011 in the last Global Shelter Cluster meeting held in Geneva in November 2010.

In order to build the capacity to provide coordination services to shelter actors at country level, the 8<sup>th</sup> edition of the Shelter Coordination Team Training was organised by IFRC in 2011. As in the previous edition it had two components: a 5-week tutored online component hosted by Spanish Red Cross from May to June and a 1-week residential component hosted and funded by British Red Cross the last week of June. A total of 24 participants were involved in this training from the American Red Cross, Austrian Red Cross, British Red Cross, Luxembourg Red Cross, Mozambique Red Cross, CARE, Save the Children, SDC, UNHABITAT, UNHCR and IFRC.

As requested in the plan of action of the Global Shelter Cluster, a number of tools are being developed to improve the quality and the predictability of the coordination services delivered at country level. During the last part of 2010 IFRC and HelpAge worked on a document giving guidance on how to address age issues when implementing shelter programs. This document was finalised and printed. The document has been very well received and translations are currently being made into Spanish, French, and Russian. These documents are expected to be available in electronic format in August 2011. The website that was hosting all the clusters ([www.humanitarianreform.org](http://www.humanitarianreform.org)) is no longer operational and no clear alternative is being proposed by OCHA. Since this is such an important tool, IFRC has been developing a website for the Shelter Cluster [www.sheltercluster.org](http://www.sheltercluster.org). A pilot site was completed in 2010 and a full operational version has been developed during 2011. The site is already available and its capacity is being enhanced, it is expected that by the end of 2011 the site will be providing a full service. Following the global cluster workplan, a paper has been developed explaining how to deal with cluster coordination at the lowest level, the sub-hub level, which helps close the accountability line all the way from the global level down to the beneficiary. To improve the understanding of the shelter cluster by related stakeholders, a number of dissemination materials explaining the Shelter Coordination Team (SCT) have been developed. Building up on the successful experiences in improved communication with affected population both from Indonesia West Sumatra earthquake and Haiti earthquake a document was prepared in collaboration with Infoasaid explaining how to better communicate with

affected population. All these materials can be found [here](#)<sup>3</sup>. A Coordination Handbook is being prepared which together with the existing coordination toolkit and a wiki will form a body of knowledge and good practices to help coordinators do their job better and also to explain more clearly to others how this job is done and what they can expect from it.

In April 2011, Finnish Red Cross started a contribution to the Global Shelter Cluster by hosting and co-funding the position of the Global Focal Point for coordination with a focus on environment. This person will join the Global Focal Point for Information Management hosted and funded by Canadian Red Cross in providing much appreciated support to the Global Shelter Cluster. The two Global Focal Points provide surge capacity in case of cluster activation and are deployed with very short notice to start coordinating the shelter cluster after natural disasters until a dedicated Shelter Coordination Team (SCT) is deployed. Once this team is deployed, the Global Focal Points support the team to carry out the in-country coordination, initially in-country for a few days and then by giving remote support to the team. They also capture good practices and useful formats or tools that teams develop so that they can be used by other teams that are deployed in the future and to give inputs to the trainings. Global Focal Points work closely with the SCT Senior Officer based in Geneva to support the SCT.

IFRC has been working with other members of the Global Shelter Cluster to provide improved coordination services. These initiatives will materialize in the coming months, some of them are the following: collaboration with the Disaster Resource Partnership of the World Economic Forum so that a clear common mechanism is established for qualified personnel from large construction companies to be made available for shelter actors after natural disasters pro bono. IFRC and the Cash and Learning Partnership (CaLP) are collaborating to develop a cash and shelter module. CARE and IFRC are working to improve the accountability of the shelter actors both upwards downwards towards affected population and upwards towards donors. ACTED is working in providing a mechanism for enhanced assessments for the shelter cluster.

On the 22 June 2011 a teleconference was held to inform the Global Shelter Cluster members of the situation of the shelter cluster in a number of countries and the progress being made of the plan of action for 2011.

## **Constraints or Challenges**

The Shelter and Settlements Department team continue to advocate for and promote the cluster commitment in their respective geographic focus areas and facilitate the induction of regional colleagues on cluster coordination, as well as lessons learned. However in this effort, sometimes the rapid turnover of regional positions or inconsistent roles and responsibilities present a challenge to the promotion of the cluster role systematically. Furthermore, misperceptions and misunderstandings of the cluster approach and the IFRC's role continue to be a challenge, especially at field level where there are no dedicated focal points to clarify the issues arising.

There are still many aspects of the Humanitarian Reform that are not well defined, in particular the activation process and commonly agreed minimum requirements for country level cluster lead agencies. The lack of adequate recognition that different agencies can lead a particular cluster for different phases of a response reflecting the mandates, expertise and coordination capacities is a further impediment to ensuring the required flexibility and inclusiveness that many non-UN agencies including IFRC have been promoting. These gaps in the system hinder the good functioning of clusters at country level. IFRC is working with the IASC Working Group, the IASC Principals and other global level resources to address these gaps.

In 2009 the donors requested the IASC that funds for coordination at country level be requested at country level appeals. Since then IFRC has been including the costs of coordinating the shelter cluster at country level in the IFRC Emergency Appeal, through a separate global project attached

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<sup>3</sup> At the time of the report writing the public website for these documents was being revised. In case the FedNet link provided is not accessible, kindly contact the Shelter and Settlements Department for these documents.

to that appeal. However, there are a number of emergencies where no appeals are created. This was the case in the Myanmar cyclone Giri where the government requested not to do so, in the recent Lesotho floods, and in other medium emergencies. In these cases IFRC uses the Global Shelter Programme as the vehicle for funding these deployments. Also the Global Shelter Programme covers the cost of supporting the Global Shelter Cluster. In 2011 very limited funds have been received in the Global Shelter Programme which makes it more difficult to undertake these activities.

## **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.

### **Achievements**

The first Europe and Central Asia Housing Forum (<http://www.ecahousingforum.eu/>) took place in Budapest in April 2011. IFRC started collaboration with Habitat for Humanity, UNECE and UNDP on the organization of this event in the second half of 2010. It has been an event where participants coming for the entire region have appreciate the possibility of bringing together academics and practitioners, creating networking opportunities, engaging participants on genuine participation and sharing of experiences and best practices within the different countries. One of the results of the event is the identification that there was a strong need for “dialogue” in the sector, and that this event could become a platform for facilitating that in the medium to long term. The Asia Pacific Housing Forum (<http://www.aphousingforum.org>) will be taking place in Bangkok on 7-9 September 2011. This will be the third edition of this biannual event and IFRC, who is co-organizing the event together with Habitat for Humanity, will be participating with a number of speakers, both at plenary and breakout sessions, as well as participants. All of the national societies in the region that are active in shelter programming have been invited to attend as well. Although the response was low due to other priorities and financial constraints, some national societies will be present.

In the first half of the year, IFRC signed an agreement with BRE Global to develop a BREEAM based self assessment tool to measure the sustainability impacts and performance of the initial response and recovery operations in the aftermath of a natural disaster. BREEAM ([www.breeam.org](http://www.breeam.org)) is the world's leading design and environmental assessment method and rating system for sustainable building. A BREEAM assessment uses recognised measures of performance, which are set against established benchmarks, to evaluate a building's specification, design, construction and use. They include aspects related to energy and water use, the internal environment (health and well-being), pollution, transport, materials, waste, ecology and management processes. The proposed tool for use in the post disaster response and recovery phase will address the wider settlement issues, informed by the BREEAM Communities approach to the sustainability assessment of the built environment in a given context. The first meeting of the project board took place in May in Watford, UK and the IFRC is currently in the process of putting together a project consultation group with the involvement of shelter agencies and donors. The project will have a life span of 18 months.

The first half of the year has also seen considerable amount of work being put into the process leading to the International Conference. In many recent disasters, property rights and procedural issues have posed significant challenges to providing shelter solutions for families whose homes have been destroyed or damaged. Resolving these and related issues has been identified as critical both to long-term recovery and short-term solutions after a disaster. “Overcoming regulatory barriers to equitable emergency and interim shelter solutions after natural disasters” is going to be discussed as one of the agenda points in the 31<sup>st</sup> International Conference in November with the

focus on what can be done in the short-term and interim shelter stages. To provide substance to this agenda point, a report covering the major issues and best practices is being prepared. Shelter and Settlements Department has been working very closely with the colleagues specializing on International Disaster Response Law on the production of this material. In addition to the desk study, collection of case studies and key informant interviews that have already taken place, an expert group meeting will convene in July to provide content to this effort. The report is expected to be ready in August.

A number of initiatives have been embarked upon with the involvement of Centre for Research and Application of Earth Architecture (CRATerre). For example, an advocacy flyer on “Promoting Local Building Cultures” has been completed with the support of their network. Furthermore a partnership agreement is under discussion with CRATerre and Arup International for technical collaboration and service delivery to the sector in general.

Work has continued with partners on existing collaborations. With Practical Action, the last (Tool 11: Standards) of the People-Centered Reconstruction Tools has been completed. A website has been established for case study submission for Shelter Projects 2010 and for the promotion of previous editions of this collaboration with UNHABITAT and UNHCR.

### **Constraints or Challenges**

As with the other objectives, funding constraints in the first half of 2011 has adversely affected the progress of activities for sector support and networking. For example, it has not been possible to print the CRATerre flyer and therefore the document has so far only been circulated in electronic format. This is rather unfortunate as the promotion of such collaborations is crucial and should be strengthened.

## **Working in partnership**

Support for the IFRC’s shelter commitment from interested National Societies has been promoted through the framework of the global shelter programme. Reflecting internal capacities, expertise or geographical presence, the establishment of informal thematic interest groupings of National Societies is being coordinated by the shelter department within the secretariat in Geneva. Where possible, particular National Societies are being encouraged to lead or co-lead on specific shelter issues. A number of interested National Societies have provided support ranging from funding, to the provision of staff on loan, to leading or contributing to activities.

Collaborations reflect the different thematic of geographical interests of the respective National Societies. For example, Spanish, Australian and Netherlands Red Cross societies have been supporting shelter positions at regional, Zone and/or Geneva levels. French Red Cross has been actively engaged in contributing to the technical oversight and project management of the shelter kit training, whereas the Benelux Red Cross societies (Netherlands, Luxembourg, Belgian-Flanders and Belgian-French speaking community) have been working on the establishment of the Shelter Research Unit.

Canadian, Australian, Spanish, British and Netherlands Red Cross have continued their support to the trainings. Spanish Red Cross organized the distance learning modules of technical and coordination trainings; Canadian, British and Netherlands Red Cross have been engaged in hosting the events and Canadian, Australian, Spanish and Finnish Red Cross have contributed with staff for the organization and facilitation of the trainings.

Project-specific collaborations have been established with a number of UN agencies including UNDP, UNHABITAT, UNHCR, UNICEF and UNOCHA; IOM; international and national NGOs including Acted, CARE, CartONG, Catholic Relief Services, CRATerre, Displacement Solutions, Habitat for Humanity, HelpAge International, MapAction, Oxfam GB, Practical Action, ProAct, RedR UK, Save the Children UK, Shelter Centre, and the World Wildlife Fund US (WWF-US); technical

and academic institutes including Copenhagen/Lund Universities, the Open University of Catalunya, and Oxford Brookes University (CENDEP); and private sector support initiatives including Aid & International Trade and the World Economic Forum. New agreements are under development with a number of actors in the shelter sector including CRATerre and ARUP. In addition, collaboration continues with UNHCR and ICRC to additional winterization and light-weight shelter solutions to complement the tent specifications developed in 2008.

The IFRC continues to partner with UNHCR as co-chair of the global shelter cluster on the basis of a formal letter of understanding, and is developing similar formal agreements to collaborate on shelter coordination capacity and service provision with CARE and UNHABITAT. To address the need for the coordination of shelter recovery activities following the emergency phase, the IFRC continues to develop a partnership with UN Habitat to address longer-term housing and settlement issues.

The IFRC is expanding its engagement with the housing development sector to address the gap between humanitarian shelter and the wider housing sector. This has resulted in collaboration with Habitat for Humanity on convening regional housing forums in Asia Pacific and Europe and Central Asia (co-organized by Habitat for Humanity, UNDP, UNECE and IFRC); an initiative with Oxford Brookes University to promote greater engagement with the built environment professions; and an evolving collaboration with the Disaster Resource Partnership of the World Economic Forum to coordinate the engagement of private sector engineering and construction resources in humanitarian action.

## Contributing to longer-term impact

As part of the systematization of the IFRC's approach to shelter, business processes are being introduced which include the required review, monitoring and accountability mechanisms. The group of interested National Societies meeting to review progress on the IFRC's shelter commitment has been formalized as the Shelter Reference Group. Thematic issues within the shelter commitment are being addressed by self-selecting groups of National Societies, coordinated by the secretariat, to promote mutual accountability and the pooling of resources where required. The shelter department is actively supporting senior management in developing the required programme quality assurance and risk management mechanisms, using the full technical resources of the secretariat. Technical guidelines, checklists and complementary training have been, and are being developed, to support national and regional level programme management.

The regional and national shelter workshops, and the supporting database of best practices, also encourage the sharing of lessons learned and knowledge management. Standardized monitoring tools have been developed, including the shelter kit survey, a beneficiary satisfaction survey, and a replicable methodology for undertaking longitudinal economic impact studies of shelter programmes.

In accordance with its shelter cluster lead role, the IFRC has developed, and is utilizing a performance management system to appraise the coordination service and the impact of the cluster during an emergency. Independent reviews of each deployment of a Federation shelter coordination team are commissioned and publicly shared. Recommendations are appraised through a standardized global consultation process and an annual workshop involving shelter coordination team personnel and cluster advisors. At the global level, the IFRC has established thematic reference groups co-led by cluster partners to promote greater ownership of and accountability for, global preparedness activities. Given the scale and the complexity of the shelter operation in Haiti and the fact that urban disasters such as this one are likely to happen in the coming future, it was deemed necessary to carry out an evaluation of the issues that the shelter actors found when implementing shelter projects in Haiti after the 2010 earthquake. IFRC as Global Shelter Cluster lead for natural disasters, and in particular as having been the coordinator of the Shelter/NFI cluster in Haiti is well placed to undertake this evaluation on behalf of the shelter sector. Terms of Reference were drafted and shared with shelter actors, including Red Cross

Participant National Societies. A tender was opened and a company was chosen to carry out this evaluation that will be finished at the end of August 2011. The results will be public and uploaded to the same website as previous evaluations.

Gender is a major issue within the shelter and reconstruction sectors, with a significant imbalance between those who comprise the majority within the professional sectors and decision-makers on the design and construction, and those who oversee and manage the use of dwellings. Through the global shelter programme, the shelter department has been actively contributing to the IASC's promotion of e-learning on gender equality, and in collaboration with the principles and values department is initiating work on gender issues within shelter programming to inform the operational shelter activities of the IFRC and the wider shelter cluster. IFRC is working with the Global GenCap Advisor hosted by UNICEF to better integrate gender in trainings and other tools that the Shelter Cluster is developing.

There is an open conversation among the University of Grenoble, CRATerre and IFRC about the possibility to create a vocational-professional training module on humanitarian shelter consistent with IFRC's trainings. If realized, the module would initially be delivered by CRATerre and later on taken over by the University of Grenoble. This module will incorporate the existing content on emergency shelter in natural disasters from the IFRC Shelter Technical Training and be expanded to include conflict scenarios and recovery shelter, informed by CRATerre's knowledge of safe and resilient indigenous construction technologies.

## Looking ahead

In the second half of the year, the outputs of the completed studies and initiatives will be disseminated. The community infrastructure and (re)settlement guidelines will be finalized, printed and distributed. The collaboration with BRE Global will further take shape following the first meeting of the project consultation group, planned for October.

In support of the cluster coordination efforts, the coordination handbook will be finished and made public by the end of the year. Self-learning course on cluster coordination is being developed and might be ready by the end of the year; however this type of courses depend a lot on funds being available as they need very specialized expertise for their production. Furthermore, [www.sheltercluster.org](http://www.sheltercluster.org) website will also become functional and put at the service of the shelter community. The Haiti evaluation is expected to be completed and shared with the wider public by September. The cluster engagement of the IFRC will also be highlighted and focused on during the upcoming General Assembly.

The second shelter technical training for 2011 will take place in the Netherlands on 14-18 November. The training will be hosted by the Netherlands Red Cross and will be co-facilitated by the Australian and Netherlands Red Cross societies. Furthermore necessary support will be given from Geneva level to the shelter RDRT trainings organized by the Zones as requested. The first one of these will be organized in Tajikistan on 6-9 July. Discussions are ongoing to support a similar training in the MENA Zone in the second half of October. Americas Zone has also expressed interest in a shelter training in Spanish to be organized in December or early 2012. As mentioned already, a new collaboration is being established with the Disaster Resource Partnership of the World Economic Forum to organise a shelter technical training, by the end of the year, for technical representatives of private companies as one of the initiatives to coordinate the engagement of the private sector engineering and construction resources in humanitarian action. Currently this activity is planned for late November.

Important dates to keep in mind for the second half the year will concentrate in the last four months of the year. The Asia Pacific Regional Shelter Cluster Meeting will be held in Bangkok on 6 September. The meeting is arranged to coincide with the Asia Pacific Housing Forum being held in Bangkok from 7<sup>th</sup>-9<sup>th</sup> September (see <http://aphousingforum.org/>). The annual IFRC Shelter Coordination Workshop will take place in Geneva on 31 October-2 November. This workshop is open to all individuals who have been deployed as part of IFRC-led Shelter Coordination Teams (from IFRC, Red Cross & Red Crescent National Societies, and IFRC partner agencies), and the

individuals who are responsible for overseeing such deployments from the different agencies. Following this event will be a half-day cash and shelter training on 2 November. This session will be the pilot delivery of the training module developed by Oxfam, IFRC and CaLP. This activity had been identified as a key action at the 2010 Global Shelter Cluster meeting. The scheduled global shelter cluster meeting will be convened by the IFRC on 3-4 November. At this annual two-day meeting the agenda points will be to review issues arising from country level clusters in 2011, to gauge progress on key actions and priorities identified for 2011 and to look at the development of 2012 priorities.

<b>How we work</b>	
<p><i>All Federation assistance seeks to adhere to the <a href="#">Code of Conduct for the International Red Cross and Red Crescent Movement and Non-Governmental Organizations (NGO's) in Disaster Relief</a> and is committed to the <a href="#">Humanitarian Charter and Minimum Standards in Disaster Response (Sphere)</a> in delivering assistance to the most vulnerable.</i></p>	
<p>The IFRC's vision is to:</p> <p>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.</p>	<p>The IFRC's work is guided by Strategy 2020 which puts forward three strategic aims:</p> <ol style="list-style-type: none"> <li>1. Save lives, protect livelihoods, and strengthen recovery from disaster and crises.</li> <li>2. Enable healthy and safe living.</li> <li>3. Promote social inclusion and a culture of non-violence and peace.</li> </ol>
<b>Contact information</b>	
<p>For further information specifically related to this report, please contact:</p> <ul style="list-style-type: none"> <li>• <b>Graham Saunders, Head Shelter and Settlements Department , Geneva; email; <a href="mailto:graham.saunders@ifrc.org">graham.saunders@ifrc.org</a>; phone +41 22 730 4241; and fax: +41 22 733 0395.</b></li> </ul>	