

# Mid-Year report



International Federation  
of Red Cross and Red Crescent Societies

## Shelter and Settlements

MAA00019

6 August 2010

This report covers the period 1 January to 30 June 2010.



After the devastating earthquake on 12 January 2010, the Red Cross Red Crescent National Societies provided shelter support to the affected population. The picture shows a transitional shelter built by the Spanish Red Cross in Leogane, Haiti. **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:** This first half of 2010 has been marked by the support to the response to the earthquake in Haiti. The shelter operation was reinforced with a Shelter Technical Team (STT) that supported the Field Assessment Coordination Team (FACT) shelter members define the shelter response. The Haiti operation has brought to light a number of improvements that were needed in the way shelter and settlement issues are dealt with during an emergency response. The shelter and settlements department and the group of interested National Societies have acted on the recommendations given by reports and evaluations from the field, and operational tools are being modified accordingly. A Shelter Coordination Team (SCT) was also deployed to convene the shelter/non-food items (NFI) cluster in Haiti. It was the largest ever coordination team deployed by IFRC which is allowing for a better definition of the roles and the development of new tools that will be useful for future deployments. Apart from the response to Haiti, other operations received support in shelter and settlements. In particular, during the Chile earthquake operation, the Chilean Red Cross, supported by the IFRC, was able to provide technical assistance to the Chilean Government's coordination of the national response operation, drawing upon personnel and experience from IFRC's shelter cluster role.

In parallel to the response to these important operations, a number of initiatives have advanced during this part of the year. On the shelter risk reduction side, the Participatory Approach to Safe Shelter Awareness (PASSA) is reaching its final stages of development. The shelter videos have been watched over 50,000 times and new ones are being developed. A shelter technical training was held in Australia, completely organized by the Australian Red Cross with support from

AusAid. The shelter kit guidelines were finalized, printed, and are now being translated. 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 2010 budget is CHF 3,327,955 (USD 3,066,590 or EUR 2,512,200), of which CHF 1,412,341 (42 per cent) covered during the reporting period (including opening balance). Overall expenditure during the reporting period was CHF 278,364 (8 per cent) of the budget. With secretariat human resources required to support the Haiti response, and many partnering National Societies also focussing on the response activities, many global shelter programme activities were put on hold during the first half of 2010.

[Click here to go directly to the attached 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, Jamaican, Mozambique, The Netherlands, Norwegian, Spanish, Swedish and Swiss Red Cross Societies; Qatar, and Kyrgyzstan Red Crescent Societies, as well as the ICRC. Project-specific agreements have been established with a number of UN agencies including UNHCR, UNOCHA and UNHABITAT; and international and national NGOs and initiatives, including Bath University UK, CARE UK, CARE International, CartONG, Catholic Relief Services (CRS), Cooperative Housing Foundation, CRATerre, Displacement Solutions, Habitat for Humanity, London South Bank University, MapAction, Oxfam GB, Oxford Brookes University (CENDEP), Practical Action, ProVention, RedR UK, RedR India, Shelter Centre, the Catholic University in Lima, and the World Wildlife Fund US (WWF-US).

## Context

The first half of 2010 was marked by the devastating earthquake on 12 January in Haiti. This disaster destroyed the capital city and the surrounding areas of Haiti. It killed somewhere around 200,000 people, and directly affected some three million others, as well as displaced around 1.3 million people. The earthquake devastated the government system, and destroyed or damaged public and private infrastructures. The urban nature of the disaster, combined with the fact that it took place in a densely populated city like Port-au-Prince and affected such a large population, has made this operation a highly complex one in terms of shelter and settlements.

This operation is one of the largest single-country operations in the Red Cross Red Crescent Movement history. It is also the first major relief operation which has been undertaken since the recent restructuring of the secretariat which led to the creation of the decentralized “zones”. In addition, it has also been the largest operation since the IFRC took the leading role in shelter, and the creation of the shelter and settlements department. The Red Cross Red Crescent provided over 6,000 tents and over 156,000 tarpaulins + ropes and tool kits, support in terms of transitional shelter, and the biggest dedicated cluster coordination team yet deployed. This operation and the subsequent reflections have brought a good number of recommendations on how to improve the way the IFRC works in shelter, which are already being operationalized.

Apart from the Haiti earthquake, other important operations have also taken place during the first half of the year. The response to the Chile earthquake has brought some interesting developments on the role of the Red Cross in shelter, both operations and coordination, in middle-income countries. The disasters in Tanzania and Malawi have also had a shelter component.

# 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 sheltering policy guidance.

### Achievements

The annual meeting of the informal shelter reference group was hosted by the French Red Cross in Paris in April 2010. The objective of this meeting was to review progress to date on the IFRC's shelter commitment, and to identify further opportunities for collaboration and mutual support. Participants included representatives from the Australian, Belgian, Canadian, Danish, French, Netherlands, Spanish, Swedish and Swiss Red Cross Societies, as well as from the shelter and settlements department and the disaster services department at the secretariat in Geneva. The meeting was primarily focused around the shelter response mechanisms, and in particular, the use of the global tools to respond to the shelter needs of the affected population. The meeting was informed by the Haiti response. The findings and recommendations of this group were transmitted to the Relief Emergency Response Unit (ERU) working group, and to the FACT and ERU working groups. The new approach to shelter response during disasters defines more clearly the responsibilities around shelter of the different Federation response tools. The relief ERU will limit itself to the distribution of emergency shelter solutions, so there will no longer be a need for a shelter member in this ERU. On the other hand, the STT is consolidated as an appropriate tool for shelter programming, technical advice, and emergency response, particularly around transitional shelter and shelter recovery. This STT is deployed by the secretariat with members seconded from National Societies. The secretariat will continue defining the roles, responsibilities, training, and other aspects of this Shelter Technical Team. The role of the FACT shelter member has been further clarified.

To address the issue of reducing shelter and settlement risks and vulnerabilities, a number of initiatives were undertaken, some initiated in 2008 and now nearing completion. In collaboration with the British Red Cross, PASSA is being developed based on the successful similar tool developed by the IFRC's water and sanitation unit for hygiene promotion. The first phase of this programme, the development of a technical guide or manual, has been completed. The field test in Uganda has been successfully carried out with The Uganda Red Cross Society, and the tools have been improved accordingly. The final field test started in Bangladesh in early July 2010. The final phase, including the elaboration of community-level training tools, will be completed towards the end of 2010.

To promote greater understanding of shelter practices in different regions, the IFRC's web-based shelter library on FedNet is now routinely updated based on information provided by National Societies and zone offices. In addition to support documentary information, videos of selected shelter operations continue to be available in IFRC's YouTube shelter channel: [www.ifrc.org/shelter-videos](http://www.ifrc.org/shelter-videos). These videos are available in several languages, and have been watched more than 50,000 times. Apart from the occasional viewing, these videos have also been downloaded for training by National Societies. More videos are being developed on different aspects of shelter, including shelter urban responses and shelter risk reduction.

### Constraints or Challenges

The lack of dedicated shelter personnel in the majority of 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 (see below) 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.

## **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. In keeping with this strategy, the first of the twice-yearly global shelter technical trainings for 2010 was held in Brisbane, Australia in June 2010. A total of 21 delegates participated in this training from the National Societies of Australia, UK, Spain, Tanzania, and the secretariat. This training was fully organized, and facilitated by the Australian Red Cross with funding from AusAid. The shelter and settlements department and the Asia Pacific zone office provided support as requested. The Australian Red Cross has been building its capacity to deliver these types of trainings on behalf of the IFRC in the Asia Pacific zone and at the global level in English. Other National Societies are following this path in other regions and in other languages. A second global training will be held later on in the year.

At least twenty six of the delegates and several members of the Regional Disaster Response Teams deployed in Haiti have been trained in the different shelter trainings. This has helped promote a better understanding and a more coherent approach amongst the different deployed people.

At the regional level, in West Africa, training sessions have been developed and implemented with CraTerre and a local institute called Locomat on the appropriate use of earth for foundations and walls. A total of 400 local masons have been trained following the development of tools to promote flood-housing techniques.

At the country level, two shelter kit trainings were held in Tanzania following the recent flood response. A total of 43 Tanzania Red Cross volunteers were trained by an Australian Red Cross delegate in February and March 2010.

The IFRC's intranet, FedNet has been used to maintain a regularly updated calendar of shelter trainings, the training modules themselves, and supporting resources.

### **Constraints or Challenges**

In recognition of IFRC's shelter commitment, a number of National Societies are now recruiting or identifying personnel with shelter backgrounds or with a specific shelter role. The dedicated shelter trainings have been a valuable resource for such individuals. However, many National Societies do not have readily available funding to support their personnel in attending such trainings, and the under funding of the global shelter programme in 2010 has constrained the financial assistance that can be provided to subsidize 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. The Haiti operation has shown the little capacity available in terms of trained skilled delegates.

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. In addition, National Societies whose personnel are trained and have the required expertise are being encouraged to provide select individuals as potential trainers. The Australian Red Cross has already supported this initiative with the support of AusAid.

### **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 provided to shelter operations in the Haiti earthquake; the Chile earthquake; the Malawi earthquake; the Tanzania floods; the Burkina Faso floods; and the Uzbekistan population movement, as a result of the conflict in Kyrgyzstan.

The support to the Haiti earthquake emergency operation was particularly significant. Many National Societies supported, and are still supporting the Haitian National Red Cross Society in the implementation of emergency and transitional shelter programmes. The emergency shelter programme managed to give shelter assistance to 80,000 families, which is around one third of the total support given by all the shelter actors. A transitional shelter programme for 30,000 families is under way by the Haitian National Red Cross Society with support of the Canadian, Spanish, German, French, Norwegian, Netherlands, British, Swiss, and Colombian Red Cross Societies and the secretariat. Given the large number of National Societies working in shelter, a shelter delegate for Movement coordination was deployed to provide dedicated shelter coordination services. The knowledge gained by the IFRC in shelter cluster coordination was very useful to inform these services. For the first time, a Shelter Technical Team was deployed for two rotations of four to five shelter specialists coming from different National Societies including the Australian, Canadian, French, Netherlands, and Spanish Red Cross Societies, as well as from the secretariat (both the shelter and settlements department in Geneva and the Americas and Asia Pacific zone offices. This team supported the FACT shelter member and the Relief ERUs in terms of designing shelter solutions for both emergency and transitional shelter; assessment, coordination, recruitment of local staff; technical advice to the affected population as a complement to the distribution of shelter solutions; linkages with procurement and logistics; reporting; development of plan of action and strategies; definition of human resources and team structures; coordination of the Movement shelter operations; and other activities. The advances made in the past by the Red Cross Red Crescent in shelter have been of great use in this operation. To name a few examples, the Spanish Red Cross has used the framed solution it has been developing in the last years based on IFRC's solution used in the Aceh tsunami response. The Federation shelter kits, shelter kit guidelines, and plastic sheeting guidelines; as well as the new family tent have been widely used. The Canadian Red Cross Society has effectively used the shelter capacity it has been developing over the past years. The shelter risk reduction tools developed by the French Red Cross for the Caribbean were translated and used in Haiti in the form of a CD. The regional resources have been used extensively both in terms of human resources and pre-positioned items.

The support to the Chile earthquake operation was more modest in magnitude, but very interesting in approach and conception. The National Red Cross Societies of Germany and Switzerland supported the Chilean Red Cross in implementing shelter projects in coordination with the Chilean government. The Americas zone office provided important operational support to the implementation of a shelter programme using debit cards. The IFRC also provided technical support to the Chilean Red Cross in order to give information management services to the Government of Chile's overall coordination of the response. This support was done in coordination with OCHA and the UN Resident Coordinator's office directly to the Ministry of Planning. This support was given drawing from the IFRC's experience in shelter cluster coordination and its roster, and also served to strengthen the capacities of the Chilean Red Cross in information management.

The development of tools to support shelter operations has continued. The shelter kit guidelines that were developed with the support of the Spanish Red Cross over the past year have been finalized and printed, and are now being translated into French and Spanish. The National Societies of Benelux are advancing on the shelter research centre in coordination with the shelter and settlements department. The owner-driven housing reconstruction guidelines are being printed for wider dissemination. A specific training on the use of these guidelines is under development.

## **Constraints or Challenges**

Extensive pre-positioning of shelter solutions has been undertaken including tents and shelter kits. Although information on the stock maintained by the IFRC through the regional logistics units is available to inform regional pre-positioning strategies, such information is not systematically available on the stock separately maintained by National Societies. This has been a major constraint to ensuring an overall Federation shelter pre-positioning and preparedness strategy. In addition, the donor community continues to under fund shelter stock pre-positioning, 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 taken place after a disaster. The scale of shelter needs after a disaster, and the requirement for modest, flexible assistance per household to a large number of households, rather than more extensive and expensive pre-fabricated shelter solutions to a few affected households remains the major challenge for the shelter sector. The IFRC continues to explore open, flexible solutions based on locally available materials, and the mobilization of local economy and material suppliers, rather than shelter product providers.

## **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. IFRC has participated in the meeting between the cluster donors and the cluster leads to clarify how to fund country-level cluster coordination, participated in the IASC task team on the cluster approach that is developing a plan of action to improve the way clusters work in the light of the second cluster review recently published, and was involved in other global initiatives. The global shelter cluster meeting took place in March with the participation of shelter operational agencies, donors and service providers. The group advanced on several issues including the revision of recommendations from the field, revision of shelter key indicators, and a better definition on the scope of the cluster. IFRC presented a study that identified that a big proportion of the shelter needs of disaster-affected population remained unmet, and a proposal to scale up the response capacity of the cluster by providing procurement and logistics services to shelter actors, including the global pre-positioning of shelter items for the use of shelter actors. The IFRC is also advancing on creating a centralized website for the shelter cluster that will facilitate access to information by shelter actors.

At the country level, the IFRC has deployed its biggest ever coordination team to Haiti after the recent earthquake. A sixteen-dedicated-person team (national and international) is delivering coordination services to more than 100 shelter actors in Port-au-Prince, Leogane, Gressier, Petit and Grand Goave, Carrefour, and Jacmel. The services consist of coordination, information management, mapping, technical coordination, media and communications advice, logistics advice, environmental advice, rubble removal advice, and legal advice. More than 40 persons have been deployed to cover these positions with support from National Societies and cluster members, such as Andorran Red Cross, Australian Red Cross, British Red Cross, The Canadian Red Cross Society, Finnish Red Cross, French Red Cross, German Red Cross, The Netherlands Red Cross, Spanish Red Cross, CARE, CartONG, MapAction, UNHCR and WWF US. Financial support to

enable the deployment of this team came from The Netherlands Red Cross, the Japanese Government, the Swedish Red Cross, and DFID (via IOM in support of CARE). The shelter cluster coordination team is liaising at the highest level with the Haitian government, with the main shelter donors, and with the shelter actors to advance on the shelter issues. A website ([www.shelterhaiti.org](http://www.shelterhaiti.org)) has been created both in English and in French, and it captures the main information on the shelter operation and the tools that are being used. The coordination team is developing many new tools that will benefit future cluster coordination deployments.

In April 2010, IFRC handed over the coordination of the shelter cluster in West Sumatra that started in October 2009. After a successful coordination of the emergency phase, IFRC was requested to continue during the recovery phase by the cluster partners, the Indonesian Government and the Resident Coordinator. Since both funds and appropriate dedicated human resources were available, IFRC decided to continue coordinating the shelter cluster in West Sumatra. A team consisting of seven dedicated people (national and international) provided coordination services that consisted of shelter information management, technical advice, early recovery advice, environmental advice, and liaison with the communities and the government. Support for the deployment of this came from the National Red Cross Societies of Australia, Austria, Canada, France, The Netherlands, New Zealand, and the USA. CARE, and UNHABITAT also contributed with personnel, and funds were received from the British Red Cross, DFID, USAID/OFDA, and The Netherlands Red Cross.

Funds for both cluster coordination deployments were appealed for through separate projects attached to the respective operations emergency appeals. Earmarked funds for this purpose have been provided by donors and National Societies.

To ensure appropriately trained and resourced coordination team personnel, the IFRC has developed its own dedicated training module for its own personnel and personnel from partner agencies who participate in Federation-led shelter coordination teams. This is based on the inter-agency coordination trainings developed and delivered to date. It is complemented by an online training package to enable better understanding by the participants of the theoretical aspects of the training from home, and concentration on the practical aspects during the residential training.

## **Constraints or Challenges**

Misperceptions and misunderstandings regarding humanitarian reform and the cluster approach continue to be the major challenge to the IFRC in meeting its shelter coordination commitment. Despite partnership being the foundation for the humanitarian reform process according to UN OCHA, many UN agencies particularly at the country level have not sufficiently engaged on understanding their partners, and in adjusting working practices accordingly. A further problem has been the focus within the UN system on countries with humanitarian coordinators, typically those countries experiencing conflicts or instability. However, the IFRC has responsibility for coordinating the response to natural disasters which entails a focus on countries with resident coordinators.

Within the secretariat, the organizational restructuring has limited the opportunities and resources for the required regional and country-level awareness raising within National Societies and key partners. Funding for the IFRC's cluster coordination role also remains a major issue. Although the IFRC has mainstreamed its coordination responsibilities as requested by the donors, including incorporating its financial requirements within its global shelter programme, in 2010, in particular the financial resources, are limited to thematic funding provided to the IFRC and committed internally to inter-agency activities. No cluster-specific funding has been separately provided by the donor community at the global level.

## **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

IFRC continues to participate in a number of inter-agency initiatives with the object of improving the shelter sector response to emergencies. The revision of the Sphere manual, in which the head of the shelter and settlements department has been the focal point for the shelter and settlements chapter, was finalized during this first half of the year, consolidating the feedback provided during 2009. IFRC, as global shelter cluster co-lead, has contributed to the needs assessment task force that looks at providing key indicators for each sector to monitor and describe in an easy, yet comprehensive way, the situation of emergency operations. The discussions with the Disaster Resource Partnership of the World Economic Forum with the objective of finding productive ways of the private sector engaging with humanitarian actors continues, and are arriving to more concrete terms. As a result of these conversations, IFRC is in discussion with some of the major construction companies and the National Societies of the countries where they are based, regarding the secondment of human resources from these companies to National Societies. IFRC and UNHABITAT are preparing the Shelter Catalogue 2009 capturing some of the key interventions on shelter done in 2009. This catalogue will follow the one that was prepared for 2008 which was used as a reference for lessons learned in over ten emergencies in the last year.

IFRC continues to promote the greater engagement between the humanitarian shelter and housing development sectors. In 2009, in collaboration with the NGO Practical Action and the London South Bank University, the IFRC convened a workshop on owner-driven or people-centred housing with shelter practitioners and housing development specialists. Capitalizing on this event, the IFRC also participated in the development and publication of case studies of people-centred reconstruction and a toolkit for practitioners on people-centred reconstruction, both initiatives in collaboration with Practical Action and the London South Bank University. These initiatives are being finalized in the first half of 2010. IFRC participated in the 5<sup>th</sup> World Urban Forum organized by UNHABITAT in March in Rio de Janeiro, Brazil. Among other issues, the IFRC facilitated the networking event titled "Linking humanitarian shelter and housing development in disasters". To inform the IFRC's shelter and reconstruction activities and partners, a checklist on housing, land and property issues is being developed in collaboration with Displacement Solutions, along with complementary training. These initiatives resulted from the scoping study on this theme that was undertaken in 2008 by Displacement Solutions, on behalf of the IFRC, including a number of field visits to National Societies and regional and country representations. Guidelines on housing, land and property issues of migrants affected by climate change are also being prepared in collaboration with Displacement Solutions.

## Constraints or Challenges

The shelter sector is poorly defined; and agencies and expertise fragmented between humanitarian shelter, housing development, professional development and association, and the private sector. The caseload of households requiring safe, adequate and durable shelter solutions increases extensively each year as a result of natural disasters, yet the housing development sector tends to focus on the more recognizable caseload of slum dwellers and other established groupings with housing needs. The challenge for the IFRC with its leadership commitment to the shelter sector is in promoting recognition of the common needs of households lacking adequate shelter and the shared responsibility of housing sector agencies – humanitarian and developmental – in meeting these needs.

## 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. These include the Andorran, American, Australian, Austrian, Belgian (Flanders and French community), British, Canadian, Colombian, Danish, Finnish, French, German, Jamaican, Mozambique, The Netherlands, Norwegian, Spanish, Swedish and Swiss Red Cross Societies, the Qatar, and Kyrgyzstan Red Crescent Societies, as well as ICRC.

Collaborations reflect different interests. For example, the British Red Cross is co-funding and advising on the development of community-based safe shelter awareness tools, reflecting their interest in risk reduction. The French Red Cross has been actively engaged in shelter programming in the Caribbean, and hence is contributing to the technical oversight and project management of the shelter kit training with National Societies, coordinated by the IFRC's regional office. The Canadian Red Cross Society has made a strategic commitment to shelter, and is supporting the development of sector-specific guidelines and policy, as well as the shelter coordination role. The Netherlands Red Cross who are interested in shelter innovation, is funding a regional shelter delegate within the Asia Pacific zone, and has reached an agreement with the shelter and settlements department to provide surge capacity personnel for cluster coordination through maximizing available financial resources. The American Red Cross has established an internal shelter reference group to draw upon domestic shelter expertise, particularly in mass care, to inform wider Federation shelter activities. The Spanish Red Cross has contributed staff on loan, staff to operations and cluster coordination, and reflected its interest in technical issues, as well as is leading the development of framed shelter solutions. The Colombian Red Cross Society has committed to support a range of initiatives including guidance and training on collective shelter, revised standards, and coordination on shelter issues in the Americas. The Mozambique Red Cross Society and the Red Crescent Society of Kyrgyzstan are leading country shelter clusters on behalf of the IFRC to inform the development of appropriate operating models and the required resources.

Project-specific agreements have been established with a number of UN agencies including UNHCR, UNOCHA and UNHABITAT; and international and national NGOs and initiatives, including Bath University UK, CARE UK, CARE International, CartONG, Catholic Relief Services (CRS), Cooperative Housing Foundation, CRATerre, Displacement Solutions, Habitat for Humanity, London South Bank University, MapAction, Oxfam GB, Oxford Brookes University (CENDEP), Practical Action, ProVention, RedR UK, RedR India, Shelter Centre, the Catholic University in Lima, and the World Wildlife Fund US (WWF-US). The IFRC continues to partner with UNHCR as co-chair of the global shelter cluster on the basis of a formal letter of understanding. 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. Collaboration continues with UNHCR and ICRC on additional winterization and lightweight shelter solutions to complement the tent specifications developed in 2008. The IFRC is expanding its engagement with the housing development sector to address the gap between humanitarian shelter and the wider housing sector, in recognition that the issue of adequate shelter for vulnerable communities requires a common approach; and continuity of application in preparing for, responding to, and recovering from disasters.

## 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. These mechanisms have not yet been adequately reflected to date in the decentralization process. 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.

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.

In keeping with the commitment of the IFRC to support the wider shelter sector, the global shelter programme has actively contributed to a range of sector initiatives to promote or establish guidelines, principles and best practices. These include the catalogue of shelter projects produced in collaboration with UNHABITAT; guidelines on the selection of shelter non-food items developed with the Shelter Centre, CARE, NRC and UNHCR; and the current role of the head of the shelter department as focal point for the revision of the Sphere standards in shelter, settlement and non-food items.

## Looking ahead

The outputs from the completed studies will be disseminated. After the second and final field test in July, the Participatory Approach for Safe Shelter Awareness will be finalized and published, and a complementary community-level training developed. Additional videos will be developed to capture recent shelter responses, and to raise awareness on single topics such as urban response and shelter risk reduction. The development of technical safe shelter solutions, drawing upon previous programming, is planned for Jamaica, to be led by the French Red Cross in collaboration with the National Society, and with the support of the global shelter programme. Collaboration with The Netherlands Red Cross on an overarching strategy on shelter and settlement risk reduction, including engagement is also planned. To support shelter activities in the Middle East and North Africa zone, discussions are underway with the zone office and the Qatar Red Crescent Society for the National Society to host a shelter reference centre in Doha. Benelux National Societies have also expressed interest in hosting a shelter training and providing technical resource support through a shelter research unit based in Luxembourg in support of the wider membership.

A number of trainings are planned for the rest of 2010, including another edition of the regular global shelter technical training. The delivery of this training will be undertaken by the Australian Red Cross for the Asia Pacific zone. Other National Societies have been identified from the other zones, and work is being done to empower them to deliver these trainings. To enable greater accessibility to trainings and capacity-building resources, the shelter department is collaborating with a number of universities with appropriate expertise to establish standard Federation shelter technical trainings online. Subject to available resources, trainings in the use of Federation shelter kits will be provided. A number of National Societies have developed different trainings in shelter management, and these trainings will be reviewed, consolidated, and made available to other interested National Societies according to need. Shelter programme management remains a key

area that needs to be addressed, and a training module to be included in standard technical trainings will be developed to complement proposed guidelines.

The completed shelter kit guidelines will be disseminated to complement the extensive training programme, and a winterization kit and complementary framing kit developed. A transitional shelter decision-making toolkit will be developed to allow for quicker decision making and implementation of this type of shelter programming in the early stages of the operations. The generic guidelines for owner-driven or people-centred reconstruction will be complemented with training and tools, such as financial guidelines and databases. Reconstruction decision-making guidelines will be developed. Flood-resistant earth construction technologies, complementary training and awareness raising will be developed.

The scheduled global shelter cluster meeting will be convened by the IFRC in the second part of 2010. The IFRC will also actively co-lead the global shelter cluster thematic reference groups for which it has responsibility; namely training, information management and technical and resource mobilization. The IFRC will host its annual global workshop for shelter coordination team personnel to review operating methodologies, tools and key issues arising from recent operations. This year, the annual global workshop for cluster coordination team and the global shelter cluster meeting for natural disasters will be run one after the other. This will allow better understanding between those that coordinate the shelter cluster at the country level, their deploying agencies, and the global cluster. The IFRC will be delivering a shelter coordination training and a shelter information management training in the second half of 2010. Both trainings will be hosted and co-funded by the British Red Cross in the UK. Previous to both trainings, a distance learning component will be given to the participants to maximize the learning experience. The IFRC's shelter coordination tool kit will be further revised, along with the further systematization of established procedures and practices. The organization will also launch a dedicated shelter cluster web site to complement the evolving inter-agency web site being introduced by UNOCHA. The recommendations of the review of the IFRC's shelter cluster commitment will be followed up as appropriate.

<b>How we work</b>	
<p><b><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></b></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> <p>Save lives, protect livelihoods, and strengthen recovery from disaster and crises.            Enable healthy and safe living.            Promote social inclusion and a culture of non-violence and peace.</p>
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