

# Plan 2010-2011



International Federation  
of Red Cross and Red Crescent Societies

## Shelter and settlement

### Executive summary

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

Programme activities are focused on five main areas:

- drawing upon the experiences of National Societies and others to identify and develop **best practice and policy** in sheltering<sup>1</sup> with a focus on reducing shelter risks and vulnerabilities.
- **building the human resources capacity** of National Societies to ensure adequate shelter interventions in disaster preparedness, response and recovery.
- ensuring the International Federation and its membership have the **operational and technical support** to provide an appropriate shelter response following natural disasters whilst strengthening local capacities
- providing **coordination** to the emergency shelter sector in preparedness and response.
- **sector support and networking** to advance the emergency shelter sector.

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

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<sup>1</sup> It is increasingly recognized that the meeting of shelter needs in the aftermath of a disaster should be seen as a process of 'sheltering' undertaken by the affected household with varying types of material, technical, financial and social assistance, rather than simply the provision of a pre-determined shelter "product".

National Societies have a long history of responding to emergency shelter needs and related preparedness and recovery activities. This experience provides the basis for an evolving best practice framework which will inform shelter programming and the development of a shelter policy for the International Federation. Strategic approaches to shelter, which reduce shelter risks and vulnerabilities, will be developed and disseminated using web and audio visual tools, guides and workshops. A range of shelter-specific trainings will be made available to interested National Societies and partner agencies at global, regional and national levels to ensure that the International Federation has the human resources capacity to meet its commitment to scale up its shelter activities.

Providing rapid, appropriate shelter solutions to households affected by disaster is a critical component of the International Federation's response activities. Extensive pre-positioning of standardized shelter kits was undertaken under the previous programme and will be enhanced by the development of complementary framework agreements for the rapid procurement of shelter materials, field training in the use of appropriate shelter solutions and materials, and support for innovative shelter technologies. In collaboration with National Societies, the secretariat will support shelter engagement in national level contingency planning.

The International Federation will continue to convene shelter agencies at a global and regional level to support sector preparedness in its role as lead of the Emergency Shelter Cluster for natural disasters and, following major disasters requiring international assistance, will convene shelter agencies at country level to coordinate and meet shelter needs in support of host Governments. Capitalizing on the scale and presence of the International Federation as a global organization, the International Federation will continue to promote and support sector-specific networking initiatives and related interagency activities and will address key issues such as climate change, land rights, urbanisation, marginalisation and migration.

The total 2011 budget is CHF 3.2m ([Click here to go directly to the summary budget of the plan](#)).

## Context

The increasing frequency of disasters, coupled with a number of emerging threats and trends, are leaving more people vulnerable to the effects of disasters and inflicting greater damage, loss, and dislocation on vulnerable people worldwide. According to the Centre for Research on the Epidemiology of Disasters (CRED), in 2008, more than 235,000 people were killed by disasters, 2.14 million affected, while the cost of disasters was over 190 billion US\$.

While the number of disasters recorded in 2008 was lower than 2007, over recent years there has been an increase in the number of small and medium scale disasters, especially storms, floods and epidemics, which National Red Cross and Red Crescent Societies respond to under their mandate as auxiliaries to the public authorities. The first half of 2009 saw a continuation of this trend, with the Red Cross Red Crescent responding to a high number of smaller-scale, local level disasters.

The situation of vulnerable people is now aggravated by evolving, complex threats such as climate change, new patterns of marginalisation, demographic growth and a rising proportion of older people, unplanned urbanisation, high levels of violence, involuntary migration, emerging infectious disease and the growing burden of non-communicable disease, environmental degradation, and insecurity of access to food, water, and natural resources.

The humanitarian sector is further challenged by of the recent financial crisis and the increasing involvement of military and political actors in humanitarian response. The complexity of the humanitarian environment has led to demands for improved coordination. At the same time, improved forecasting and technology for early warning call for improvements in our capacity for early action and for information management in disasters. There are also calls for greater innovation and more inclusive ways of delivering assistance, with a strong focus on accountability, good partnership and good donorship. All of the above reinforces the need for a strong International Federation, flexible enough to adapt to a fast changing world.

In this context, the International Federation needs to have the capacity to mitigate, prepare for and respond to disasters worldwide and across all levels – household, community, national, regional and international. The International Federation is committed to achieving its Global Agenda Goal 1: “to reduce the numbers of deaths, injuries and impact from disasters” and to the three strategic aims of Strategy 2020:

- 1: Save lives, protect livelihoods, and prepare for and recover from disasters and crises
- 2: Enable healthy and safer living
- 3: Promote social inclusion and a culture of non-violence

The International Federation, and the National Societies as auxiliary to the public authorities, are among the leading providers of assistance globally and are responsible to provide relief to people affected by disaster. Depending on their capacity to respond and the scale of the disaster, National Societies can call upon international assistance through the International Federation’s secretariat. The International Federation secretariat is committed to ensuring the institutional capacity in preparedness for response, response and recovery to provide that support in a timely manner. The secretariat has a constitutional obligation “to organise, coordinate, and direct international relief action” as a core service to its members and calls upon its membership to provide additional human resources, technical, material and financial assistance to sister societies in affected countries.

With the increase in the number of small and medium scale disasters, the work of National Societies to assist communities to mitigate, prepare for or respond to disasters at a local level is an important added value of our Red Cross Red Crescent network. The effects of food insecurity can also be mitigated at local level through long-term community projects supported by National Societies. The Geneva secretariat will provide support to National Societies in building more resilient communities, mitigation and risk reduction, and food security and livelihoods. Geneva headquarters will maintain a strong strategic oversight in all areas of disaster management.

The International Federation, through its Red Cross and Red Crescent Societies, has a long history of responding to emergency shelter needs and has delivered emergency shelter solutions across all regions of the world. It is one of the largest providers of emergency shelter amongst the humanitarian actors, responding at all levels from large scale natural disasters to responses to shelter needs at a local level. Between 2004 and 2008, the International Federation launched 142 emergency appeals, but National Societies responded to 2,089 disasters at a local level, many of them including shelter needs. This significant institutional capability and experience requires further support to enable the scaling-up of sheltering activities, both in quality and quantity, and in their integration with other areas such as risk reduction, recovery and water and sanitation to improve shelter approaches.

The various needs of affected households for safety, privacy, protection and for livelihood activities must be addressed through approaches that are appropriate to the context and respond to the availability of resources. Often post-disaster responses comprise externally determined, stand-alone solutions that are preferred by Government and humanitarian agencies and that replace locally informed approaches, such as the limited use of cash or voucher distributions. Post-disaster shelter response should be informed by an understanding of the pre-disaster approach and context and should provide appropriate technical expertise to address shelter risks highlighted by the disaster.

Shelter risks and vulnerabilities are increasing due to trends outlined above, such as climate change, urbanisation and marginalisation. This is placing increased demands on the limited resources of Governments and humanitarian agencies. Analysis of recent disasters indicates that often many shelter-affected households receive little or no shelter assistance, but met their housing needs through improvising repairs or reconstruction, moving in with family members, or temporarily or permanently relocating. Many of these households remain in similarly vulnerable locations and houses or are forced to migrate, possibly becoming even more vulnerable to disasters. Sheltering activities need to recognise these realities and support households to reduce risks and vulnerabilities where possible. Changing weather patterns also impact on the availability of construction materials and inappropriate land use can increase risks and have a detrimental impact on the local environment. The use of appropriate technologies and solutions that minimize environmental impact and improve building codes and standard should be more promoted.

## Priorities and current work with partners

National Red Cross and Red Crescent Societies have been engaged in shelter activities for many years, and their experience, expertise and priorities are defining the shelter agenda of the International Federation. A wide-ranging group of Partner National Societies have also been working closely with the International Federation secretariat to identify, develop and collaborate on global initiatives to support the International Federation's shelter commitment. At the regional level, National Societies have convened to identify best practices, capacity building needs, and to develop regionally specific shelter strategies. At national level, through ongoing contingency planning activities and disaster response operations, country specific capacity-building and support initiatives have been identified and are being developed. The priorities for 2010-2011 have been informed by the mapping, trainings and shelter-specific events that were undertaken in collaboration with interested National Societies through the 2007-2008 and 2009-2010 global shelter programmes. In particular, activities that had been planned for 2009 but put on hold due to the significant shortfall in funding will be prioritised in 2010.

On an interagency basis, the International Federation has been collaborating with a range of shelter sector operational agencies and service providers, as well as with research institutes, donor networks and the commercial sector. Issues and initiatives identified by key shelter sector fora and networks have informed the activities to date, and feedback from response operations in the field have also informed collaborative activities and further engagement.

For the International Federation, the provision of shelter assistance after a disaster is an opportunity to ensure that shelter risks of affected households are reduced through informed programming and awareness raising. Not all of the required measures can be undertaken by the International Federation, nor is the organization the sole provider. In recognition of this, the International Federation secretariat is working with other agencies to address the issues of capacity, resources and appropriate operational mechanisms in a broader approach to shelter. This is reflected in the Memorandum of Understanding with UNOCHA, where the International Federation will convene the emergency shelter cluster at a global level after natural disasters. The International Federation is also working closely with UNHCR, which will act as lead agency for emergency shelter in conflict situations. The International Federation is also promoting initiatives in collaboration with research and development agencies, universities and technical institutes, the commercial sector and professional representative bodies to maximize opportunities.

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

# Secretariat programme in 2010-2011

## Shelter and settlement

### a) The purpose and components of the programme

#### **Programme purpose**

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

The global shelter programme budget is CHF 3.2m. This plan contributes to achieving the DM strategic objectives for 2009 – 2011.

#### **Programme component 1 - Best practice and policy**

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

#### **Identification and promotion of best practice**

- Maintain and promote the use of the online shelter database capturing shelter activities by Red Cross and Red Crescent Societies, including links to programming tools and guidance, and developing greater interactivity and common ownership.
- Develop, disseminate and support a best practice framework with tools and indicators, and with case studies undertaken to identify and highlight best practice in shelter activities.
- Convene regional workshops on shelter lessons learned to bring together shelter practitioners and disaster managers from National Societies to identify regionally-specific themes and approaches and disseminate best practice.
- Systematize the evaluation of shelter programming through the development of standard templates and methodologies to address technical, socio-economic and beneficiary satisfaction issues.
- Analyze observations and recommendations from reviews, evaluations and assessments of shelter activities undertaken by National Societies and within the wider shelter sector, to identify agreed best practice and the gaps still to be addressed.
- Develop shelter communication products, including audio visual and printed material, and utilise the internal and external web platforms and International Federation events to raise awareness of Red Cross and Red Crescent sheltering strategies and best practices.

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

- Continue to provide input into existing Red Cross and Red Crescent vulnerability and capacity assessment tools to capture shelter issues and, in collaboration with National Societies, develop shelter risk profiles on the potential impact of disasters and the respective national capacity.
- Contribute to the development of shelter risk analysis tools for use at community level.
- Through established Red Cross and Red Crescent disaster management mechanisms and alliances, provide sectoral guidance for national and regional contingency planning and support National Societies' input into their respective country-level contingency planning exercises.
- Promote safe building methodologies through community-level awareness raising models drawing upon the successful hygiene promotion programme developed by the International Federation.
- Integrate safe shelter and settlement into the disaster preparedness training curricula of National Societies and develop creative solutions to raise awareness of shelter issues within disaster preparedness including online games, educational materials, and community performance activities
- Contribute to the International Federation's Global Alliance on Risk Reduction and develop a clear strategy for the International Federation on shelter risk reduction.

#### **Policy development and guidance**

- Collate and review appropriate International Federation and National Society policy references to shelter and related technical sectors and review International Federation policy frameworks and procedures, with a view to establishing and promoting a shelter policy development process.

- Collaborate with interested National Societies to draft a shelter policy framework, based on agreed best practices, to inform ongoing International Federation shelter policy discussions and products.
- Analyze shelter policy frameworks and guidelines for other agencies including the UN, international NGOs and donors, and identify key themes or strategic approaches that are relevant to the International Federation and that would enable greater consistency across the sector.

### **Programme component 2 - Capacity building**

**Outcome: The human resources capacity of the International Federation and its membership is strengthened and used effectively to ensure adequate disaster preparedness, response and recovery for sheltering in the affected communities.**

#### **Building capacities**

- Support the mapping of Red Cross and Red Crescent capacities and external technical expertise nationally, regionally and internationally, and identify the gaps and the support required within National Societies and the secretariat.
- Promote the use of the shelter-related indicators to complement the Well-Prepared National Society Questionnaire to better capture Red Cross and Red Crescent capacities and resources
- Provide shelter-related input as appropriate on job descriptions and terms of reference for key personnel or teams, and provide recommendations as required on revised profiles and roles.
- Improve the training and capacity-building opportunities for secretariat delegates / staff and interested National Society staff in other sectors to advance the understanding of sheltering. This will include the development of a comprehensive shelter training strategy and curricula at global, regional and national levels to promote consistency within the difference geographical contexts and will utilise online and distance learning tools to enable professional development and awareness raising for DM personnel in the secretariat and National Societies.
- Establish links with universities and other learning and training institutions with shelter-related curricula, to promote greater consistency across the sector and initial steps in accreditation and professional accountability.
- Roll-out training in the use of International Federation shelter kits in all zones and with interested National Societies to promote greater understanding of and support for owner-driven shelter solutions.
- Develop complementary technical trainings in specific shelter issues (shelter management, camp planning / management) and in materials and technologies (earthquake resistant design, bamboo, compressed stabilised earth construction) to meet the needs and interests of National Societies.

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

- In collaboration with the Human Resources department and the wider DM roster management, establish and maintain a roster of shelter and construction delegates within the International Federation and promote the development of appropriate roster and retainer mechanisms to ensure availability of appropriate technical surge capacity.
- Systematise the briefing and debriefing of shelter and construction delegates in Geneva and the field to inform evolving shelter strategies, tools and capacity building initiatives and develop an appropriate briefing package, to present tools, systems and supporting resources.
- Support the establishment of rapid, in-country local procurement capacity, through contributing to revising relevant procedures and to collaborative specifications and programme design.

### **Programme component 3 - Operational support**

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

#### **Tools and guidelines**

- Collate, translate and disseminate guidelines and resources developed by National Societies and the secretariat, including on plastic sheeting, timber in emergencies, and on International Federation shelter kits.

- Map common typologies and shelter materials in specific areas of hazard-prone countries and related building standards and regulations and produce regionally-specific technical briefs on the use of familiar shelter materials to ensure safe, adequate shelter for use by field personnel, local construction specialists and disaster-affected households.
- In collaboration with interested National Societies, other secretariat departments and other experienced shelter agencies, identify key themes (for example camp management, collective shelter management, integrated shelter and water and sanitation and recovery) and develop additional programme guidance as required.
- Develop specific project management tools for shelter and rehabilitation programming to complement existing construction management procedures, to include guidance on enabling or owner-driven approaches such as self-help and assisted self-help construction.
- In collaboration with the International Federation's Logistics department, establish a database on locally available materials and suppliers by region in accordance with agreed specifications.
- Establish appropriate mechanisms, including an interactive online shelter library on FedNet, to disseminate and make available sector programming guidance and establish an ongoing review process. This will link to a shelter CD Rom, the Shelter Database and the best practice framework.

### **Disaster management and operational support**

- Provide shelter technical support to Red Cross and Red Crescent operations in the field in the form of surge capacity, guidance, tools and methodologies as required.
- Establish revised global shelter contingency plans for the International Federation, to complement wider contingency planning and to include the type and specification of shelter solutions and materials and promote the procurement and pre-positioning of shelter items by National Societies, partner agencies, institutions and Governments at all appropriate levels to meet the agreed plans.
- Support rapid in-country or regional procurement of shelter items as required to provide responsive, locally-driven shelter in operations, including, for example, the provision of rapid specification review services, shelter programme revision and analysis of standards and regulatory issues.
- Promote the establishment of construction contract management support services within the International Federation, drawing upon the available resources and assets of National Societies.

### **Research and development**

- Continued input on shelter products, materials, tools and essential household items within the Red Cross and Red Crescent Emergency relief items catalogue and the proposed online version.
- Support the interagency development of common shelter and household item specifications and products and the systematic evaluation of their use to inform future revisions.
- Promote innovation in the use of materials and construction technologies, including studies and prototype development in core housing, moveable shelters, rapid frame solutions, thermal insulation, seismic-resistant construction techniques and the enhanced use of traditional materials.
- With National Societies, establish links and engage on relevant initiatives with national technical institutes and research networks to support research and development in shelter and construction.
- Establish a database of material and technological solutions, standards, research and testing as an online service with complementary technical support for use by National Societies.

<b>Programme component 4 – Coordination</b>
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<b>Outcome: The emergency shelter sector has the appropriate global and in-country coordination and support from the International Federation.</b>
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### **Developing enhanced preparedness**

- As Emergency Shelter Cluster lead for natural disasters, convene networks at global and regional levels of shelter agencies to discuss issues and address gaps identified by in-country shelter clusters that may impact on the provision of assistance to affected households and communities.
- Develop appropriate communication methodologies and platforms, including a dedicated shelter cluster website and links to the International Federation's public website and internal Disaster Management Information System (DMIS), to ensure effective information exchange between shelter cluster partners and personnel.

- Identify a systematic approach and resource requirements to enable the International Federation, through its National Societies, to meet its commitment to national level contingency planning for shelter in natural disasters, and provide appropriate technical assistance to the resulting process in collaboration with in-country cluster partners, drawing upon both International Federation and interagency guidelines.
- Disseminate and promote standard operating procedures for the International Federation's Shelter Coordination Team for cluster coordination in the field and to support the administrative, logistical and organisational activities of the team. This will include the development of a Shelter Coordination Team manual and the establishment of a group of National Societies contributing team capacity.
- Build Shelter Coordination Team human resource capacity and support tool development, through a regular workshop to train team personnel and raise awareness, a roster or retainer mechanism to ensure capacity and a review mechanism for tools and procedures. Global or regional framework agreements will be set up with cluster partners for the deployment of their personnel as members of International Federation-led Shelter Coordination Teams.
- Strengthen the capacities and skill sets of appropriate National Societies and Government counterparts to coordinate shelter activities at the national level where neither international assistance nor the cluster approach is required.
- Develop communication materials on how the International Federation is meeting its shelter coordination commitment for dissemination to National Societies, UN agencies, cluster partners and the donor community.

### **Coordinating emergency shelter response**

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

<b>Programme component 5 - Sector support and networking</b>
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<b>Outcome: The global approach to and provision of emergency shelter has been advanced through collaborative sector initiatives and the networking of interested stakeholders.</b>
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### **Developing a global shelter network**

- Utilize the global, regional and national presence of the International Federation to provide shelter sector networking opportunities through the hosting of workshops, support for information sharing fora and collaboration on key initiatives to benefit National Societies and other agencies.
- Develop the shelter content of the public website of the International Federation to promote shelter and disseminate best practice, tools and links to related initiatives and networks.
- Support Zones and National Societies to engage with national and regional shelter networking initiatives where they exist, and promote the establishment of new networks where appropriate.
- Expand existing links with universities, institutes, and built environment professional associations to promote improved networking between these related communities of practice.

### **Global shelter sector initiatives**

- Advance key issues that impact on the shelter sector through collaboration with specialist agencies and other interested partners, including on themes such as climate change, housing and land rights, migration and changing settlement patterns, and the promotion of owner-driven approaches.

- Promote the shelter sector and related issues through the publishing of an annual report on shelter after disasters, based on shelter operations that year and other emerging themes.
- Initiate an annual competition for innovative shelter solutions, to benefit from best practice and knowledge sharing, with a merit award for initiatives that advance humanitarian shelter.
- Promote greater collaboration between humanitarian and commercial shelter sectors to optimise resources available to address post-disaster shelter needs and promote initiatives that link humanitarian sheltering with housing design and development, through engagement with architectural and planning associations, commercial providers and governmental housing bodies.
- Lead the process to revise the Sphere Humanitarian Standards on Shelter, Settlement and Non-Food Items.

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

The best practice and policy guidance, capacity building activities, programming tools and operational support will be made available to and for the use of operational Red Cross and Red Crescent Societies, disaster managers, including disaster response teams, and technical departments within the International Federation. Interested National Societies will participate in the identification of the best practices and the evolving policy framework, and will continue to contribute on an ongoing basis to the development of the International Federation's approach to shelter through the information sharing and discussion platforms established. Technical services and research and development activities will inform strategic decision and policy makers in the Red Cross Red Crescent Movement.

Activities in support of the International Federation's commitment to improving the effectiveness of humanitarian shelter response are targeted at the operational shelter sector and key decision-makers during a response. The effectiveness of both the International Federation as lead agency and the partner agencies are appraised through the use of the performance management system and the independent reviews commissioned. Activities to advance the shelter sector will be in collaboration with key sector agencies and specialist agencies from other disciplines. These activities will also impact on governmental and institutional processes and understanding.

### **c) Potential risks and challenges**

Given the ongoing disaster preparedness and response demands on National Societies, securing appropriate and timely contributions to shelter discussions will require a range of creative information exchange mechanisms. The evolving open-access Shelter Database and range of communication tools, products, and events that are planned will address some of these constraints, as will the integrated approach to disaster management training, policy guidance and flexible capacity building activities that the International Federation is taking. Addressing shelter and settlement risks and vulnerabilities, as part of disaster risk reduction, will also be a priority and should receive the necessary technical support.

Many National Societies do not have dedicated shelter focal persons, and shelter-related activities are often a component of other programming interventions. There is also a lack of accredited training or range of awareness raising initiatives within the sector needed to promote expertise and consistent best practice. Interest from agencies and academia and a Federation commitment to a Federation-wide shelter training provides an opportunity that can benefit the sector.

Appropriate sheltering solutions vary significantly for different contexts. Rapid, in-country procurement capacity is critical to the provision of appropriate, locally-driven emergency shelter solutions, beyond pre-positioned shelter kits, tents and relief items. The required procedural changes, capacity and operational mechanisms are dependent on investment and leadership by the wider secretariat in the Zones and Geneva. This programme will support the development of procurement framework agreements and the development of appropriate, flexible specifications and guidance to support the required procurement and distribution processes. The programme will also support the development of revised shelter contingency plans and regional pre-positioning strategies in collaboration with the International Federation's Logistics and Resource Mobilisation department.

Funding for the pre-positioning of shelter relief items is a major challenge given the capital cost, and recent emergency responses have highlighted the inadequate scale of pre-positioning, the lack of consistent specifications, and the reluctance of the donor community to commit to the required

investment. The International Federation has responded with the development of a shelter kit at a significantly lower cost than light weight tents, and has pre-positioned 29,000 kits under the previous global shelter programme. The further pre-positioning of similar kits by other agencies and donor governments is being promoted by the International Federation to address this gap.

Although the cluster approach provides signs of better coordination and accountability, resourcing coordination activities at global and field level remain a major challenge, and cluster lead agencies are in dialogue with the donor community to ensure support and funding for coordination services. One of the major challenges, both within the Red Cross and Red Crescent Movement and with external agencies, is raising awareness of the constitutionally-mandated roles of the International Federation secretariat to coordinate international response in shelter and of National Societies to oversee national preparedness and response activities. This will be addressed through the development of standard operating procedures, shelter contingency planning and the wider use of information-sharing opportunities.

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

## Role of the secretariat

### **a) Technical programme support**

The global shelter programme provides a framework for the provision of technical and financial resources to support National Societies and the secretariat in meeting the shelter commitment of the International Federation. The Shelter department in the Geneva secretariat, complemented by regional shelter advisors based in Panama and Kuala Lumpur and capacity provided by Partner National Societies, will as required support shelter activities implemented by National Societies.

### **b) Partnership development and coordination**

The global shelter programme and the proposed activities are based on the needs and services identified by interested National Societies who have participated in the regional and global shelter workshops, events and ongoing activities. Through these activities, particular areas of interest and expertise have been identified and National Societies have self-selected the initiatives on which they are to collaborate. This outsourcing of specific elements of the global shelter programme to individual or groupings of National Societies, under the coordination and oversight of the secretariat, is critical in securing the required capacity and resources from the membership to meet the International Federation's shelter commitment.

In accordance with the International Federation's leadership role in the shelter sector, strategic partnerships have been established with a number of United Nations agencies and international non-governmental agencies, as well as with other sector service providers and research institutions. Several National Societies are supporting the secretariat to develop shelter coordination capacity, which will also assist the coordination of Movement shelter assistance to National Societies. The leadership of contingency planning in relation to shelter by National Societies is a major challenge, and the secretariat will continue to support the development of a structured approach and appropriate resourcing to meet this commitment.

### **c) Representation and advocacy**

The shelter commitment of the International Federation is to be met by both the National Societies and the secretariat in accordance with constitutional mandates, capacities and resources. The secretariat represents the International Federation at the global and regional levels on shelter issues, which includes reflecting the differing roles of National Societies regarding shelter subject to their national mandates. As appropriate, the secretariat supports National Societies through advocacy on national issues at the global level, for example on shelter response in the event of disasters.

#### **d) Other areas**

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

## Promoting gender equity and diversity

The rationale for integrating a gender perspective in the activities of the International Federation lies in the Red Cross and Red Crescent mandate - to prevent and alleviate human suffering without discrimination. The International Federation's focus is on *gender*, rather than women. Gender equality ensures that there is no sex-based discrimination in the allocation of resources or benefits or in access to services. The goal of the International Federation is to ensure that all Red Cross and Red Crescent programmes are non-discriminatory and benefit men and women equally, according to their needs and with the equal participation of men and women at all levels within the National Societies and the International Federation's secretariat.

Recognizing that often in disasters it is women, children and minority groups that are most severely affected, all programme guidance will ensure that gender is incorporated as part of the analysis of the disaster impact, the assessment and the subsequent programming. The individual plans of each sector elaborate on the specific gender-related actions in their respective areas. The International Federation will continue to ensure compliance with agreed standards and guidelines on gender and will prioritise consideration of gender and diversity as key components in any new guidelines and best practice frameworks.

## Quality, accountability and learning

The secretariat is committed to compliance with the Federation-wide performance and accountability framework and to deliver on its accountability principles, which include explicit standard setting, open monitoring and reporting, transparent information sharing, meaningful beneficiary participation, effective and efficient use of resources, and systems for learning and responding to concerns and complaints. These will all be used to improve programme quality, performance and learning. The International Federation will use various tools such as systematic evaluation, peer review and objective lesson learning exercises to ensure the quality of secretariat services according to globally accepted DM standards and to assess the impact of those activities on the lives of disaster affected populations.

The Federation-wide reporting system is another element which will aim to reliably monitor and report on key data from National Societies to show the performance and improve the accountability of the International Federation. Specific activities will also be subject to their own review and structured feedback mechanisms, or to independent reviews or evaluations when required. National Societies are highlighting the lessons learned from their work in reports and incorporating learning into their planning, training and capacity building.

Our actions are guided at all times by our Fundamental Principles of humanity, impartiality, neutrality, independence, voluntary service, unity and universality. The International Federation also works according to our "Code of Conduct", agreed with eight major disaster response agencies in 1994 and used to monitor behavior and standards in relief delivery. The International Federation also adheres to the disaster relief "Sphere Standards", which also identifies minimum standards in disaster assistance in the five key sectors of water supply and sanitation, nutrition, food aid, shelter and health services. The International Federation is supporting the revision of the "Sphere Standards" to develop improved mechanisms to ensure good practice and accountability in the delivery of assistance. The "Code of Conduct" and the "Sphere Standards" hosted programme will be managed by the Disaster Services department. The secretariat also promotes the use of the Disaster Relief Emergency Fund (DREF) to cover the costs of monitoring and evaluating DREF funded relief operations and to measure beneficiary satisfaction.

## How we work

The International Federation's activities are aligned with its Global Agenda, which sets out four broad goals to meet the International Federation's mission to "improve the lives of vulnerable people by mobilizing the power of humanity".

### **Global Agenda Goals:**

- Reduce the numbers of deaths, injuries and impact from disasters.
- Reduce the number of deaths, illnesses and impact from diseases and public health emergencies.
- Increase local community, civil society and Red Cross Red Crescent capacity to address the most urgent situations of vulnerability.
- Reduce intolerance, discrimination and social exclusion and promote respect for diversity and human dignity.

## Contact information

For further information specifically related to this plan, please contact:

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