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# Annual report

## Shelter and Settlements

 International Federation  
of Red Cross and Red Crescent Societies

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**04 April 2012**

**This report covers the  
period  
01 January 2011 to 31  
December 2011**

*Photo: Ibrahim Malla/IFRC  
Shelter exercise at the RDRT training in  
Morocco  
December 2011*



### **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(s) summary**

The major disasters and crises in 2011, notably the earthquake and tsunami in Japan, the civil unrest in North Africa, and the renewed monsoon flooding in Pakistan, all resulted in specific shelter and settlement needs addressed by responding national societies with the support of the International Federation as appropriate. Other emergencies, including the civil unrest in Cote D'Ivoire, the tropical storm and resulting flooding in El Salvador, and the typhoons that struck the Philippines in December, required select support ranging from the deployment of shelter technical advisors, programming guidance, or the deployment of IFRC-led shelter coordination teams. Outside of emergencies, support was provided to improve country level preparedness, including the development of a national contingency plan with the national society for the Government of the Seychelles, and assistance to the Mozambique Red Cross in its leadership of the shelter cluster in support of its Government. At regional and global levels, initiatives continued to enhance the quality and predictability of shelter sector response, and to reduce shelter and settlement risks and vulnerabilities through promoting safe shelter and emerging better practices. This included the development and promotion of the Participatory Approach to Safe Shelter

Awareness (PASSA), with supporting tools and community level activities; new initiatives to address the subjects of host families and shelter response in urban contexts; and work on improving shelter products, such as tents and various kits in collaboration with ICRC and UNHCR. Survey templates for shelter kits and tents have been finalized, as well as the shelter kit training package, which includes all necessary technical documents, presentations, videos and guidelines for trainers to run shelter kit training at country level. Transitional shelter guidelines have been completed and launched and the work on the thematic guidelines covering the reconstruction of community infrastructure and settlement of displaced populations following disasters reached its final stages. Support to operations and Zone shelter and disaster management colleagues continued. Leading up to the Red Cross Red Crescent International Conference in November, efforts intensified to draw attention to the issue of the regulatory barriers to short and medium-term shelter interventions after disasters, and a mandate obtained in the form of a resolution with the support of States to identify emerging practices to address such barriers.

Capacity building activities continued in 2011 with the eighth and the ninth edition of the shelter technical training being held in Canada in June and in the Netherlands in November respectively. The eight edition of the cluster coordination training also took place in June in the United Kingdom. Support was also given to two regional technical trainings with a specific shelter focus in Central Asia and North Africa. Other training initiatives are underway and existing ones are continuously being improved. IFRC continues to lead the shelter cluster at the global level, and engages in different inter-agency initiatives to improve the quality of shelter responses worldwide.

### Financial situation

The total 2011 budget is CHF 3,201,390, of which CHF 1,982,901 (62 per cent) was covered during the reporting period (including opening balance). Overall expenditure during the reporting period was CHF 1,136,283 (35.5 per cent) of the budget.

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

### Our partners

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

## Context

Although 2011 witnessed a number of major disasters, from the earthquake and tsunami that struck Japan in March, to the civil unrest and population displacement February in North Africa and the earthquake in Turkey in October, the majority of the shelter and settlement needs were met by the affected Governments and their responding national societies with only select external support required. Smaller scale emergencies in these and other regions required the deployment of shelter technical advisors, and the deployment of two IFRC-led shelter coordination teams to El Salvador and the Philippines. Beyond support as required to these responses, efforts were focussed on the development of key tools and guidance, the consolidation of partnerships (e.g. with BRE, CRATerre, Arup, etc.), and further work on capacity building and training activities and the promotion of shelter at major events (e.g. Global Platform for DRR, etc.). In addition, support was provided to the early recovery and reconstruction phases of the ongoing operations from 2010 (e.g. Haiti, Chile, Pakistan, etc.), engaging in discussions with Zone colleagues to address the capacity building needs in their respective areas and in developing the longer-term planning for the department, as well as aligning this effort with the same of the Zones.

## Progress towards outcomes

### Programme component 1 – Best practice and policy

#### Outcome(s)

Sheltering preparedness, response and recovery activities of the International Federation of Red Cross and Red Crescent Societies reduce shelter risks and vulnerabilities and use best practices informed by successful programs.

#### Achievements

To address the issue of reducing shelter and settlement risks and vulnerabilities, a number of initiatives were undertaken in the previous years and these efforts were continued successfully in 2011. The development of the Participatory Approach to Safe Shelter Awareness (PASSA) tool has seen its completion in the first half of the year. The resources related to this tool consist of a manual, a handbook on shelter safety, a video, a training package and a webpage on Storyful where all material can be found (<http://storyful.com/alqrc/1000006024>). Currently PASSA is available in English and a French version is in its draft form. The tool was presented to a wider audience at the Asia Pacific Housing Forum in Bangkok in September and at the Shelter Center meeting in Geneva in November.

In 2011, a number of resources have been worked on to address the shelter issues in the urban context. A position paper on “Support to Capacity Development and to Host Communities/Families in Urban Areas” has been developed by the IFRC in partnership with UNICEF, as a joint deliverable of the IASC Reference Group on Meeting Humanitarian Challenges in Urban Areas (MHCUA). A more complete handbook on the subject for a Red Cross/Red Crescent audience is currently in advanced stages of development with the support of the Danish Red Cross. In addition to this, the publication “Sustainable Reconstruction in Urban Areas – a handbook” has been completed in the reporting period and is currently at printing stage. This tool has been developed in collaboration with SKAT. Furthermore, a manual on housing reinforcement for wood construction has been produced

in collaboration with the French Red Cross. Support was also given to develop the shelter risk reduction and climate change component of two regional initiatives, namely the IRIS Project and the Zambezi River Basin Project, to support the national societies in their efforts to build the safety and resilience of communities along river basins prone to disasters.

As part of the IFRC's commitment to compile and globally disseminate best practices and case studies, the Shelter Projects initiative has seen its third edition in the reporting period. Shelter Projects 2010 has been realized in collaboration with UNHABITAT and UNHCR. This year's publication has gathered 33 shelter responses in 18 countries. Ten of these responses were implemented by RCRC Movement. A dedicated website was established at [www.sheltercasestudies.org](http://www.sheltercasestudies.org) where the case studies of this year, as well as those of the earlier two editions can be accessed. As an additional contribution to these efforts, one video was developed on "Alternative Shelter Solutions" and the Chile case study after the 2010 earthquake has been documented. In active collaboration with CRATerre, efforts have continued to identify and capitalize on the best practices in the area of flood-resistant earth construction techniques. Also a number of key risk reduction documents and guidance material was translated from Portuguese to English with the support of Mozambique Red Cross, making these tools easier to disseminate further.

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

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

Following up on the outcomes of the annual meeting of the informal shelter reference group hosted by the French Red Cross in Paris in April 2010, work continued in 2011 on a document which aims to articulate the roles and responsibilities of various actors involved in shelter response after disasters. This exercise strives to streamline the interactions between global tools and shelter actors such as FACT, relief ERU, Shelter Technical Team (STT), shelter delegates (zone and country-level), shelter coordinators, assessment teams for recovery phase, etc. and to assist in maximizing the effect of shelter interventions after disasters. This framework, which articulates the shelter response after natural disasters, was presented in April at the 2011 meeting. The same document was also presented at the Relief ERU working group meeting in May. The framework was endorsed in its current form by all participants of both meetings.

In order to improve the quality of the emergency shelter solutions and to assess the effectiveness of the available options, two survey templates have been developed in 2011 in collaboration with the Planning and Evaluation Department. The surveys focus on two separate emergency shelter solutions, namely the IFRC shelter kit and tents, and they will provide insight on issues such as possible changes to the specification of the current kit, the need for advocating for a specific tent product, etc. The questionnaires are now accessible via SharePoint in order to facilitate and encourage input from field evaluations and operations.

### Constraints or Challenges

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

Similarly lack of donor interest and financial support in 2011 has undermines the capacity to deliver some of the planned support activities and put others on hold, such as awareness campaigns, demonstrative pilot projects and production of documentations in the form of videos, etc. to disseminate good examples.

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

## Programme component 2 – Capacity building

### Outcome(s)

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

### Achievements

The capacity-building focus of the global shelter programme has been to establish standardized shelter trainings at the global, regional and country level as appropriate; and to ensure that the shelter components of other institutional trainings are consistent with agreed Federation terminology and approaches to sheltering (relief ERU, FACT and RDRT trainings). In keeping with this strategy, two global shelter technical trainings (STT) for 2011 (eighth and ninth edition since 2006) were held in Ottawa, Canada on June and in Soesterberg, The Netherlands on November where 44 delegates were trained. These trainings were hosted respectively by the Canadian and the Netherlands Red Cross Societies and co-organized and delivered by both of them jointly with the Australian and the Spanish Red Cross Societies with support from IFRC. It was attended by participants from sixteen national societies, IFRC delegates and representatives from UNHABITAT, Arup and CRATerre.

Delegates who participated in this training with the requested technical profile were included in the IFRC roster for shelter delegates and are being deployed to different operations. Approximately 80% of the participants to the trainings have been deployed to an operation or returned to their positions managing shelter programmes in Canada, Haiti, Indonesia, Pakistan, Sri Lanka, Norway, France, Tajikistan, Sudan and Mozambique. The content of the training is constantly being updated to take into account new issues arising in the sector and the development of new tools and guidance.

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

Other trainings were delivered at regional level with a special focus in shelter with 50 RDRT members were trained. These workshops were organized by the Europe and MENA Zone offices with technical support from the Shelter and Settlements department and these were held in Tajikistan in July and in Morocco in December, for national societies from Central Asia (Kyrgyzstan, Tajikistan, Uzbekistan, Kazakhstan and Turkmenistan) and Middle East and North Africa (Morocco, Tunisia, Libya, Egypt, Syria, Jordan and Lebanon) respectively. Even though these two RDRT trainings had a standard structure and common sessions, adjustments were done to adapt them to their specific context and regional needs.

A third shelter regional training is planned to be given in the Americas in early 2012 (Formacion Regional Técnica en Alojamiento – FTA). This training differs from the other two in the content, in the sense that it is closer to the curriculum of the Global STT (2 modules: tutored distance learning and residential) than to that of the RDRT. The online module was done in 2011, using the distance learning component of the STT translated into Spanish and the classroom part will be revised and adapted to the regional needs. Customized support has been given to various national societies (e.g. assistance to Tanzania Red Cross in the development of a training session on camp planning) based on their needs and requests.

The training package for PASSA in French has been developed and a PASSA training has been delivered in Haiti in June 2011. During the 5-day training, 15 participants from the IFRC and three different national societies operating in Haiti were targeted (Spanish Red Cross, British Red Cross, and American Red Cross).

The development of the shelter kit training package CD in English and French in cooperation with the French Red Cross was completed. With the support of the Mozambique Red Cross, the package has also been made available in Portuguese. This tool provides technical advice on how to use the shelter kit and consists of all necessary technical documents, presentations and videos in both languages to run shelter kit training, as well as guidelines for trainers. This training package is now accessible on the FedNet. Furthermore, support has been given to national societies wishing to carry out shelter kit trainings. In Mozambique, around 140 people have been trained in 2011. For a

better understanding, a video on the utilization of the shelter kit is accessible to general public at <http://www.youtube.com/watch?v=vz8kj0rnZEk>.

The Shelter and Settlements Department has been involved in discussions with Danish Red Cross and the Universities of Copenhagen and Lund to include a module on shelter in their joint Disaster Management masters program. This training started on 10 October (4 weeks distance learning) and the residential module took place in Copenhagen from 7 to 18 November 2011. It is based on the IFRC Shelter Technical Training and was run in collaboration between these three institutions. There were 5 participants from 5 national societies (Vietnam, Pakistan, Tajikistan, Denmark and Tanzania) who participated. This collaboration is based on a general interest to support appropriate academic institutions on establishing shelter technical modules within existing masters related with disaster management or similar subjects with the intention to try to ensure that a better understanding of the shelter sector, during emergency and recovery phases after a disaster, is available for a wider audience.

Discussions have been initiated with the Oxford Brookes University/CENDEP (Center for Development and Emergency Practice) about the academic accreditation of the IFRC shelter trainings (Shelter Technical Training-STT and Shelter Coordination Training- SCT) by this university. The credit rating process has been initiated for the STT and should be completed during the first quarter of 2012.

In order to promote cross-agency learning and to position the IFRC on the theme of use of cash in shelter interventions, the case studies of Haiti and Chile have been presented at the UK Shelter Forum. A training module on cash and shelter was developed by the Cash Learning Partnership (CaLP) the last quarter of 2011 and it was delivered during the Shelter Coordination Workshop in Geneva in November.

### Constraints or Challenges

Many national societies do not readily have funding to support the participation of their personnel in such trainings. Similarly the serious underfunding of the global shelter programme in 2011 has restricted the financial assistance that can be provided to enable their participation. The Shelter and Settlements Department is also seeking opportunities for country-level trainings to minimize participation costs, as well as exploring online or distance-training methodologies to enable greater access to such trainings. In general in 2011, the effects of lack of dedicated resources, human and financial, within the IFRC to address the increasing demand from national societies and other players to develop their shelter and settlement capacities and knowledge, have regularly been felt.

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

Trainings at the global level are being useful; however they have a limited impact in terms of the number of people that can be trained. A more decentralized approach in which national societies take the lead in training staff and volunteers in different regions would bring better results. The experience of Australian Red Cross in this sense is very encouraging. Hopefully other national

societies will advance in this direction. The Netherlands Red Cross decided to follow suit and held the first technical training to this effect in November 2011. They will be holding a second one in 2012 but because financial constraints and policy decisions it is not clear whether they will be able to continue their support at this level. Apart from the formal Shelter Technical Trainings, there is a need to develop other types of trainings that are less resource intensive for awareness-raising on the issues around shelter addressing generalists, managers, and decision-makers. Tutored distance learning and self distance learning courses might help address these needs.

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

#### **Outcome(s)**

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

#### **Achievements**

Technical support continued to be given to operations in 2011 across all the Zones as necessary. Necessary shelter technical input was given to all emergency appeals and DREF appeals with a shelter component.

In the Americas, provision of technical advice to operations and relevant programmatic areas, in coordination with PADRU, has scaled up significantly during the course of the year (9 operations in 2011, providing shelter support to more than 67,000 households). Additional support was provided to the Haiti operation in the form of assistance in drafting, together with the Haiti shelter team, the shelter and settlements section of the Federation-wide Strategic Framework and in drafting the Integrated Neighborhood Approach, which streamlines all the sectors and activities of the Movement. Support to national societies was also continued in the region. Through the First Response Initiative project of the Canadian Red Cross in Central America, it has been possible to engage with the Honduran Red Cross. As a result the Honduran Red Cross has introduced shelter as part of their national plan. Furthermore the Caribbean network was supported by means of a backstopping mission to the “Housing Reinforcement of Vulnerable Communities” pilot project of the Jamaican and French Red Cross Societies in Jamaica.

Similarly in Africa Zone, technical support was provided to the shelter operation in Cote d'Ivoire following the election unrest. The shelter component of this operation was supported by the German Red Cross who funded the shelter FACT deployment and by the Swiss Red Cross who provided shelter kits. Upon request from the Zone, a mission was carried out to support Gambia Red Cross Society in relation to a resettlement action plan which they were asked to contribute to by their government. Based on the key findings of the mission, report with scenario planning recommendations has been presented to Gambia prime minister and shared with the Sahel Regional office and the Director of Africa Zone. In the second half of 2011, responding to a request by the Seychelles Red Cross, a consultant was recruited to draft a shelter contingency plan at national and district level for the national society. In addition to these country-level engagements, the shelter focal point for Africa in the department participated in the disaster management coordination workshop held in Johannesburg in April to explore regional and country level approaches to shelter, existing capacities and expertise and to identify additional technical and

capacity building needs. The 2010 DREF operation in Gambia where the funds were used for shelter intervention was one of the case studies presented at the DREF donor forum in 2011 (<http://www.ifrc.org/Global/Publications/disasters/dref/cs-Gambia.pdf>).

In Asia Pacific, where the Zone had been relatively well-resourced with two Zone shelter delegates for most of the year, support to operations was less intensive. However in August, the Zone made a request for additional capacity as one of the delegates was leaving and there was no immediate replacement. A mission of three weeks to the Zone office was undertaken to provide the team with general support to ongoing initiatives in the region. Also a regional shelter delegate position for the Pacific has been opened during the reporting period. The position was filled in April and is being supported by the Australian Red Cross. In MENA Zone as well, dialogue has started with the Zone colleagues on how to support the national societies involved in shelter programming. Efforts will be intensified and the possibilities will be explored further in 2012.

Work on improving the shelter products continued in 2011. To highlight the recent family tent product, jointly developed in 2010 with UNHCR and ICRC, a technical flyer has been produced. The flyer provides tips in programming tent set-up and guidelines on tent installation. In order to promote greater consistency in the provision of post-disaster shelter assistance, the International Federation has decided to continue the successful collaboration with ICRC and UNHCR to look into innovation options for tent and winterization kit solutions. Through collaboration with the UNHCR, the research on a light weight tent solution has been launched, including agreement for defining design criteria, targeting leading manufacturers involved in the research, methodology and timeline of the research and development process. In addition, close collaboration has been taking place with the Swiss Red Cross on the issue of tent products and other shelter items. The Swiss Red Cross tent has been adopted as the rigid frame tent model for the IFRC. In addition, to complement the shelter kits with other shelter items in the Emergency Items Catalogue (EIC), a consultation group including a number of interested national societies, was initiated and specific kits suggested were developed including a carpenters kit, masons kit, clearing kit, bamboo kit and rubble removal kit. All specifications are accessible online at:

<http://procurement.ifrc.org/catalogue/overview.aspx?volume=1&groupcode=111&familycode=11100>

1. Coordination with key actors from the shelter sector continues to look into additional items that can be included in the EIC to improve and facilitate field programming. In addition, support in the form of discussions with suppliers and testing exercises has continued to identify and develop specifications on bedding and lighting solutions. The work of the IFRC Shelter Research Unit in Luxemburg has been supported as required including participation in the Steel Days event in November.

Two standardised post-deployment impact evaluation survey formats for the shelter kit and tents are now available online for valuable feedback on the use of these emergency shelter solutions. Also, the production of transitional shelter guidelines which had started in 2010 was finalized in 2011. After a peer review process which involved 19 national societies active in shelter programming, designs fulfilling the pre-defined criteria were included in this tool. This tool is in the form of a simple booklet with technical information and drawings of eight selected transitional shelter designs with a precise evaluation of their structural performance and detailed information to enable rapid procurement and improvement of the designs. The main objective of this resource is to accelerate early design phases of shelter programs and to ensure a greater predictability for early recovery in the shelter response. This product was presented to a wider public at the Asia Pacific Housing

Forum in September in Bangkok, as well as at the Shelter Center meeting in November in Geneva. To assist the shelter delegates further, agreement with a design software company, ProjeCAD, has been reached to provide 25 licenses free of charge. The licences are being made available to the delegations and national societies, following a needs-based prioritization.

Two sets of operational thematic guidelines were commissioned in the first half of the year to address the issues of settlements and community infrastructure in the aftermath of disasters. A team of two consultants undertook an intensive desk study in February, followed by a field visit to Sri Lanka and Maldives to gather project information and learn from experiences there. Both guidelines were finalized by the end of 2011 and are currently in the production process. This effort has been co-funded by the tsunami unit. In the second half of the year, the guidance on including older people in emergency shelter programmes, produced in collaboration with HelpAge International was translated into French, Spanish and Russian. Digital versions of the translated guidelines are currently available on FedNet for reference and printed versions will be prepared in early 2012 with the support of the British Red Cross. Initial work has also started on the decision-makers' guidelines for shelter programming and discussions will continue on how best to initiate this effort in 2012. Furthermore, discussions have been initiated with the health department to explore the possibilities of embarking upon a joint initiative to address the gap of guidance on livestock issue and the implications thereof on shelter and health needs of disaster-affected populations.

### Constraints or Challenges

Scaling up the shelter capacity of national societies remains a huge challenge. There is still an absence of clear pre-positioning and preparedness strategy for shelter solutions including tents and shelter kits. In addition, the donor community continues to underfund shelter stock pre-positioning and provide support to regional and national pre-positioning plans, despite the lessons learned from large-scale emergencies which have highlighted the inevitable delay in the provision of emergency shelter when procurement, and in many cases, production, has to take place after a disaster. Furthermore, to identify local appropriate shelter options continue to pose a major challenge for the shelter sector. The International Federation continues to explore open, flexible solutions based on locally available materials and the mobilisation of the local economy and material suppliers rather than shelter product providers. In 2011, the establishment of the IFRC SRU, whose main mandate is shelter materials research and development, remained complex and challenging as the discussions on statutes and working modalities took longer than expected and will be finalised in 2012.

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

Another impediment to providing better operational support is the lack of shelter and settlement related guidance and tools in other IFRC languages than English. The resources accessible in French, Spanish, Russian and Arabic are still very limited and their production is mainly an issue of available resources.

## Programme component 4 – Coordination

### Outcome(s)

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 to enhance humanitarian shelter capacity for effective response to emergencies, through the continuing development of cluster tools and initiatives, strengthening of surge capacity system and delivery of annual trainings for coordination personnel. At country level, IFRC led or continued to provide support to shelter clusters in Myanmar, Lesotho, Haiti, El Salvador, and Philippines, as well as to ongoing and open-ended clusters in Mozambique and Nepal.

IFRC continued to lead the Shelter Cluster in Myanmar after cyclone Giri into 2011, following activation in October 2010. However, the operation was already moving into the recovery phase and, as it had been agreed in 2010, the coordination of this cluster was handed over to UNHABITAT on 10 January 2011. A coordinator from Canadian Red Cross and an Information Manager from IFRC had been deployed to coordinate the Shelter Cluster in Myanmar with the support of the IFRC country delegation. Following each cluster deployment, IFRC commissions an independent review, which for this deployment, along with past independent reviews, can be found in the Shelter Cluster website<sup>1</sup> ([https://www.sheltercluster.org/Pages/Cluster\\_Evaluations.aspx](https://www.sheltercluster.org/Pages/Cluster_Evaluations.aspx)).

A shelter cluster coordinator from South Africa was deployed for a month to Lesotho to support the emergency phase of the shelter cluster coordinated by UNHABITAT. The coordinator provided expertise in the emergency context as well as support in information management. The IFRC did not launch an emergency appeal to respond to floods in Lesotho in January and February of 2011, providing support to the national society instead through its Disaster Relief Emergency Fund (DREF). As there was no IFRC emergency appeal, this restricted IFRC capacity to fundraise towards shelter cluster coordination in country and limited the support it could provide to the shelter cluster in Lesotho.

The coordination of the Shelter/NFI cluster in Haiti after the 2010 earthquake was handed over to UNHABITAT in November 2010. However, a number of issues related to this operation required substantive follow-up during 2011. The independent review of the IFRC-led shelter cluster in Haiti was finalised and is available in the above mentioned website. In addition, case studies on the Shelter/NFI cluster in Haiti and on sub-hub cluster coordination were developed both in written and video formats ([https://www.sheltercluster.org/Pages/The\\_Coordination\\_Team.aspx](https://www.sheltercluster.org/Pages/The_Coordination_Team.aspx)).

Given the scale and complexity of the shelter operation in Haiti and the fact that urban disasters such as this one are likely to happen again in the future, it was deemed necessary to carry out an evaluation of the issues that shelter actors identified when implementing shelter projects in Haiti after the 2010 earthquake. IFRC, as Global Shelter Cluster lead for natural disasters, and in particular as having been the coordinator of the Shelter/NFI cluster in Haiti, was well placed to

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

undertake this evaluation on behalf of the shelter sector. Terms of Reference were drafted and shared with shelter actors, including Red Cross Red Crescent Partner National Societies. IFRC issued a tender and selected an independent consulting firm to carry out this evaluation. The final report was released in December 2011, and is publicly available together with the accompanying response to its recommendations at the IFRC evaluation database<sup>2</sup>.

In response to extensive damage caused by Tropical Depression 12-E in El Salvador in October 2011, international humanitarian assistance was mobilized by many agencies. Following the prompt return of families from collective centres, the Government requested coordination support in the shelter sector, and IFRC deployed a Shelter Coordination Team (SCT) to support and complement Government's coordination efforts. The SCT consisted of a Coordinator, an Information Manager, and a Recovery/Technical Advisor, the latter through an agreement with UN-HABITAT. For the following three months, the SCT developed coordinated strategic plans and standards for shelter and NFI related interventions, held regular meetings with all cluster stakeholders, and reported consolidated progress analysis on behalf of all partners. IFRC lead extended into 2012, eventually handing over responsibility to Habitat for Humanity – El Salvador. Materials developed during the course of this Shelter Cluster deployment are publicly available on the ShelterCluster.org platform<sup>3</sup>, and a review will be completed in mid-2012.

On 15 December 2011 Tropical Storm Washi (locally known as Sendong) hit the northern coast of Mindanao Island in the Philippines, causing severe damage and displacement predominantly in Cagayan de Oro and Iligan cities. Following the Philippine Government's acceptance of the offer for international humanitarian assistance, the Humanitarian Coordinator and OCHA requested IFRC support to convene the shelter cluster on 30 December 2011. This would allow stronger leadership within the shelter sector as well as an enhanced advisory role to the Department of Social Welfare and Development (DSWD). IFRC responded by deploying a two-person SCT, including a Coordinator and an Information Manager, and by providing continued remote support to assist in the coordination of the humanitarian shelter response. Dedicated shelter assessment capacity was also deployed for the first time, drawing upon the institutional collaboration between IFRC and Acted.

Other support to country level shelter clusters included ongoing technical advice on establishing appropriate methodologies for national societies to coordinate shelter cluster contingency planning efforts in countries where clusters are activated on an open-ended basis (e.g. Mozambique, Nepal, etc.). Furthermore, a special session on the shelter cluster and the role and functioning of the shelter coordination team was held at the Heads of Delegation meeting in the Asia Pacific Zone in March, with the collaboration of Geneva and Kuala Lumpur shelter colleagues. The Q&A document that was produced based on the discussion at this meeting was also distributed to other Zone colleagues to serve as a reference document in their dialogue with heads of country and regional delegations.

At the global level, IFRC continued to participate in interagency initiatives as Global Shelter Cluster Lead for natural disasters. IFRC provided input to a number of IASC fora, such as the Needs Assessment Task Force and its Multi-sector Initial Rapid Assessment (MIRA) process, to the meeting between donors and global cluster coordinators, and to the Sub-Working Group on the

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<sup>2</sup> <http://www.ifrc.org/en/publications-and-reports/evaluations/>

<sup>3</sup> <https://www.sheltercluster.org/Americas/ElSalvador/ElSalvadorFloods2011/Pages/default.aspx>

Cluster Approach. IFRC also continued to support the plan that the Global Shelter Cluster defined for 2011 at the Global Shelter Cluster meeting held in Geneva in November 2010.

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

In contribution to improved cross-cluster information sharing and best practice development, IFRC, through participation in the former IASC Task Force on Information Management, contributed resources to the development and delivery of a basic information management (IM) learning program aimed to build IM capacity across clusters. This 8-week, 6-module mentored distance learning has had 2 pilots completed with the participation of roughly 100 individuals representing all clusters. IFRC has taken a lead in developing the content of the training (through the IM Training sub-group) and has contributed moderation and mentoring services through both pilots.

As reflected in the plan of action of the Global Shelter Cluster, a number of tools are being developed to improve the quality and predictability of coordination services delivered at country level. During the last part of 2010, IFRC and HelpAge developed a guidance document on how to address age issues when implementing shelter programs. The document was finalised and printed in 2011, with Spanish, and French versions available in electronic format<sup>4</sup>. Additional guidance material developed throughout 2011 includes shelter cluster coordination at the lowest level, the sub-hub level, which helps close the accountability line all the way from the global level down to the beneficiary; a number of dissemination materials explaining the Shelter Coordination Team (SCT) and its different roles in order to improve the understanding of the shelter cluster by related stakeholders; and guidelines for better communicating with affected population, developed in collaboration with Infoasaid and building on the successful experiences in improved communication with affected population arising from both Indonesia West Sumatra earthquake and Haiti earthquake response. All these materials can be found at the shelter cluster website<sup>5</sup>. Finally, a Coordination Handbook was developed in the latter half of 2011, which together with the existing coordination toolkit will form a body of knowledge and good practices to help coordinators do their job better and also to explain more clearly to others how shelter cluster coordination is done and what they can expect from it. The Coordination Handbook will be finalized, printed, and made available online in the first half of 2012.

The website that was hosting all clusters ([www.humanitarianreform.org](http://www.humanitarianreform.org)) is no longer operational, with no clear alternative currently available through OCHA. Considering the critical need for an online web-platform where shelter agencies can share and access key information, IFRC has developed a website for the Shelter Cluster, [www.sheltercluster.org](http://www.sheltercluster.org). This website supports the sharing and dissemination of information in active cluster deployments as well as serves as the cluster "memory" and knowledge management system for past responses. Within the platform,

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<sup>4</sup> <https://www.sheltercluster.org/References/Pages/Age.aspx>

<sup>5</sup> [https://www.sheltercluster.org/Pages/The\\_Coordination\\_Team.aspx](https://www.sheltercluster.org/Pages/The_Coordination_Team.aspx).

members of the cluster can intuitively navigate to a particular response and retrieve the most current strategic, technical guidance, and activity updates while also capitalizing upon lessons learned and products developed in previous responses in the same country or region. The website also provides valuable information services for the Global Shelter Cluster activities and useful reference materials for all shelter agencies.

Development of this site has been significant throughout 2011, with the majority of the development occurring in the second half of the year. Phase 1 of site development is complete and ShelterCluster.org has already been piloted in two IFRC-led clusters in El Salvador and Philippines. UNHCR, which leads the Shelter Cluster in conflict related crises, has agreed to use this website for all global cluster activities and is beginning to use the site in support of country level clusters in CAR, Cote d'Ivoire, DRC, and Somalia. Also, a large body of archived and reference material from previous cluster deployments from 2006 to 2011 has been uploaded and made publicly available on the site for potential use in future responses. It is envisioned that the site will continue to grow in content, usage, and function in order to better communicate important information through a single point-of-entry supporting cluster partner agencies acting in the shelter sector.

In April 2011, Finnish Red Cross agreed to support the Global Shelter Cluster by hosting and co-funding the position of Global Focal Point for Coordination, with the British Red Cross providing additional support for this function as of November 2011. Along with the Global Focal Point for Information Management, hosted and funded by Canadian Red Cross, both roles provide much appreciated support to the Global Shelter Cluster. The two Global Focal Points provide surge capacity in case of cluster activation at country level, and are deployed at very short notice to start coordinating the shelter cluster after natural disasters until a dedicated Shelter Coordination Team (SCT) is mobilized. Once the SCT is deployed, the Global Focal Points support the team to carry out country level coordination, initially in-country for a few days and then through remote support. Global Focal Points also capture good practices and useful tools that teams develop so that they can be used by other teams in the future and to build into existing trainings. Global Focal Points work closely with the Senior Officer, Shelter Coordination, based in Geneva to support SCTs and the country level and Global Shelter Cluster preparedness.

IFRC has continued to work with other Global Shelter Cluster agencies to provide improved coordination services. For instance, IFRC has continued its ongoing dialogue with the Disaster Resource Partnership of the World Economic Forum to establish a clear common mechanism for qualified personnel from large construction companies to be made available pro bono to shelter actors after natural disasters for project specific and time-limited activities. IFRC and the Cash and Learning Partnership (CaLP) have developed a cash and shelter module, which was piloted once in 2011. Care and IFRC are working to improve accountability of the shelter sector both downwards towards affected population and upwards towards donors. Finally, ACTED has developed a methodology for enhanced assessments for the shelter cluster at country level, which has been first used with IFRC in the response to Tropical Storm Washi in the Philippines in January 2012.

The annual Global Shelter Coordination Workshop was held in November 2010, ahead of the Global Shelter Cluster meeting so that participants can stay on to join their respective agency representative where applicable. The Global Shelter Coordination Workshop aims at reviewing shelter cluster deployments carried out during the year, capture best practices, revise current practices, methodologies and tools, and exchange experiences. It is extremely valuable to bring the

recommendations put forward by practitioners directly to Global Shelter Cluster agencies at the Global Shelter Cluster meeting that follows.

The Global Shelter Cluster met twice in 2011, through a mid-year teleconference in June, and through the annual Global Shelter Cluster meeting in November. IFRC, as cluster lead for natural disasters, co-organized these meetings and supported the Reference Groups that advance on different priority issues between meetings. At the Global Shelter Cluster Meeting in November, four global priority issues were identified to advance in 2012, including assessing impact, increased predictability in shelter cluster funding, increased support on housing, land and property issues, and enhanced shelter cluster coherence. More information on these meetings, the action points and other activities of the Shelter Cluster at the global level can be found at [www.sheltercluster.org/global](http://www.sheltercluster.org/global).

### Constraints or Challenges

The Shelter and Settlements Department continues to advocate for and promote the cluster commitment in their respective geographic focus areas and facilitate the induction of colleagues at different levels of the IFRC Secretariat structure on cluster coordination. However, sometimes the rapid turnover of staff at country, regional, or Zone levels or inconsistent roles and responsibilities across Zones and Geneva in the current decentralized environment hinder the systematic promotion of the cluster role. Furthermore, misperceptions and misunderstandings of the cluster approach and IFRC's role in the Shelter Cluster continue to pose challenges, especially at field level where there are no dedicated focal points to clarify the issues arising.

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

In 2009, donors requested the IASC that funds for coordination at country level be requested at country level appeals. Since then, IFRC has been including the costs of coordinating the shelter cluster at country level in the IFRC Emergency Appeal, through a separate global project attached to that appeal. However, there are a number of emergencies where no IFRC appeals are launched. This was the case in the Myanmar cyclone Giri, where the government requested not to launch international appeals, in the Lesotho floods, and in other medium-scale emergencies. In these cases, IFRC uses the Global Shelter Programme as the vehicle for funding these deployments. The Global Shelter Programme also covers the cost of supporting the Global Shelter Cluster. In 2011 very limited funds were received in support of the Global Shelter Programme, which severely limits the extent to which IFRC can undertake these activities.

## Programme component 5 – Sector support and networking

### Outcome(s)

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

### Achievements

The first Europe and Central Asia Housing Forum (<http://www.ecahousingforum.eu/>) took place in Budapest in April 2011. IFRC started collaboration with Habitat for Humanity, UNECE and UNDP on the organization of this event in the second half of 2010. It has been an event where participants coming for the entire region have appreciate the possibility of bringing together academics and practitioners, creating networking opportunities, engaging participants on genuine participation and sharing of experiences and best practices within the different countries. One of the results of the event is the identification that there was a strong need for “dialogue” in the sector, and that this event could become a platform for facilitating that in the medium to long term. A brainstorming workshop was held in September in Bratislava as the first step to start to draft the program for the second edition in April 2013. The second edition of the forum will take place in early 2013.

The Asia Pacific Housing Forum (<http://www.aphousingforum.org>) has taken place in Bangkok on 7-9 September 2011. This was the third edition of this biannual event and IFRC, who co-organized the event together with Habitat for Humanity, attended with a number of speakers, facilitators and participants. PASSA and “Transitional Shelter: Eight Designs” were presented at breakout sessions and the issues of regulatory barriers to shelter was one of the main topics of the plenary discussion, with two IFRC representatives present on the experts panel. All of the national societies in the region that are active in shelter programming were invited to the event. The response was low due to other priorities and financial constraints, however Nepal Red Cross Society was present, as well as a number of partner national societies working in the region. The fourth edition will be held in Indonesia in September 2013. Also in Americas some new alliances have been forged between the IFRC and international shelter agencies. For example, the Latin and Central America office of Habitat for Humanity has become a partner in delivering the PASSA training planned for 2012 and in the upcoming Regional Forum for Adequate Housing. In 2012, these new partnerships will be bolstered further with new initiatives.

In the first half of the year, IFRC signed an agreement with BRE Global to develop a BREEAM-based self assessment tool to measure the sustainability impacts and performance of the initial response and recovery operations in the aftermath of a natural disaster. BREEAM ([www.breeam.org](http://www.breeam.org)) is the world's leading design and environmental assessment method and rating system for sustainable buildings. A BREEAM assessment uses recognised measures of performance, which are set against established benchmarks, to evaluate a building's specification, design, construction and use. They include aspects related to energy and water use, the internal environment (health and well-being), pollution, transport, materials, waste, ecology and management processes. The proposed tool for use in the post disaster response and recovery phase will address the wider settlement issues, informed by the BREEAM Communities approach to the sustainability assessment of the built environment in a given context. The first meeting of the project board took place in May in Watford, UK, followed by a second one at the beginning of December. IFRC has put together a project consultation group comprised of various national societies, shelter agencies and donors. The draft project scoping document that has been developed in 2011 will be tabled for discussion at the first meeting of this consultation group, scheduled for early March 2012. The tool is envisaged to consist of two components, one for the

emergency phase and the other for the longer-term recovery phase. The project will have a total life span of 18 months.

A considerable amount of work has also been put into the process leading up to the International Conference. In many recent disasters, property rights and procedural issues have posed significant challenges to providing shelter solutions for families whose homes have been destroyed or damaged. Resolving these and related issues has been identified as critical both to long-term recovery and short-term solutions after a disaster. “Overcoming regulatory barriers to equitable emergency and interim shelter solutions after natural disasters” was one of the agenda points in the 31<sup>st</sup> International Conference in November with the focus on what can be done in the short-term and interim shelter stages. To provide substance to this agenda point, a report covering the major issues and best practices was prepared. The Shelter and Settlements Department worked very closely with the colleagues specializing on International Disaster Response Law on the production of this material. In addition to the desk study, collection of case studies and key informant interviews that have already taken place, an expert group meeting was convened in July to provide content to this effort. A resolution mandating the IFRC to undertake initiatives in this direction in the coming 4 years was accepted at the Conference. A pilot project in Asia Pacific to address the issue of regulatory barriers has been launched and support was provided to the Zone team as necessary in the drafting of the concept note, project terms of reference and budget. The first phase of the project, a desktop review of the existing frameworks in a selected number of countries will commence in the first weeks of 2012. The shelter team was present throughout the General Assembly and the International Conference at the division stand, providing information to more than 90 national societies and numerous other interested parties about the shelter and settlements initiatives being undertaken.

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

Work has continued with partners on existing collaborations. With Practical Action, the last (Tool 11: Standards) of the People-Centered Reconstruction Tools has been completed. A website has been established for case study submission for Shelter Projects 2010 and for the promotion of previous editions of this collaboration with UNHABITAT and UNHCR (<http://www.sheltercasestudies.org>). In addition, a number of events in 2011, such as the Global Forum for Disaster Risk Reduction in Damascus in March, provided the opportunity to highlight and promote the shelter aspect in reducing vulnerabilities. Furthermore, the IFRC has co-organized an event with UNHABITAT on “Linking Humanitarian Shelter to Long-term Reconstruction” during the World Reconstruction Forum which took place in Geneva in May. The event was well attended by donors, shelter agencies and shelter practitioners.

Internally, the shelter and settlements program has been contributing to other programs’ initiatives since its inception in as far as shelter issues were associated (e.g. Sphere project, Regional Response Plan development, risk in urban context, disaster law, regional response units development, Regional Intervention Team system improvement, participation and promotion of DRM platforms such as Desaprender, finding the integration into DRR programs in different countries,

health and shelter synergies development, etc). These and similar activities will also continue in 2012 as far as the resources allow.

### Constraints or Challenges

As with the other objectives, funding constraints in 2011 has adversely affected the progress of activities for sector support and networking. For example, it has not been possible to produce some material in hard and soft copies (E.g. CRATerre flyer) and therefore guidance could so far only be made available in electronic format.

### Working in partnership

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

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

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

Project-specific collaborations have been established with a number of UN agencies including UNDP, UNHABITAT, UNHCR, UNICEF and UNOCHA; IOM; international and national NGOs including Acted, CARE, CartONG, Catholic Relief Services, CRATerre, Displacement Solutions, Habitat for Humanity, HelpAge International, MapAction, Oxfam GB, Practical Action, ProAct, RedR UK, Save the Children UK, Shelter Centre, and the World Wildlife Fund US (WWF-US); technical and academic institutes including Copenhagen/Lund Universities, the Open University of Cataluña, and Oxford Brookes University (CENDEP); and private sector support initiatives including Aid & International Trade and the World Economic Forum. New agreements are under development with a number of actors in the shelter sector including CRATerre and ARUP. In addition, collaboration continues with UNHCR and ICRC to additional winterization and light-weight shelter solutions to complement the tent specifications developed in 2008.

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

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

### **Contributing to longer-term impact**

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

The regional and national shelter workshops, and the supporting database of best practices, also encourage the sharing of lessons learned and knowledge management. Standardized monitoring tools have been developed, including the shelter kit survey, a beneficiary satisfaction survey, and a replicable methodology for undertaking longitudinal economic impact studies of shelter programmes. As part of the multi-year planning for the program, the shelter and settlements program developed its Long-Term Planning Framework for 2012-2015

([http://www.ifrc.org/docs/appeals/annual12/Shelter\\_LTPF12.pdf](http://www.ifrc.org/docs/appeals/annual12/Shelter_LTPF12.pdf)). The drafts of this framework were shared with the Zone counterparts during the process and where possible the Zone shelter colleagues and the department team have aligned the various components. A monitoring and evaluation plan will be developed in 2012 to track the progress against this framework and to develop the best approaches to following up on the indicators and desired results.

In accordance with its shelter cluster lead role, the IFRC has developed, and is utilizing a performance management system to appraise the coordination service and the impact of the cluster during an emergency. Independent reviews of each deployment of a Federation shelter coordination team are commissioned and publicly shared. Recommendations are appraised through a standardized global consultation process and an annual workshop involving shelter coordination team personnel and cluster advisors. At the global level, the IFRC has established thematic reference groups co-led by cluster partners to promote greater ownership of and accountability for,

global preparedness activities. Given the scale and the complexity of the shelter operation in Haiti and the fact that urban disasters such as this one are likely to happen in the coming future, it was deemed necessary to carry out an evaluation of the issues that the shelter actors found when implementing shelter projects in Haiti after the 2010 earthquake. IFRC as Global Shelter Cluster lead for natural disasters, and in particular as having been the coordinator of the Shelter/NFI cluster in Haiti is well placed to undertake this evaluation on behalf of the shelter sector. Terms of Reference were drafted and shared with shelter actors, including Red Cross Participant National societies. The evaluation was finalized in December 2011 and the report will be made available in 2012 on [www.sheltercluster.org](http://www.sheltercluster.org).

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

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

## Looking ahead

In 2012, the outputs of the completed studies and initiatives will be disseminated to the national societies and shelter community. The community infrastructure and settlement guidelines will be printed and distributed and new guidance material will be worked on. The sustainability benchmarking tool which is being worked on in collaboration with BRE Global will further take shape and the draft tool will be presented in the first half of 2012. The strategy for PASSA roll-out will be developed and put into action through training of trainers sessions.

In support of the cluster coordination efforts, the coordination handbook will be printed and made public by mid-year. Furthermore, [www.sheltercluster.org](http://www.sheltercluster.org) website will be further populated and put at the service of the shelter community. The Philippines and El Salvador evaluations are expected to be completed and shared with the wider public in the first half of the year. The terms of reference for the review of IFRC's shelter commitment, requested by the General Assembly in November, will be drafted and presented to the Governing Board in June.

The ninth edition of the shelter coordination training will take place on 4-8 June; venue is still to be confirmed. The tenth edition of the shelter technical training will take place in the Netherlands on 16-20 July, hosted by the Netherlands Red Cross. A second training for 2012 is currently being discussed with the interested parties. Furthermore, necessary support will be given from Geneva

level to the zone, regional or country-level trainings as requested. The first one of these will be organized in Israel on 15-19 April. Discussions are ongoing to support a shelter RDRT training in the South Asia region in September.

Important dates to keep in mind for 2012 are the annual Shelter Reference Group meeting on 23-25 April in Ottawa and the annual IFRC Shelter Coordination Workshop in the first week of November in Geneva. This workshop is open to all individuals who have been deployed as part of IFRC-led Shelter Coordination Teams (from IFRC, Red Cross and Red Crescent national societies, and IFRC partner agencies), and the individuals who are responsible for overseeing such deployments from the different agencies. This event will be followed by the Global Shelter Cluster meeting. At this annual two-day meeting the agenda points will be to review issues arising from country level clusters in 2011-2012, to gauge progress on key actions and priorities identified for 2012 and to look at the development of 2013 priorities. The World Urban Forum will take place on 3-7 September in Naples, Italy and the IFRC will be present at this platform, in addition to organizing a pre-event together with Habitat for Humanity.

## How we work

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

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

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Saving lives, changing minds.



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

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

Find out more on [www.ifrc.org](http://www.ifrc.org)

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