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Shelter and Settlements Annual Report

 International Federation
of Red Cross and Red Crescent Societies

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**This report covers the
period 01 January 2012
to
31 December 2012**

*Photo: Providing improved
shelter in Myanmar
Andreas Weissenberg /IFRC*



Overview

The goal of the Global Shelter and Settlements Programme is 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.

In 2012, shelter needs arising from disasters and crises continued to reflect the emerging trend towards more frequent small and medium scale natural disasters, compounded by population movements due to conflict and instability as in the Middle East due to the crisis in Syria and North Africa in Mali. National Red Cross Red Crescent Societies responded to 75 emergencies requiring a need for shelter assistance to affected populations through the use of IFRC's Disaster Response Emergency Fund (DREF), representing 88% of all DREF-supported responses. Similarly, the total number of IFRC Emergency Appeals (EA) including a shelter component in 2012 was 23, which represents 72% of all EAs for a total of 32. Both figures correspond to emergency response activities including the distribution of shelter items, shelter related relief items, emergency shelter, provision of shelter materials etc., but excluding health and drought specific DREFs and appeals. Emergency shelter activities requiring additional technical support at field level included the floods in Mozambique, Sudan and Nigeria, hurricane-affected Cuba and Haiti, and the impact of the typhoons in the Philippines. As convener of the Inter Agency Standing Committee (IASC) Shelter Cluster for natural disasters, IFRC coordinated the interagency shelter response to the typhoons in the Philippines in early January and in December. Following the seasonal flooding in Peru, IFRC coordinated the provision of multi-sectoral settlement assessments to inform the response and recovery activities of the local and regional authorities and the supporting agencies. In Fiji, IFRC coordinated the shelter response to cyclone Evan, and in El Salvador IFRC continued to coordinate the response to the tropical storm late in 2011.

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. Shelter risk reduction has been further mainstreamed through the Participatory Approach for Safe Shelter Awareness (PASSA) tool in different contexts in 2012 operations. During the course of the year, PASSA has gained momentum, its acceptance and

interest by National Societies has improved, it was included in Emergency Appeals with financial support from interested National Societies and partnerships with other international humanitarian agencies. Ongoing work to advance shelter policy and best practice deliberations were informed by the on-going large scale shelter/housing operations, and a shelter programming tool box, a set of over-arching guidance drawing upon the experiences of National Red Cross Red Crescent Societies and other leading agencies has been developed for finalisation in 2013. Key global and regional events, such as 8th World Urban Forum convened by UN Habitat and the inaugural Americas Regional Housing Forum co-organised by IFRC in collaboration with Habitat for Humanity and UN Habitat have been capitalised upon to ensure humanitarian shelter and settlement is integrated into housing sector discussions. This has included the promotion of integrated post disaster reconstruction, urban shelter response and shelter risk reduction informed by the wide range of Red Cross Red Crescent activities.

Shelter research and development activities have been enhanced through the formal establishment of the IFRC Shelter Research Unit, supported by the Benelux National Societies and based in Luxembourg. The ongoing collaboration between IFRC, ICRC and UNHCR continues to define industry-leading specifications for tents and key shelter relief items, utilised by other humanitarian agencies to inform their own procurement and stock piling and informing the supply and manufacturing sector. Through collaboration between its Shelter & Settlements and Disaster Law teams, IFRC has continued to advance the work on addressing the regulatory barriers to shelter following the resolution endorsed by States at the 2011 International Red Cross Red Crescent conference. A number of case studies and country level regulatory audits in Asia Pacific have identified key barriers and innovative solutions endorsed by the respective authorities, which will valuably inform similar country level analysis in the Americas and Africa. This work will be enhanced through collaboration with a leading, global law firm working through its country level offices. IFRC has also continued to work closely with the UN Special Rapporteur on the Right to Adequate Housing, particular on the recent work to promote greater recognition of diverse forms of tenure which is a key vulnerability in many hazard prone countries. This will inform engagement with the Human Rights Council, and initiatives with both donor governments and disaster affected states to reframe the understanding of security of tenure, particularly to enable the rapid and equitable provision of shelter assistance after disaster.

To further the professionalisation of humanitarian action, the IFRC shelter technical training received its accreditation from Oxford Brookes University in the UK as a masters level short course. The IFRC shelter coordination course will be similarly university accredited at masters level in 2013, with accreditation establishing shelter operations and coordination as externally bench-marked professional career paths for Red Cross Red Crescent and partner personnel. IFRC's partnership with the University of Copenhagen to provide a similar masters level short course in shelter and settlements after disaster for built environment professionals and others continues, and discussions are underway with RMIT University in Melbourne and the International University of Cataluña in Barcelona to provide similar courses in association with IFRC to broaden the geographical availability of such professional development opportunities. IFRC has also been advancing its work on the benchmarking of shelter through the development of a self-assessment tool on quantifying the sustainability of shelter and settlement activities in the aftermath of disasters.

Shelter activities at zone and regional level remain a challenge for the IFRC Secretariat, with both the MENA and Europe & Central Asia Zones lacking a dedicated shelter technical delegate due to insufficient financial resources. There is also a lack of clarity on the how IFRC's shelter leadership commitment will be delivered by the Americas Zone following the departure of the previous shelter delegate at the end of her contract. In Africa, welcome support from the Netherlands Red Cross has resulted in the deployment of a dedicated Zone shelter delegate at the end of 2012, and Canadian Red Cross support has enabled the continuation of the dedicated shelter delegate in the Asia Pacific Zone.

Securing the required financial and human resources to provide core services to National Societies at global, regional and country level remains a major challenge. In 2012, in addition to direct financial contributions and the provision complementary in kind support from key National Societies, creative cost recovery where possible and as appropriate ensured business continuity despite budgetary funding for 2012 activities at XX%. The lack of a common Secretariat-wide financial resource mobilisation strategy linked to agreed operational plans and budgets, and the resulting competition between business groups at global and zone level for available funding, presents challenges in negotiations with donor National Societies and external donors. Lack of clarity on the responsibilities and accountabilities for fund raising, the use of core-funded resources dedicated to fund raising, and how cost recovery principles can be applied to core Geneva Secretariat services to the Zones and the membership, has resulted in considerable demands on staff and management time and resources. In 2013 a reduction in the allocation of core funding for staff providing core services or implementing statutory commitments will heighten the need for clarity on resource mobilisation.

Working in partnership

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, American, Australian, Austrian, Belgian (Flanders and French community), British, Canadian, Colombian, Danish, Dominican Republic, Fijian, French, German, Luxembourg, Mexican, Mozambique, Nepal, Netherlands, Norwegian, Peruvian, Philippines, Spanish, Swedish, Swiss and Tanzanian Red Cross Societies; Jordanian and Qatar Red Crescent Societies; Magen David Adom (MDA); and the ICRC. A Memorandum of Understanding between the Netherlands Red Cross, Luxembourg Red Cross, Belgian (Flanders and French community) and IFRC established the IFRC Shelter Research Unit based in Luxembourg but registered as a separate legal entity with a Board of Directors comprised of representatives of the stakeholding partners. The existing Memorandum between IFRC, ICRC and UNHCR on technical cooperation was also extended in 2012. Global level Memorandums of Understanding for institutional collaboration a range of thematic issues at global, regional and country level have been signed or are being finalised with the follow agencies and institutions including UN Habitat, Habitat for Humanity, CRATerre (University of Grenoble), Oxford Brookes University and the University of Copenhagen. A Memorandum of Understanding has also been signed with AMEC, a global engineering and construction company to provide engineering design services on a pro bono basis to support IFRC shelter activities at global and field level. Project-specific collaborations have been established with UN agencies including UNHABITAT and UNHCR, UNDP, UNECE and UNOCHA; IOM; international and national NGOs including ACTED, CARE, Catholic Relief Services, CRATerre, Displacement Solutions, Habitat for Humanity, InterAction, Oxfam GB, Norwegian Refugee Council, and World Vision; research institutions including BRE Global; and private sector support initiatives including Aid & International Trade and the World Economic Forum.

Progress towards outcomes

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

Comments on progress towards outcomes

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

- **Shelter lessons learned workshops and events** have been convened with Movement partners as well as with external actors to exchange experiences and identify emerging best practices. For example, see Haiti Lessons to be Learned (April 2012)

<http://www.ifrc.org/en/what-we-do/disaster-management/responding/services-for-the-disaster-affected/shelter-and-settlement/haiti/>

- Contribution was made towards identification and on-going **consolidation of best practices** developed in the **Africa Zone** with highlights on emergency shelter solutions developed in Burkina Faso with the support of the Luxembourg RC, and on a deployment to Sudan of an RDRT shelter specialist from Tanzania RC. In both operations the shelter kit was revisited, customized and adapted to nomad communities.
- A **technical field visit** was organised to visit the shelter project in the Chocó region in Colombia. The programme is being implemented by the Colombian Red Cross, the Netherlands Red Cross and the Norwegian RC, supported DIPECHO funding. A small team comprising of IFRC shelter staff, shelter focal point of the American Red Cross and senior managers of the implementing NS visited this shelter/DRR programme, at both regional and global level, in order to assess what can be done in order to allow riverside communities to mitigate the effects of climate change. In just over one year (2012), the project improved the overall living conditions of all families of San José de la Calle. The entire community actively participated in the elevation of the existing school, construction of 80 new houses on stilts and of a 2,5m high footbridge, which allows people to safely stay connected during the floods. The innovative cost-effective technology has been used to build the 1km footbridge which was made out of locally produced slats of recycled plastic bottles. Disaster preparedness activities, first aid and hygiene promotion and safe construction trainings have been provided to ensure long-term sustainability and resilience of San José community. This case study is an example of good quality shelter/DRR work, which we aim to replicate in similar contexts.

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

- **Evaluations and analysis of shelter projects** have been completed both at country level (i.e. Colombia, Haiti, Sri Lanka) and at regional level through the best practice networks (ERVA organised with a competition of good regional practices) and trainings (analysis of case studies, comparing effectiveness of different approaches to sheltering).
- Systematic **evaluation of Shelter Kit distributions and new Kit developments** based on beneficiary feedback loops was undertaken.
- Contribution to the **evaluation of IFRC's shelter role**, as requested by the 2011 IFRC General Assembly and managed by the Under Secretary General for Programme Services with the support of the Planning and Evaluation Department.

Output 1.3. Develop and disseminate shelter communication and awareness raising products, tools and technologies

- The **shelter page on the IFRC public website** was extensively updated in 2012 and captures recent work making it available to external partners <http://www.ifrc.org/en/what-we-do/disaster-management/responding/services-for-the-disaster-affected/shelter-and-settlement/>
- A video on **Lessons Learned from Haiti**, which attracted 500 downloads so far, was shared within Red Cross Red Crescent Movement and external partners and is also being used as an advocacy tool with donors.
- **Wide dissemination of new tools was undertaken in 2012**, e.g. 'Sustainable Reconstruction in Urban Areas' and of Host Families Guidelines (final version published in 2012) through various workshops, trainings and global level events.

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

- **PASSA manual was translated into Spanish** with support provided by American RC, Canadian RC, and Norwegian RC to ensure wider use in Americas.
- **Systematic inclusion of PASSA into the Emergency Appeals in 2012**, such as the Hurricane Sandy Operation: Jamaica, Haiti, Cuba and Dominican Republic was successful, and it was also **presented as a DRR tool for Shelter** at a one-day training in Bhopa Response in the Philippines.

- **PASSA was promoted through systematic partnerships**, e.g. with Habitat for Humanity (HfH), through trainings and visibility, and a PASSA training co-organised with HfH took place in Nicaragua in January 2012.

Output 1. 5. Provide shelter and settlements policy guidance to the IFRC, NSs and others.

- Towards the end of 2012 the **Shelter & Settlement Programming ToolBox was developed and produced** as a direct follow-up of recommendations from the Ottawa Reference Group Meeting which took place in April 2012 and informed by the lessons learned workshops in particular the event focussing on the activities following the 2010 Haiti earthquake. The tool, of which the final version will be made available in 2013, will provide over-arching guidance on shelter and housing programmes informed by fieldwork and developed through a participatory methodology.
- **Policy and guidance was provided through direct support to operations in 2012** (Cuba, Jamaica, Dominican Republic, Haiti) and an indirect support to the Philippines and Mozambique operations was also provided.
- Policy and guidance was provided to other IFRC Secretariat departments (particularly to Community Preparedness & Risk Reduction and Disaster & Crisis Management) to raise awareness of shelter sector and its links to other disciplines.
- **Support for common initiatives such as the engagement of the Red Cross Red Crescent Movement in the 8th World Urban Forum** and contributions to cross-sector tools (i.e. Recovery Guidelines etc).
- Guidance on **sustainable approaches to post disaster reconstruction** through the sustainability bench-marking tool under development with BRE Global.

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

Comments on progress towards outcomes

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

- Review and standardisation of shelter & reconstruction **job descriptions** in consultation with Human Resources.
- The department was **continually involved in the resourcing and selection process of several shelter positions at Zone and country level** (Asia Pacific and Africa Zones, Haiti delegation), as well as contributed towards development of TORs for specific shelter positions.
- Continuation of full-time **internship** position within the Shelter & Settlement Department based in Geneva through collaboration with Oxford Brookes University and the establishment of career change opportunities for built environment professionals.

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

- The annual **IFRC Shelter Reference Group Meeting** took place in Ottawa in April 2012, hosted by the Canadian Red Cross. This was attended by the representatives of the American, Australian, British, Canadian, Danish, Netherlands, and Swedish Red Cross Societies, Qatar Red Crescent Society, IFRC Shelter Research Unit and the IFRC Shelter and Settlements Department. Progress on meeting the IFRC shelter commitment, the identification of emerging issues, and priorities for the coming year were addressed. In addition to the annual physical meeting, it was agreed to convene a virtual quarterly meeting. The follow-up virtual meetings were subsequently held in July and October of 2012.
- **Revision of the shelter session** included in FACT induction workshop and relief ERU

training was undertaken to ensure that it is consistent with agreed IFRC terminology and approaches to sheltering.

- Two **Shelter Kit Trainings of Trainers** (SK ToT) were delivered targeting 6 National Societies from the Africa Zone and 3 National Societies from Asia Pacific Zone. The trainings were funded by the Swedish RC. The first training in Africa was conducted between the 26th and the 29th of November 2012 and 6 National Societies participated from Africa and the Indian Ocean region. In total, 17 participants from the RC Societies of Madagascar, Mauritius, Namibia, Seychelles, Tanzania and Uganda were trained. Tanzania RC hosted the SK ToT with the support provided by the IFRC. The SK ToT in the Asia Pacific was organized in Malaysia between 26th and 30th November 2012 and it targeted 3 National Societies from South Asia and Southeast Asia regions: Indonesia RC, the Philippine RC and Nepal RC.
- The Swiss RC organised the **Shelter Kit training** in Ghana from 8th to 12th October 2012, with the support provided by the IFRC Zone office and Geneva. The training targeted 4 National Societies from Burkina Faso, Ghana, Ivory Coast, and Togo including Swiss RC country preventatives in Ghana, Mali and Togo.

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

- **IFRC Shelter Technical Training** – STT (global shelter surge capacity for operational deployments): the 10th edition of the STT (the first one as certified Masters-level credit-rated course by the Oxford Brookes University) took place between the end of May (5 weeks online module) and mid-July (6 days classroom component), with the residential phase completed in Soesterberg hosted by the Netherlands Red Cross and delivered jointly by the Australian, Spanish and Netherlands Red Cross Societies with support from the IFRC. Participants from 7 National Societies and the IFRC Secretariat attended the training. As a result, 16 staff or volunteers from 7 National Societies and IFRC Secretariat completed the full training (online and residential modules). Delegates having the required technical profile who participated in the STT were included in the **IFRC roster for shelter technical delegates** and some have already been deployed to different operations.
- Support was provided to the development and organisation of the **first shelter technical workshop in Spanish** (Formación Regional Técnica en Alojamiento-FTA) in the Americas, covering programmatic components for both preparedness and response phases. This training was based on the global STT. The on-line module was completed during Nov-Dec 2011 and it was based on the translation of the original distance-learning component of the STT into Spanish. The classroom component, hosted by the Colombian RC in January 2012 was revised and adapted to cover the regional needs. The training was supported by the American RC, Canadian RC, Spanish RC and the IFRC Secretariat, (America Zone Office and Geneva). 24 staff and volunteers from 11 different NSs in the Americas region attended the training.
- Support was provided to the **development of the shelter Regional Disaster Response Teams (RDRT) training in South Asia**. The training was organized from 16th to 21st October 2012, hosted by the Bangladesh Red Crescent Society with the support of the Australian Red Cross, British Red Cross, South Asia Regional Delegation and the Pacific Regional Delegation. 19 participants (staff and volunteers) from RCRC National Societies and Country Delegations in Afghanistan (2) Bangladesh (4), India (3), Maldives (3), Nepal (5) and Pakistan (2) were trained.
- Customised **support was provided to various National Societies**, such as assistance to the Jordanian Red Crescent and Magen David Adom (MDA) to **develop and deliver a workshop on management of international assistance in disasters with focus on logistics, shelter and relief distribution**. The training was held in Eilat, Israel. ICRC, IFRC Secretariat (MENA Zone logistics, Europe Zone disaster management and Geneva shelter) and PNSs (American and German), jointly with MDA and JRC were responsible for organisation and facilitation of the workshop. 26 staff and volunteers from both National Societies were trained.

Output 2.4. Accreditation at appropriate academic institutions of standardised technical training, and establishment of associated technical training modules.

- **The STT has become a certified Masters-level credit-rated course** (Shelter and Settlements in Emergencies, Natural disasters), in collaboration with, Oxford Brookes University in the UK. The IFRC STT is a competency based, assessed course worth ten masters level credits. Credits are also recognised internationally and the IFRC STT is equivalent to level 7 on the European Qualifications Framework (EQCA), whilst on the European Credit Framework, two UK credits are equivalent to one European credit (ECTS), which means that the STT held in the UK has the equivalent of five ECTS.
- Similar to the STT, a **process has been initiated to obtain accreditation for the IFRC's Shelter Coordination Training (SCT)**. In partnership with Oxford Brookes University the IFRC Shelter Coordination Training (Shelter Coordination in Emergencies, Natural Disasters) will become a certified Masters-level credit-rated course.
- The Shelter and Settlements Department has been supporting in collaboration with UNHCR, the development and delivery of a **Shelter after Disaster course within the Master of Disaster Management of the University of Copenhagen**. This is based on the existing collaboration agreement between IFRC and the University. The University of Copenhagen delivered the course from 10 September to 4 November (on-line and classroom components). There were a total of 21 participants out of which 5 were from 4 National Societies (Afghanistan, Hong Kong, France and Romania). This collaboration is based on a **general interest to support suitable academic institutions on establishing shelter technical modules within existing masters related to disaster management** or similar subjects, with a view to promote a better understanding of the shelter sector during emergency and recovery phases after a disaster and available to a wider audience.

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

- **IFRC shelter roster**, providing shelter surge capacity for operations and cluster deployments, was reviewed and updated.

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

Comments on progress towards outcomes

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

- The process to develop a second edition of the publication **“Transitional Shelter: Eight Designs”** was launched and the peer-review consultation process started in September requesting feedback on the existing manual. Shelter experts from 12 National Societies have responded positively to the invitation to form part of the task group. They have provided recommendations, which are to be captured in the second edition, to improve the manual and designs, including progressive and core shelters. For the second phase, consisting of design analysis of selected shelters, an MoU with AMEC (a leading engineering, project management and consultancy company) was signed. In 2013, AMEC will provide engineering advice to review and validate the provisionally agreed 12 shelter solutions, and from the information submitted AMEC will provide technical information (pro-forma drawings, specifications, bills of quantities) in a consistent format.
- In March 2012, the **“Post-disaster Settlement Planning Guidelines”** manual was launched with contributions by five National Societies (Finnish RC, German RC, Maldives RC, Sri Lanka RC, and the Norwegian RC) together with inputs from other departments within the IFRC Secretariat. The aim of these guidelines is to provide shelter practitioners

with a programming tool that assists them through the complexities of post-disaster settlement planning. The guidelines capitalise on experiences gained by the Movement in the 2004 tsunami response, and provide the key steps that need to be taken into account, presenting all stakeholders and mainstreaming the need for a participatory approach when working with beneficiaries. The annexes provide sample templates and reference tools.

- The “**Post-disaster Community Infrastructure Rehabilitation and (re)Construction Guidelines**” have been finalised to help IFRC give guidance in terms of planning, programming and implementation of reconstruction programmes by ensuring that they are well informed of key issues and that programmes adhere to relevant codes and standards. These guidelines draw on the experience of the Red Cross Red Crescent in post-tsunami Sri Lanka and elsewhere and are in line with best practices of Asia Development Bank and the World Bank.
- Drawing upon the Haiti experience, the “**Sustainable Reconstruction in Urban Areas Handbook**” has been edited with the objective to unpack the problems that confront many organisations, while providing step-by-step guidance on how to design and implement housing reconstruction programmes in cities.
- In collaboration between the Shelter & Settlements and Health, the development of **guidelines on integrating considerations for disabled groups into emergency shelter responses** has been initiated. The objective is to capture good examples of how the needs of disabled groups can be taken into account in shelter programming and to define appropriate standards, as well as participatory approaches for integration of provisions for disabled groups into emergency shelter responses. Contact has been established with Handicap International and CBM to set-up a partnership, including technical and financial contributions from all stakeholders. The MoU has been drafted and will be signed in early 2013.
- For a better overview of the shelter kit, and in collaboration with the French RC, the **shelter kit instruction flyer** was printed and is included in the packing list of each shelter kit. The flyer is also available on FedNet.
- In the second half of 2012 funding was secured to produce the **decision-makers and project management guidelines for shelter programming**. Work will start on these two sets of guidelines in 2013.
- The previously developed “**Guidance on including older people in emergency shelter programmes**” has been translated into French, Russian and Spanish and was disseminated to the appropriate zone, regional and country delegations.

Output 3.2. Technical support service made available to field practitioners.

- In terms of figures, the total number of DREF requests in 2012 including a **shelter component** was 75, which represents **88% of all DREFs** for a total of 85. The total number of Emergency Appeals (EA) including a **shelter component** in 2012 was 23, which represents **72% of all EAs** for a total of 32. Both figures correspond to emergency response having sheltering components, including distribution of shelter items, shelter related relief items, emergency shelter, provision of shelter materials etc., but excluding health and drought specific DREFs and appeals.
- In-country technical support to the Africa Zone included the floods response operation in **Mozambique** through a shelter delegate from the Australian RC, the assistance to the National Society in **Sudan** was provided by deployment of an NDRT shelter expert from Tanzania RC, who also participated in the FACT mission to **Nigeria**. Following the mission to Nigeria, a shelter position has been opened and fully funded by the British RC. The Swiss RC provided support with the shelter expertise to the National Society in **Cameroon** following a recent flood.
- **Operational support** was provided to post-Sandy operations in the Americas, more specifically by FACT deployment of an Australian RC shelter expert, recruitment and briefing of shelter delegates to support response in **Cuba** and **Haiti** and assistance on technical specifications for shelter emergency items (roofing kits for hurricane affected

- areas).
- In absence of a dedicated Shelter Co-ordinator position in the Americas Zone, in the second part of 2012 **remote assistance was provided** on a number of shelter-related requests in the **Americas**, such as operational plans that included risk reduction in Dominican Republic and improved housing typologies for Colombian projects in flood prone areas.
 - **Remote assistance** was provided to the **MENA Zone** in the absence of a dedicated Shelter Delegate. A special presentation on shelter was given to 15 National Societies at the Zone DM workshop in May 2012. In addition, specific requests from National Societies in the region with respect to trainings or resources were responded to or accommodated whenever possible. Geneva team also provided technical input to emergency appeals for Syria and the neighbouring countries and is on stand-by to provide technical expertise to the Zone and operations as necessary.
 - In the **Asia Pacific Zone**, **remote support was provided** for two months in July and August during the absence of a shelter delegate between the departure of the outgoing and the arrival of incoming delegate.
 - The **shelter focal point delegate to support the Africa Zone** funded by the Netherlands RC, started his one-year mission in early September and has been working in close collaboration with the IFRC Secretariat in support of the operations and has attended various trainings during October/November 2012.

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

- To improve **the shelter kit** new packaging has been designed. The new specification will simplify the transport of the tools, as well as provide more durability and the bag can be re-used for other purposes.
- With the support of TRADA (UK organisation specialised in Timber), the **specifications for different types of plywood** have been re-visited and updated. Within the framework of the tent Research & Development project launched in 2011 in collaboration with the ICRC and UNHCR, the development of the **self-standing tent and the winterization kit specifications have been finalised**. All products are included in the Emergency Items Catalogue (EIC) to compliment the shelter relief items and can be purchased for deployment.
- Joint collaboration between IFRC, ICRC and UNHCR continued on **improving shelter products** with on-going identification and development of other efficient solar lamp products, as well as a discussion on tarpaulin with pre-punched bands standardisation.

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

- Initiative has been launched jointly with the Legal Department to collect existing contractual documents and define generic **contractual standardised templates**, including cooperation agreement for reconstruction, MoU, completion of work certificate and handover formats.

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

- The second phase of the **tent R&D project** launched in 2011 in collaboration with the ICRC and UNHCR, for the **development of a light weight, self-supporting tent product** continued with definition of new requirements and development of prototypes. Two steering committees were organised this year to review the progress. In December, several prototypes were presented and 3 models have been pre-selected. In early 2013 each of the organisations involved will receive 15 samples for field analysis. Plastic tarpaulins fire resistance specification will also be included in the project, given they are a major tent component and suppliers have been requested to provide this requirement. The ICRC and UNHCR have confirmed their engagement to continue the research in 2013.
- Through an initiative of the Benelux National Societies the **IFRC Shelter Research Unit**

(IFRC SRU) was formally established with a mandate to improve humanitarian shelter solutions provided to the affected populations after disaster through enhanced technical research and innovation. The IFRC SRU has established partnerships or activity-based collaborations with a number of academic and research institutions including the Technical University of Eindhoven, Centexbel, CRATerre, Politecnico Milano and others.

- With the financial support from the European Commission's Research Executive Agency (REA), the **S(P)EEDKITS project** has been launched in 2012. It is a **large-scale collaborative project** including 14 other partners ranging from the private sector, academia and humanitarian field. IFRC is represented in this initiative by the IFRC SRU. This integrated research project aims at development of various 'kits' that can be pre-positioned, quickly and easily mobilised, that are modular and adaptable and that include 4 types of innovative shelter systems "ultra-light weight safe house unit", "collective unit", "family house unit" and "robust warehouse unit".
- Through a collaboration between Shelter & Settlements and Health IFRC has contributed to the Safe Access to Firewood and alternative Energy in Humanitarian Settings (SAFE) initiative, with its focus on options **for stove and cooking products**.

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

Comments on progress towards outcomes

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

- In support of the priorities identified at the 2011 **Global Shelter Cluster Meeting**, **four Working Groups were established** in 2012 to address enhanced shelter cluster coherence, consistent and comparative assessment of the impact of humanitarian shelter and settlement interventions, increased predictability in shelter cluster resources, and increased support in housing, land, property, regulatory and other barriers to meeting post-disaster shelter and settlement needs. These four Working Groups established work plans and produced key deliverables that provide guidance and practical tools to more effectively deliver and coordinate the humanitarian shelter response. The Working Group on enhancing shelter cluster coherence drafted a number of key documents outlining the scope and structure of the cluster, minimum requirements for country-level cluster leads and services to be provided by shelter clusters at the country level, as well as others outlining the boundaries between shelter and other key sectors, and addressing cross-cutting issues, such as gender and the environment. The Working Group on assessing impact produced the Shelter Cluster Assessment Guidelines, the Shelter Cluster Indicator Guidelines, and a compendium and indicator review of reference indicators to inform impact assessment at the country-level. The Working Group on Housing, Land, and Property rights and other regulatory barriers has mapped out the key issues that are most frequently found when implementing humanitarian shelter activities so as to prioritize the development of tools that will support country-level clusters in addressing these issues. It also developed a resource guide on Housing, Land, and Property guidelines, reports, discussion and academic papers, trainings, and international legal instruments and covenants that practitioners can refer to when dealing with these issues. Finally, the Working Group on predictable resources has identified the key resource requirements for the Global Shelter Cluster so as to be able to prioritize and target funding requests to interested donors.
- The **mid-year Global Shelter Cluster meeting/teleconference** was held in mid-June to address issues emerging from current country level clusters and review progress on the 2012 Global Shelter Cluster activities. The meeting/teleconference was well attended with a

total of 17 different organizations and 31 participants overall. A general update was provided to Global Shelter Cluster (GSC) agencies on the activities of the different GSC Working Groups and issues raised from country level clusters were integrated into the work plan of these Working Groups where possible.

- On November 1-2, the **Global Shelter Cluster (GSC)** held its **annual meeting** at the IFRC Secretariat in Geneva. With the highest number of participating agencies to date (64 participants from 31 organizations), the GSC addressed issues emerging from country level clusters and IASC global level cluster-related initiatives (in particular the transformative agenda), reviewed deliverables from 2012 activities, endorsed the nominations of agencies to a new GSC Strategic Advisory Group, defined the GSC priorities for 2013, and outlined its strategic direction for the period 2013-2017. Further information can be found at <https://www.sheltercluster.org/Global/Pages/default.aspx>.
- Further to discussions held at the 2011 GSC Meeting, where it was agreed that **Strategic Advisory Group (SAG)** would enhance the ability of the GSC to meet its global responsibilities, ToRs for the GSC SAG were developed and agreed upon in the first half of 2012. An interim SAG was established in July 2012 for a four-month interim period, during which the SAG would further elaborate its functions, composition, and procedures and update the existing ToR accordingly for endorsement at the GSC Meeting in November 2012. The interim SAG revised its ToR based on feedback from cluster agencies and developed the agenda for the GSC Meeting. The formal SAG was then established at the November GSC Meeting and initiated its activities shortly after, with a focus on developing the GSC strategy for the period 2013-2017 and defining the GSC thematic priorities for 2013, based on the strategic directions and key actions established at the GSC Meeting.
- IFRC has **developed a website** for the **Shelter Cluster** (www.sheltercluster.org), which supports the sharing and dissemination of information in active country-level cluster deployments as well as serves as the cluster "memory" and knowledge management system for past responses. The website also provides valuable information services for the Global Shelter Cluster activities and useful reference materials for all shelter agencies. During 2012, the website has continued 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 2012, UNHCR has joined efforts with IFRC to advance and promote sheltercluster.org. Both organizations signed a MoU at the end of June to strengthen collaboration on the development and maintenance of the shelter cluster website. The website has been adopted by both UNHCR and IOM as the key tool for document sharing in shelter clusters managed by those agencies.
- In its capacity as **co-lead of the Global Shelter Cluster**, IFRC joined the **Steering Committee of the Emergency Capacity Building Project (ECB)** on clusters and accountability, which supports the Global Shelter Cluster to advance accountability to affected populations in shelter coordination and response. The project has produced a number of tools to more effectively ensure accountability dimensions in project design and implementation. These tools were tested through a desk exercise in London as well as through a field-test in Bangladesh in the second half of October. Feedback from these tests was then incorporated and the tools will be finalized in the first quarter of 2013.
- 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 Multi-Stakeholder Cluster Meeting, and to the Sub-Working Group on the Cluster Approach, among others. IFRC also contributed to various papers and guidance notes produced within the context of the Transformative Agenda, such as the Cluster Performance Monitoring tools, and the Transformative Agenda protocols, and in particular the Reference Module for Cluster Coordination at the Country Level, endorsed by the IASC Principals in their December meeting.
- The **IASC Information Management Working Group** has been involved in ensuring common interests such as training/capacity building, websites, and data exchange practices in IM are addressed collectively. As clusters seek common ways of addressing capacity

gaps in information management, a sub-group on training has been formed to support the creation and delivery of distance learning to support Information Management capacity building. Additional resources from the International Training Centre of the International Labour Organization (ILO) have been secured to build a sustainable, long term supported, self-directed study of Information Management principles applied within the framework of the Humanitarian Project Cycle of the Transformative Agenda. To conceptualize and begin framing the training, a 3-day workshop in Turin, Italy with all partners (including IFRC, UNHCR, WFP, UN OCHA, UNICEF, and ISCRAM) met to review the objectives, content, and facilitation requirements for this training. The resulting online training material will be available for all humanitarian partners to develop information management training and awareness rising as a common, foundational training. It is anticipated that the distance-learning course should be piloted in July of 2013.

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

- Support to country level shelter clusters included ongoing technical advice for National Societies and IFRC Zone, Regional, and Country Offices to coordinate shelter cluster **contingency planning** efforts in countries where clusters are activated on an open-ended basis (e.g. Mozambique, Nepal, Philippines, Pacific Region).
- The Global Focal Point for Coordination has provided **strategic support** to the cluster agencies in El Salvador, including the National Society, that are engaged in response contingency planning for shelter. Habitat for Humanity leads the cluster in El Salvador for preparedness and recovery, while IFRC leads during emergency response.
- Heavy monsoon rains that started on the last week of June caused floods, flash floods and landslides in several districts of **Bangladesh**, mostly in the North, Northeast, and Southeast regions of the country. In light of the current understanding in country with regards to shelter cluster lead responsibilities shared by UNDP and IFRC, the IFRC delegation in Bangladesh requested support to help bring clarity and better articulate our cluster lead responsibility in Bangladesh in relation to UNDP. The Global Focal Point for Coordination and Information Management deployed to Bangladesh to advance the completion of an MoU with UNDP recognizing IFRC lead for disaster response and UNDP lead for preparedness and recovery, as well as to assess the needs for additional support in shelter coordination in response to the floods. The extent of the floods and in-country coordination capacities did not eventually call for the deployment of a Shelter Coordination Team but a draft MoU and SOPs between UNDP and IFRC was completed and endorsed by the legal department. It is now ready for signature at the country level pending feedback from UNDP. This agreement will significantly enhance shelter coordination preparedness in Bangladesh.
- Inspired by the **IASC, the Risk, Emergency, and Disaster inter-agency working group for Latin America & the Caribbean (REDLAC)** was established in 2003 as a platform for information exchange and coordination of humanitarian agencies working in the region. The OCHA Regional Office for Latin American and the Caribbean provides Secretariat services to REDLAC. Inspired by the cluster approach, REDLAC has established a number of sector-based regional working groups over the years, to better coordinate and prepare for disaster response at the regional level and support country-level coordination platforms, contingency planning, and sector response as required. In 2012, a group of REDLAC agencies working on humanitarian shelter in the region have come together to improve the effectiveness of the shelter response in disaster-affected countries. These agencies meet regularly with the aim of improving coordination, predictability, and a clearer allocation of roles and responsibilities among international humanitarian shelter actors in the region. Agencies in this group have agreed IFRC and UN-HABITAT to co-lead their meetings, considering their expertise and capacity in the shelter sector. The REDLAC Shelter Working Group has established formal links with the Global Shelter Cluster, to allow synergies and encourage joint efforts in advancing shelter coordination preparedness and more effectively provide support to the shelter response at the country level in Latin America and the Caribbean. The Global Shelter Cluster has provided support to this group in the

development of its ToR and work plan. The absence of an IFRC Shelter Coordinator in the Americas Zone office has hindered progress in all planned activities but IFRC and UN Habitat have agreed on a way forward to continue to provide leadership of this group in 2013.

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

- The 9th edition of the **IFRC Shelter Coordination Training (SCT)** was organized in the second quarter of 2012. This training provides a pool of trained staff that can be deployed as surge capacity for country-level shelter cluster coordination in response to emergencies. As in the previous edition it had two components: a four-week tutored online component on IFRC learning platform (April-May) and a one-week residential component hosted by Spanish Red Cross and co-funded by British Red Cross in the first week of June in Madrid, Spain. Participants attended it from five National Societies, IFRC Secretariat and other shelter cluster partners, including UNHCR, CARE International, World Society for the Protection of Animals (WSPA) and Danish Refugee Council (DRC). IOM, IMPACT Initiatives and UN-Habitat supported the delivery of the training through the provision of facilitators for some of the sessions. As a result, 16 staff or volunteers from 5 National Societies, IFRC and shelter cluster partners at global level completed the full training (online and residential modules) and joined the shelter coordination roster.
- Over the years, IFRC has progressively defined and refined its shelter coordination methodology through the emergencies in which it has convened the Shelter Cluster. With the support and active involvement of cluster partners including National Red Cross and Red Crescent Societies, operational NGOs and UN agencies, this methodology is now commonly understood. With the purpose of sharing its approach to shelter coordination more widely, IFRC published its **Shelter Coordination Handbook**, which provides an **overview of the IFRC's methodology for shelter coordination with its partners**. It is aimed at shelter coordination personnel, to provide a summary of the coordination functions; agency decision-makers at global or country level who may be contributing personnel to a Shelter Coordination Team or participating in a country level cluster; and donors and affected governments to ensure a better understanding of the coordination role and how this common, interagency platform can contribute to enhanced humanitarian response.
- The 5th edition of the **IFRC Shelter Coordination Workshop** took place at the IFRC Headquarters in Geneva between the 29th and the 31st of October. This annual event brought together personnel from IFRC and partners involved in IFRC-led shelter cluster coordination at the country-level, to review and revise IFRC shelter coordination methodologies, tools and practice. Drawing on the experiences of shelter cluster coordination over the past year, participants reviewed what had worked well and what needed improvement, and got up-to-date with recent developments in country-level shelter cluster coordination guidance and tools. For the first time this year, a full day of sessions on issues of common interest were held jointly with UNHCR on Tuesday, 30 October. The workshop reviewed existing tools for coordinated assessments, cluster performance monitoring, the shelter cluster coordination toolkit, and guidance on gender and shelter.
- Following the Shelter Coordination Workshop, IFRC organized, in collaboration with LEGS, a half-day **shelter and livestock awareness-raising training** session in October 2012. 21 people attended the session from various shelter agencies, National Societies, shelter practitioners and IFRC departments.

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

- IFRC continued to lead the shelter cluster in **El Salvador** into 2012, following extensive damage caused by Tropical Depression 12-E in October 2011. IFRC deployed a Shelter Coordination Team (SCT) to support and complement Government's coordination efforts. The IFRC-led Shelter Coordination Team (SCT) consisted of a Coordinator, an Information

Manager, and a Recovery/Technical Advisor, the latter through an agreement with UN-HABITAT. 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, 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. An evaluation of this SCT deployment has been carried out by the Global Focal Point for Coordination.

- In January 2012, IFRC deployed a team to lead the shelter cluster following Tropical Storm Washi (locally known as Sendong) in the **Philippines**. The four-person SCT included a Coordinator, an Information Manager, an Assessment Coordinator, and a GIS expert, the two latter through agreements with ACTED. The SCT worked closely in support of the government, providing assessment capacity, technical advice and coordination and information management services to ensure the implementation of appropriate shelter solutions and to ensure a seamless transition from emergency shelter to permanent housing, particularly for those who were most vulnerable. IFRC handed over the shelter cluster lead to the government and IOM for the coordination of the recovery efforts. A review of this IFRC-led shelter cluster has been completed and is available at https://www.sheltercluster.org/Pages/Cluster_Evaluations.aspx.
- As a result of an identified gap in the response to seasonal floods in **Peru**, IFRC was requested to provide support, in coordination with government authorities and other clusters, to carry out a detailed shelter assessment, develop a shelter strategy, and undertake advocacy activities on behalf of the shelter sector. A three-person SCT including a Coordinator, an Assessment Coordinator, and a GIS expert, the two latter through agreements with ACTED and IMPACT, was deployed in June-July. A detailed shelter assessment was completed and presented to local and national government authorities, donors, and shelter agencies in Peru, along with a recommended shelter strategy. The deployment was closely supported by the Peruvian RC which has now taken an active role in shelter cluster leadership outside of disasters. The assessment and shelter strategy have informed the shelter and settlements plans of the regional government in Loreto.
- In response to typhoon Bopha (local name Pablo) which made landfall in the **Philippines** on December 4, IFRC deployed a Shelter Coordination Team (SCT), comprising a coordinator, an information manager, a technical coordinator, an assessment manager and a GIS/database expert. The SCT has been supported through in-kind and financial contributions from British Red Cross, Canadian Red Cross, Australian Red Cross and Swedish Red Cross, as well as through an agreement with ACTED, a partner organization of the Global Shelter Cluster. As is standard practice in IFRC-led shelter clusters, the SCT was exclusively dedicated to the task of cluster coordination, independent of PRC and IFRC operations. The SCT has facilitated the conduct of a shelter cluster assessment, and the development of the shelter cluster strategy and technical guidance and standards, while providing information management, disaster risk reduction guidance and advocacy on behalf of the affected population.
- Tropical Cyclone Evan hit **Fiji** from 16 to 18 December 2012 as a Category 4 storm with winds of more than 240 kilometres per hour. In order to better coordinate the response of humanitarian agencies to the damage caused by the cyclone, the Fijian Government established the cluster system, mirroring the Pacific regional model, and requested IFRC to provide support in convening the shelter cluster. As a result, IFRC deployed a Shelter Cluster Coordinator to help set up the cluster, identify shelter coordination needs and provide recommendations on the core functions of the cluster for the next months.

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

- Building on past discussions on how the **Disaster Resource Partnership-World Economic Forum (DRP-WEF)** could support the work of shelter cluster agencies and a joint IFRC-DRP emergency shelter training for future deployments in November 2011,

SOPs were developed in 2012 to define the process for deployment of DRP-WEF member company's human resources and assets. A meeting was held on May between a small group of key humanitarian shelter specialists from different shelter operational agencies and high-level private sector representatives to explore avenues for partnership in disaster preparedness, risk reduction, response, and recovery. The meeting focused on agreeing on the draft Standard Operating Procedures for deployment of DRP human resources in support of shelter cluster agencies and on identifying joint initiatives that could be carried out on a pilot basis, whether in the context of disaster response or addressing existing shelter vulnerabilities in disaster-prone areas. There was no major natural disaster that called for the deployment of DRP-WEF assets in 2012 through a process facilitated by the shelter cluster, but interest remains to test this partnership in future disasters. The impact caused by typhoon Bopha in the Philippines in December 2012 may provide an opportunity to put the SOPs into practice in 2013.

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

- There was no major natural disaster in 2012 that called for the establishment of separate dedicated shelter technical coordination of the Movement's shelter response. However, the Shelter and Settlements department has supported the implementation of the **Council of Delegates Resolution (CD/11/R2) on Movement components'** relations with external humanitarian actors, through regular participation in the Working Group established in-house to advance the resolution recommendations and contributing to the initial draft guidance on coordination with UN agencies and humanitarian coordinating bodies.

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

Comments on progress towards outcomes

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

- The **MoU with CRATerre** (institute specialised in earth construction and traditional local techniques) has been finalised and areas were set-up for potential collaboration with emphasis on technical support to NSs.
- A **dialogue on the need for specialised technical assistance was initiated with key institutes** to prospect modalities of assistance e.g. TRADA specialised on timber, CBM and Handicap International specialized in disability.
- Contribution was made to an on-going discussion with **UNHCR and ICRC for joint initiatives** to harmonise and standardise shelter items for the humanitarian sector.
- Contributed to **cross-sectorial initiatives** with other technical departments e.g. health, food and nutrition, logistics, etc.

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

- **Shelter Projects third edition** (launched in early 2012) was produced, including 10 Red Cross case studies from on-going shelter operations.
- Initiation of **Shelter Projects fourth edition 2011-12** which includes case studies selected by an editorial board (TAC) and led by the IFRC, UN-Habitat and UNHCR.
- Establishment of a dedicated website for the Shelter Projects initiative, www.sheltercasestudies.org

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

- Collaboration with BRE Global continued on the development of a **self-assessment tool to benchmark sustainability in shelter and settlements interventions in the aftermath of a natural disaster**. This project was initiated in 2011. Following a number of exploratory

meetings between partners in 2011, two Project Consultation Group (PCG) meetings took place in March and November 2012. The PCG has eight members and consists of National Societies, shelter agencies and donors. BRE team produced a matrix on the issues to be developed for the emergency and recovery phase tools. This matrix has been disseminated to shelter experts for their feedback and input. Based on responses received and following input of the PCG members, the project is currently focusing on developing 15-20 of the issues in detail. The first piloting of the tool is planned in the first half of 2013. In addition, agreement has been reached with IBM to develop an online version of the tool. This work will be carried out under the framework of IBM's Discovery Grant, where the services of two consultants for a total of 124 hours will be provided free of charge towards this initiative.

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

- Work based on the 2011 International Red Cross Red Crescent Conference resolution on regulatory barriers to the provision of shelter solutions in short and medium-term has been initiated and advanced. This project is being undertaken in collaboration with the DLP team in Geneva and Zones. Phase 1 of the **regulatory audit project** jointly undertaken by the shelter and DLP teams in six countries in the Asia Pacific Zone was completed and presented to the involved National Societies through a workshop in July in Kuala Lumpur. Phase 1 of the audit in the Americas is currently underway with two consultants having been appointed. Additionally an introductory meeting was held with Herbert Smith Freehills – global law firm (5th largest in the world and largest in Asia Pacific) – to discuss the provision of pro bono legal advice for the initiative especially in regards to the audit aspect.
- The on-going focus on **security of tenure issues** by the UN Special Rapporteur on the Right to Adequate Housing has led to increased support and interest in IFRC's work by a number of stakeholders. An Experts' Meeting was convened by the Special Rapporteur on the right to adequate housing, Ms. Raquel Rolnik on 'Security of tenure: cornerstone of the right to adequate housing' in October. The two-day meeting was attended by IFRC and delegates from 30 diverse organisations, including government ministries, the World Bank, CBOs, academics, philanthropic foundations, human rights institutions and intergovernmental and non-governmental organisations.
- IFRC played an active role in the **Housing, Land and Property ('HLP') Working Group** for the Global Shelter Cluster, where HLP issues faced by shelter practitioners were identified, a number of which are encouraged by regulatory barriers. Practical solutions for the six most common issues will be worked upon in 2013 by the working group which in turn will enhance the work being advanced on the regulatory barriers initiative.

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

- Contribution to the **organization of the next Europe and Central Asia Housing Forum** (April 2013) with Habitat for Humanity, UNDP, UNECE was made to define the content and agenda, participants, general logistics of the event and assessment of the sessions submitted for next year's conference.
- First **Americas Regional Housing and Habitat Forum** was held in Bogotá in September 2012 (ERVA) and was co-organised by IFRC, Habitat for Humanity, UN-HABITAT and Minuto de Dios (national partner). The event was well attended with over 200 people coming from regional public authorities, INGO's and grassroots organisations addressing 4 topics: access to adequate housing, risk reduction and vulnerable habitat, housing finance and right to the city. This forum aimed at systematically learning from regional experiences and selected award-winning case studies through a competition run by organising agencies. The organisers of this initiative aims at replicating it every two years in the region, and next Forum is to link up with the **World Urban Forum** which will be held in Medellín, Colombia, in 2014.

Output 5.6: Promote shelter and settlement issues on key humanitarian action and

diplomacy initiatives.

- Co-authored with BRE, an abstract paper was submitted for the **6th International i-Rec International Conference on Sustainable post-disaster reconstruction**: from Recovery to Risk, in order to present the sustainability self-certification initiative.
- Participation at the **4th International Disaster and Risk Conference** which took place in Davos in August 2012. The IFRC participated in the session given by Royal Institute of Chartered Surveyors on “Increasing disaster resilience through participative development of standards in land management, urban planning and construction” and contributed to the poster session of Global Task Force on Building Codes.

Stakeholder participation and feedback

At the global level, the IFRC Shelter Reference Group comprising National Red Cross and Red Crescent Societies is the primary forum to identify issues, needs and priorities, and to review progress on previously agreed priorities. At zone and regional levels, internal and external workshops and events on best practices in sheltering and housing issues provide the opportunity for National Societies to identify and engage on issues particularly relevant to their domestic and regional activities. At country level, the field trainings and technical workshops provide the opportunity for both headquarters and branch personnel as well as volunteers to inform the focus on future activities and the use of available resources, and to inform regional and global level prioritisation. Given the limited dedicated shelter capacity at zone level to ensure regular dialogue with National Societies, in 2013 priority will be given to using available resources for country level activities that also establish modalities to enable all interested National Societies to more effectively determine the ongoing IFRC shelter agenda.

As Global Shelter Cluster convener for natural disasters, together with UNHCR as lead agency for shelter in conflict situations, IFRC has overseen the establishment of the Global Shelter Cluster Strategic Advisory Group (GSC SAG) comprising representatives of leading UN & NGO shelter agencies. Informed by the GSC annual review and prioritisation meeting and mid year teleconference, the SAG meets at regular intervals to oversee the work of the cluster at the global level and the formation and activities of task-specific working groups. These working groups are themselves lead by interested agencies, to ensure the work of the cluster capitalises on the expertise of the diverse range of participating agencies. At country level, shelter strategies and advocacy issues are similarly determined by the participating agencies, coordinated by IFRC and its co-lead partners. To inform its own role as cluster convener, IFRC organises an annual coordination workshop for personnel from National Societies and partner agencies who are deployed to undertake the coordination role to reflect on coordination methodologies, deployment mechanisms, working with national authorities, ensuring inclusive and representative cluster decision-making etc. In 2013, a network of country level cluster coordinators will be established, supported by the global cluster, to ensure that the work at global level is fully informed by country level experiences and priorities.

Key Risks or Positive Factors

Key Risks or Positive Factors	Priority High Medium Low	Recommended Action
Scope of the shelter/housing sector poorly understood by agencies, donors etc., resulted in inadequate and inconsistent support for and prioritisation of shelter	H	Use of IFRC's leadership role to advocate on behalf of the sector through all appropriate internal and external platforms, particularly as part of the Humanitarian Diplomacy agenda.

IFRC's leadership role in shelter has been welcomed by external agencies and partners and has had a positive impact on advancing sector practice and key issues.	H	Ensure wider Secretariat and membership is aware of IFRC's leadership role, what this entails and how to both capitalise on and advance this role
Lack of clarity on the responsibilities and accountabilities for fund raising, the use of core-funded resources dedicated to fund raising, and how cost recovery principles can be applied to core Geneva Secretariat services to the Zones and the membership.	H	Governance and senior management guidance on the cost coverage of core Secretariat services.

Lessons learned and looking ahead

In recognition of the financial constraints on the Secretariat, individual National Societies and external partners, the focus in 2012 was on developing creative approaches to delivering on key activities through innovative partnerships and collaborations at all levels to maximise available resources and in kind contributions. With further reductions in the allocation of core funding, and expectations that this will be addressed through additional voluntary or programme funding, 2013 will require the scaling up of collaborations with partners to access resources and the prioritisation of activities that enable cost recovery. Successful collaborations include Partner National Societies taking on a Secretariat role to coordinate and deliver field level trainings in countries where they have a significant operational presence, and this will be expanded where possible in 2013 with other interested National Societies. Similarly, in 2012 IFRC entered in formal partnerships with a number of agencies, institutions and private sector entities to provide specialised technical services and capacities to complement Secretariat resources and to promote the use of such services by zone and country offices. The use of such services will be promoted in 2013, with an additional focus on joint resource mobilisation to strengthen Red Cross Red Crescent capacities in these areas where appropriate. Secretariat-resourced activities will prioritise activities that address country level needs whilst capturing national experiences and expertise as part of the emerging shelter community of practice.

In 2012 the Global Shelter Cluster benefited from increased engagement by UNHCR, to complement the previous significant investment in staff and management time by IFRC, and enhanced governance procedures enabling greater engagement in and ownership by participating agencies. In 2013 this should be advanced through the establishment of regional focal points with a dedicated shelter cluster role hosted by interested partner agencies. At country level, the establishment of a supported network of country cluster coordinators, and a focus on enhanced cluster-based preparedness drawing upon the capacities of agencies with a country presence, should provide greater predictability and preparedness for response.

Financial situation

See http://www.ifrc.org/docs/LTPF%20Process/LTPF/2012/SC2LTPF_12arf.pdf

The 2012 financial report does not reflect multiyear funding received in 2012 for expenditure on activities in 2013. Voluntary or programme funding received for activities budgeted for 2012 totalled CHF 1,770,529, or 80% of the required budget of CHF 2,196,725. Total expenditure against 2012 funding was at 71%, allowing for the recommended 20% carry over to ensure business continuity at the start of the following calendar year. The activities that were funded but not completed in 2012 were primarily zone and country level initiatives affected by the absence of an Africa Zone shelter delegate until September 2012, a lack of an Americas Zone shelter delegate from September 2012, and a gap in the staffing of the Asia Pacific Zone delegate in the middle of the year.

Securing the required financial and human resources to provide core services to National Societies at global, regional and country level remains a major challenge. In 2012, in addition to direct financial contributions and the provision complementary in kind support from key National Societies, creative cost recovery where possible and as appropriate ensured business continuity despite funding for 2012 activities at 88% of the reduced budget. The lack of a common Secretariat-wide financial resource mobilisation strategy linked to agreed operational plans and budgets, and the resulting competition between business groups at global and zone level for available funding, presents challenges in negotiations with donor National Societies and external donors. Lack of clarity on the responsibilities and accountabilities for fund raising, the use of core-funded resources dedicated to fund raising, and how cost recovery principles can be applied to core Geneva Secretariat services to the Zones and the membership, has resulted in considerable demands on staff and management time and resources. In 2013 a reduction in the allocation of core funding for staff providing core services or implementing statutory commitments will heighten the need for clarity on resource mobilisation.

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.

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

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

Find out more on www.ifrc.org

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