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Annual report 2013

Shelter and Settlements

 International Federation
of Red Cross and Red Crescent Societies

SC2D4

MAA00019

17 April 2014

**This report covers the
period**

01 January 2013

to

31 December 2013

*A woman sweeps the surroundings of her
newly built house in Barangay Central, Davao
Oriental, Philippines
19 May 2013
Alanah TorrablaIFRC*



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 2013, 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 in the Middle East due to the crisis in Syria. As convener of the Inter Agency Standing Committee (IASC) Global Shelter Cluster for natural disasters, IFRC coordinated the interagency shelter response to the tropical storm in Bangladesh, the tropical cyclone in Fiji for which funding was secured from ECHO enabling continuation of the shelter cluster coordination and the response to various emergencies in the Philippines: typhoons Bopha and Haiyan, as well as the earthquake in Vaiyas. The flood response in operation in Mozambique continued to receive support through an IFRC deployed shelter coordinator and information management services; and as part of the shelter sector support provided by IFRC in its cluster role to humanitarian shelter agencies, to inform the post-typhoon response in the Philippines an analysis of legal and regulatory barriers to the provision of shelter assistance was shared to raise awareness within shelter cluster agencies of such barriers and practical solutions.

National Red Cross Red Crescent Societies responded to **81 emergencies requiring a need for shelter assistance** to affected populations through the use of IFRC's Disaster Response Emergency Fund (DREF) and Emergency Appeals. This represents **77% of all IFRC 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. More than **7.6 million people** affected by disaster in 2013 received shelter assistance in the form of emergency or temporary shelter and shelter-related non-food items through IFRC relief and recovery activities. Total expenditure on shelter-related disaster assistance in 2013 was **CHF 108 million**.

Shelter risk reduction has been further mainstreamed through the Participatory Approach for Safe Shelter Awareness (PASSA) tool by the successful running of several PASSA “training of trainers” (ToTs) in the Asia Pacific region during the first half of 2013. PASSA is also being applied as part of response to the emergency operations in the Americas (Hurricane Sandy Operation). As a result of increased cooperation with Habitat for Humanity, a pilot programme on urban risk reduction, urban regeneration, and the upgrading of slums will continue into 2014. The Post-Conflict Recovery Programme (PCRP) in the north of Sri Lanka is another example where the best practice owner-driven approach was implemented. This was documented in a report and video which were highly valued by country and global level teams as it provides insight, recommendations and visibility to a large scale complex reconstruction programme.

In April, the IFRC in collaboration with Habitat for Humanity, UNECE, UNDP and UN-Habitat organised the 2nd Europe & Central Asia Housing Forum, a biennial gathering that brings together leading professionals committed to the cause of sustainable housing. Building on the foundations of the first event, the 2013 forum expanded on the four main themes: regulatory frameworks, housing solutions, housing vulnerabilities and housing and human development. In another collaboration with Habitat for Humanity, the IFRC co-organised the 4th edition of Asia Pacific Housing Forum in Manila, with IFRC leading the track focussed on “Building Resilience to Disasters and Climate Change” track. Representatives from the IFRC, partner National Societies and National Societies in the Zone were involved in both events as panellists and participants.

Shelter research and development activities have been enhanced through the formal establishment of the IFRC Shelter Research Unit (IFRC-SRU), supported by the Benelux National Societies and based in Luxembourg. Following detailed research, the IFRC-SRU held a 2-day conference informing a large audience on its findings on comparison of different anchoring systems and their performance in different soil types. A large IFRC-SRU collaborative project continuing since 2012 is looking into development of 4 types of innovative shelter systems. The on-going 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.

To further the professionalisation of humanitarian action, the IFRC shelter technical training is now accredited by Oxford Brookes University (OBU) 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. In the last quarter of the year, IFRC’s partnership with the University of Copenhagen provided 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. The tool will be assessed during the shelter course events.

Acknowledging the knowledge and capacity of the commercial engineering and construction sector, and the similar expertise and capacity of academic research facilities, IFRC has advanced its formal collaboration with leading companies and institutions. The partnership with AMEC has resulted in the publication of “Post disaster shelter – ten designs”, a catalogue of re-engineered shelter designs from National Societies and partner non-governmental organisations as a key reference for shelter practitioners in the field. AMEC have also provided pro bono support to the IFRC-led Philippines shelter cluster, in the form of remote GIS and mapping assistance and the structural review of shelter designs proposed by cluster agencies. Similarly, the partnership with CRAterre, an institute specialised in earth techniques, has resulted in the provision of technical assistance to reconstruction projects in Benin, Nigeria, and Haiti.

To reinforce the linkage between health and shelter, a partnership between IFRC and with major agencies with expertise in supporting people with disabilities (CBM and Handicap International) has been established and there is continued collaboration to better integrate disability aspects into shelter programming, in close cooperation with the IFRC’s Health Department.

Compared to the increased engagement of external actors on issues related to security of tenure and regulatory barriers, participation by National Societies to directly address the 2011 International Red Cross and Red Crescent Conference resolution on the regulatory barriers to meeting post disaster shelter needs has remained limited due to the operational demands on key personnel. However, work has progressed, with the pilot study in Asia Pacific moving into its second phase including a case study on Nepal. Collaboration with the United Nations Special Rapporteur on the Right to Adequate Housing, and the Norwegian Refugee Council resulted in a high level meeting hosted by the UK Government with donors and other shelter agencies to raise awareness of the main challenges involved in dealing with security of tenure in the provision of humanitarian shelter and building of consensus towards developing an operational definition of security of tenure.

Continued collaboration with Herbert Smith Freehills (HSF), a global law firm (5th largest globally and largest in Asia-Pacific) in order to secure pro bono legal support for the IFRC’s work on the regulatory barriers to shelter has resulted with the HSF office in Jakarta analysing national regulatory issues related to shelter settlement. This pilot will be followed up by similar exercises looking at other disaster prone countries in Asia Pacific and in Africa.

The IFRC/BRE Global initiative to Quantify Sustainable Approaches to Natural Disasters (QSAND) through a self-certification process has benefited by partnering with IBM who developed the specifications for the online version of the emerging tool. Components of the draft tool were field-tested in Sri Lanka by IFRC, and further piloting by partner agencies in different contexts has been agreed.

The IFRC provided support to the organization of the 6th i-Rec conference “Sustainable Post Disaster Reconstruction: From Recovery to Risk Reduction”, which was held in Ascona, Switzerland

in May 2013. The conference was attended by participants from academic institutions, the IFRC, shelter agencies, practitioners, private sector and students. The IFRC and BRE Global jointly presented the progress on the QSAND tool development.

Shelter activities at zone and regional level remained a challenge for the IFRC Secretariat in 2013, with MENA and Europe & Central Asia Zones lacking a dedicated shelter technical delegate due to insufficient financial resources. The shelter delegate in the Africa Zone completed his mission at the end of August and no replacement has yet been identified. However, a positive development in the Americas Zone is the appointment of a new shelter-in-emergencies focal point for the Americas, based in Guadalajara, Mexico, who was recruited with support of the Shelter and Settlements Department and deployed regionally. The Americas focal point started his mission in August.

Securing the required financial and human resources to provide core services to National Societies at global, regional and country level are a major concern. Despite the direct financial contributions from key donors, and creative cost recovery where possible, ensuring business continuity given these financial constraints remains a major challenge. 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 heightens 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 surge capacity personnel in emergencies, and collaboration on activities. These include the, American, Australian, Austrian, Belgian (Flanders and French community), Benin, Bangladesh, British, Burkina Faso, Burundi, Canadian, Central African Republic, Colombian, Congo Brazzaville, Cuba, Danish, Democratic Republic of Congo, Dominican Republic, East Timor, Fijian, French, German, Haiti, Indonesia, Luxembourg, Madagascar, Mali, Mexican, Mozambique, Myanmar, Nepal, Netherlands, Norwegian, Peruvian, Philippines, Reunion, Rwanda, Spanish, Sri Lanka, Swedish, Swiss, Tanzania and Vietnam Red Cross Societies; Jordanian, Qatar and Syrian Arab Red Crescent Societies; Magen David Adom (MDA); and the ICRC.

In 2013, the Shelter and Settlements Department continued working with numerous partners from the shelter sector as well as various academic institutions. A global level MoU was signed with Habitat for Humanity international (Regional Housing forum, PASSA trainings, developing proposals and resource mobilisation for regional and country-specific DRR activities); the partnership continued with AMEC, a leading engineering and construction project management company (for development of the publication “Post-disaster: 10 designs” and provision of technical assistance to the shelter cluster in the Philippines); an MoU was signed with CRATerre, an institute specialised in earth techniques (for provision of assistance in development of reconstruction projects in Benin, Nigeria and Haiti); a co-operation agreement was signed jointly with CBM and Handicap

International (in order to strengthen the linkage between health and shelter through better integration of disability into the programming), and the partnership with BRE Global on the sustainability initiative continued successfully.

The IFRC's Shelter and Settlements Department continued and furthered its co-operation with academic institutions in order to continue to professionalise the humanitarian shelter sector. Agreements were signed with Oxford Brookes University for the accreditation of the IFRC Shelter Global Trainings, and with the University of Copenhagen for provision of a similar masters level short course in shelter and settlements after disaster. A new MoU was signed with Royal Melbourne Institute of Technology (RMIT) and discussions are currently progressing towards the completion of an agreement with University of Cataluña in Barcelona, to provide similar courses in association with the IFRC in order to broaden the geographical availability of such professional development opportunities within the sector.

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

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.

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

- Promotion of best practice through various web-based tools such as the IFRC public website, the website of the Global Shelter Cluster co-led by IFRC www.sheltercluster.org, www.sheltercasestudies.org and the Shelter Centre library. In 2013 several RCRC **case studies** including flood and earthquake responses in Haiti and Colombia have been **documented and disseminated as good practice** in the shelter and risk reduction sector. The shelter case studies website, linked to the flagship publication Shelter Projects, now has over 130 projects analyzed and published.
- **A video** called [The IFRC Shelter Commitment](#) was produced and was screened at the General Assembly in November 2013 in Sydney, to compliment the shelter evaluation report delivered by the Secretary General as part of the agenda.

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

- In response to the 2012 Nigeria operation, an evaluation of the response has been undertaken aiming to analyse the level of **beneficiary satisfaction** who received shelter assistance through a distribution of shelter kits. The findings confirm the relevance and the appropriateness of the shelter response in meeting needs in the Nigerian context.
- As a contribution to the **Lessons Learned from Haiti 3 years on** (January 2013): a video has been promoted within the Red Cross network and partner organisations.
- Exposure visit to the IFRC **Post-conflict reconstruction Programme in Sri Lanka**. Technical and methodological support to this large-scale operation was provided and visibility enhanced through the video produced by IFRC Communication team as part of the visit.

- A global **Red Cross Learning Conference on Haiti** was held in Panama (September, 17-18). This important milestone to institutionalise and disseminate the achievements and learn from failures has been well received and attended by over 100 participants from several NSs from the region. The IFRC was represented by 2 USGs from Geneva, Americas Zone Office and most regional representatives, as well as some external participants. The Senior Officer for Americas co-facilitated a round-table session on **Urban Recovery**, animated the shelter stand and presented the **Shelter Programming ToolBox** to the entire audience and in several languages. Follow-up with regional representatives and NS staff is planned to advance more strategically on various urban-related topics which were highlighted.

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

- **Key shelter publications** such as Owner-driven reconstruction guidelines, PASSA manual, Safe shelter handbook and Host family guidelines were translated into Arabic. These publications will be printed in hard copy in early 2014 and will also be uploaded to the website for easy access (along with the already translated and printed Arabic versions of Plastic sheeting guidelines and Shelter kit guidelines).
- **Good practice videos**, such as the most popular IFRC video on YouTube entitled '[How to build a hurricane-safe wooden house](#)' (over 200,000 views) have been translated into Spanish and successfully used in the Americas.
- An new area for the promotion of the **shelter awareness materials** was introduced to the shelter page of the DMIS and FedNet, which are also regularly being kept up to date.
- **A new video** on '**The Shelter Commitment**' in relation to the commissioned review of the shelter commitment was produced.

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

- IFRC's **Participatory Approach to Safe Shelter Awareness (PASSA)** is increasingly being considered and adopted as the industry-leading tool to promote safe shelter at the community level. Two Regional Training of Trainers were provided in Asia Pacific and the Americas, delivered by RC staff in partnership with Habitat for Humanity. In 2013, over 100 new PASSA facilitators have been trained, 15 new facilitators were identified for future trainings in Africa, Caribbean and East Asia.
- After the first PASSA country-level training in Cuba in June, co-facilitated by the Senior Officer from the Shelter and Settlements Department and Panama shelter in emergencies coordinator, two more PASSA trainings took place; in Haiti (in Creole) and in Guyana (in English). It is now envisaged to accredit the training through the Reference Centre for Community Preparedness (CREEC) in Costa Rica.
- Development of the full **Spanish and French versions of PASSA** and their dissemination for the Americas through the post-Sandy shelter response in several countries, including Haiti, Dominican Republic and Cuba is under way.
- New initiatives around PASSA have included the development of **PASSA4Youth** proposal, submitted with Habitat for Humanity to the Humanitarian Innovation Fund. The proposal is to tailor this community tool specifically to the age group of 12-16 as charge-makers in their

own neighbourhoods. If funding allows, it is envisaged that the pilot testing of this tool (pedagogic software/Interactive App) can be demonstrated in Dominican Republic.

- Promotion of **improved local building technologies at field level**, through the collaboration with CRATerre (an agency specialising in appropriate technologies).
- Publication of the leaflet “**Safer, more resilient housing**” which was developed and disseminated with the assistance of CRATerre. This method aims to reduce housing vulnerability to climate change hazards, relying on local building know-how and new technologies, enabling CRATerre’s direct involvement and support in recovery and overall resilience strengthening in various regions.
- The Shelter and Settlements Department supported the Africa Zone to elaborate and submit a preliminary project proposal to the British Red Cross for a DFID call for proposals named **Building Resilience and Adaptation to Climate Extremes and Disasters (BRACED) Programme**.

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

- The **Shelter Programming ToolBox** was developed to provide the generalist decision makers the concise, summary guidance on the approach to shelter following natural disasters. This tool provides over-arching guidance for practitioners and managers, and informs on decision-making steps and support required from other services. It is now at the stage of final proofreading and editing, before wide dissemination and use for large-scale operations involving shelter such as the typhoon response in the Philippines.
- A review of the **Community Resilience Framework** has been commissioned and undertaken by a cross-division multi-disciplinary team.. A focus has been on **ensuring adequate consideration of a resilient built environment** (homes, public buildings, infrastructure etc.) as a key component of the resulting framework. The purpose is to shift from Resilience only addressing DRR matters to a more holistic and all-embracing common goal for the RCRC Movement.
- On-going collaboration is taking place on the plans of action in the Americas, with a specific focus on the urban risk and management initiatives (Urban Risk Workshop held in Panama), and the inclusion of shelter and settlements related considerations.
- **Safe and sustainable urban settlement** is a key component of the proposed IFRC contributions to the upcoming **World Urban Forum to be held in Medellin, Colombia in April 2014**.

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

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

- Support has been provided to definite job descriptions and assist the recruitment, recruitment, briefings and debriefings of staff in the Americas (Cuba and Haiti in particular for post-Hurricane Sandy shelter response), as well as for the Africa Zone (Nigeria, Cameroon and Chad) and Asia Pacific (Philippines).
- A new **shelter-in-emergencies focal point for the Americas, based in Guadalajara, Mexico** was recruited with support of Shelter and Settlements Department but deployed

regionally. The focal point started his function in August 2013. First deployments were to Panama (briefings), Cuba (operational support) and Dominican Republic (facilitation of PASSA Training) and Haiti (evaluation of IFRC's shelter response and hand-over).

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

- **IFRC Shelter Reference Group virtual meetings took place** in April and October in Geneva. Those who attended (either in person or by phone) were representatives of the American, Austrian, Australian, British, Canadian, German, Mozambique, Spanish and Swiss Red Cross Societies, IFRC Shelter Research Unit, IFRC Shelter coordinators from Africa and Asia Pacific zones and IFRC Shelter and Settlement Department. Main discussions were focused on how to better meet the support needs of National Societies who implement shelter activities, in the context of limited financial and human resources of partner National Societies and the Secretariat; update on the evaluation of IFRC's shelter role and the post General Assembly process, as well as key initiatives from National Societies to advance the shelter role.
- **Shelter sessions at IFRC global trainings:** Annual revision of shelter sessions (Shelter & Settlements in emergencies and camp planning) for FACT induction workshop and relief ERU training were undertaken to ensure that they include latest developments and that they are consistent with agreed IFRC terminology and approaches to shelter.
- **Shelter Kit Trainings (SKT) at country level in Africa and Asia:** Following last year's Shelter Kit ToT delivered in Tanzania and Malaysia with the support of the Swedish RC, assistance was provided for the preparation of Shelter Kit in-country trainings, which took place in Nepal, Vietnam, Benin and Congo Brazzaville. The trainings in Africa and Vietnam were jointly organised by the Swiss RC. This forms a part of the rollout strategy to increase knowledge development on the use of the Shelter Kit as part of the sheltering emergency response at a country level. Other SKTs originally planned for the last quarter of 2013 (Tanzania, Madagascar, Indonesia and Philippines) were cancelled due to the lack of organisational capacity and availability of technical resources (absence of shelter delegate in Africa zone since the end of August, full involvement of IFRC Asia Pacific shelter coordinator in the Philippines - Bohol earthquake and Typhoon Haiyan, as well as previous commitments by the Shelter and Settlement Department). These trainings will be delivered in 2014 if HR and funds are available.
- **Inter-agency Shelter Kit Training:** Swiss Red Cross approached the IFRC for support in delivering an inter-agency shelter kit training for IOM and its partners working in Syria. After internal (MENA Zone) and external (UNHCR) discussions, the IFRC agreed to provide support. A preparatory workshop took place in Beirut to understand the needs for this training and the type of shelter kits that were agreed upon for use in Syria ("seal-off" kits). The training was delivered in Lebanon during the last quarter of the year and took on the form of a training of trainers, facilitated by the Swiss Red Cross and UNHCR, with the support provided by the IFRC. In addition to IOM and its partners in Syria, personnel from the Syrian Arab Red Crescent Society and the ICRC attended the training.
- **Emergency shelter repair/shelter kit training:** After the organization of the inter-agency shelter kit training the MENA zone office requested the organization of the shelter training for the Syrian Arab Red Crescent. This training with a special focus on the Syrian situation, was

facilitated during the last quarter of 2013. It was carried out in collaboration with the American, British, Swedish and Swiss Red Cross Societies. A specific module on management of collective centres was also included.

- **Field school:** Support was provided for the first Americas field school by the Zone (in the Dominican Republic) by way of providing of a shelter mentor and contributions to the methodology, with a focus on the newly established relief and shelter regional response units. The field school took place during the last quarter of the year.

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:** This event forms part of a learning/training process to build capacities inside the Movement, in order to provide a more consistent level of expertise and approach within the shelter sector. The 11th edition of the IFRC Shelter Technical Training – STT (global shelter surge capacity for operational deployments) took place during the 2nd/3rd quarter of 2013. The course is made up of a 5-week online module that it is followed by a 1-week classroom component. 26 participants from 12 NSs and IFRC Secretariat attended the online module. Out of the 26 participants, 21 qualified for the residential module. 18 participants successfully completed the entire course and have been included in the IFRC's shelter surge capacity roster (14 as technical delegates, the other 4 as generalist with a profile that can be used within a shelter operation in a non-technical capacity). This is the second edition as certified Masters-level credit rated course by Oxford Brookes University.
- **Shelter focus RDRT training:** With the support of the French Red Cross and the Africa Zone, RDRT shelter training was organised during the last quarter of 2013 in Reunion. 9 NSs from the Indian Ocean region highly exposed to natural hazards have benefited from the training. The agenda was contextualized and it consisted of a simulation exercise which included camp layout, shelter distribution and construction of emergency shelter. The Swiss RC's shelter delegate and CRATerre, the institute aiming to better link emergency to disaster preparedness actions, supported facilitation.
- **NDRT training with shelter focus:** Shelter and Settlements Department supported the development and delivery of 2 trainings held in Myanmar during the 3rd and 4th quarter of 2013, through contracting and funding a co-facilitator. This training was jointly organised by the American Red Cross and the IFRC Asia Pacific zone office following the request of the Myanmar RC. The aim was to increase knowledge development on the sheltering emergency response.

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

- **Accreditation of standardized IFRC technical trainings:** In the last quarter of 2013, IFRC's global level course on shelter coordination in emergencies has been accredited as a masters level short course by Oxford Brookes University(OBU) in the UK. IFRC, National Society and partner agency personnel successfully completing this course will earn masters course credits which are transferable across academic institutions to enable such individuals to further their own personal development, building on the success of this course. The

accreditation of the IFRC Shelter Technical Training (STT) was already approved by OBU in February 2012.

- **Establishment of associated technical trainings modules in appropriate academic institutions:** Continued professionalization of the humanitarian shelter sector through collaborations with academic institutions to deliver accredited courses drawing upon content developed by IFRC for its own university accredited internal trainings for National Society and IFRC personnel. This shelter technical modules are integrated within existing masters related with disaster management, shelter, project management or similar subjects related with humanitarian aid/cooperation. The intention is to provide a better understanding of the shelter sector, emergency and recovery approaches after a disaster, to a wider audience beyond the RCRC Movement. This included the 3rd edition of the masters level short course in “**shelter and settlements after disaster**” developed and delivered with the **University of Copenhagen** as part of its full masters in disaster management. This comprised a tutored online component followed by a residential component, and incorporated content from UNHCR on shelter in conflict situations, enabled by IFRC’s partnership with UNHCR.
- Through IFRC’s MoU with CRATerre, a technical/research institute affiliated with the **University of Grenoble (France)**, the online component of the IFRC’s shelter technical training has been translated into French and it is included as part of the standard curriculum for built environment studies.
- Discussions were advanced with a number of other universities on the development of similar masters level short courses in humanitarian shelter association with the IFRC. An **MoU has been signed with the Royal Melbourne Institute of Technology (RMIT)**, for a short course in shelter and settlement after disaster as part of its masters in project management, and is being finalised (foreseen to be signed during the 1st quarter 2014), with the **International University of Catalonia in Barcelona for a similar shelter short course as part of its masters in international cooperation “Sustainable Emergency Architecture”**. These short courses will be delivered in 2014 for an international audience drawn from the Pacific and Europe & South America.

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 global shelter roster:** Maintenance and update the roster which includes different profiles for shelter surge capacity deployments for operations and coordination/cluster activities.
- Australian RC, British RC and Netherlands RC (upon request) were provided with information about their delegates registered with the IFRC Shelter roster.
- **Roster for shelter human resources in the Americas** was shared and discussed with the RIT supervisor within PADRU, as well as with the newly appointed Urban Risk and Community Resilience Coordinator.

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.

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

- In order to continue to document shelter designs, this year the Shelter and Settlements Department has launched the second edition of the Transitional Shelters catalogue entitled “**post – disaster: ten designs**”. From a peer review consultation process targeting a large number of shelter experts, a total of 12 designs have been pre-identified and 10 designs finally selected and documented. This second edition includes six designs implemented by the RC movement, as well designs developed by other agencies. In terms of technical support, the IFRC benefited from the contribution by AMEC, a leading engineering and construction project management company, responsible of the structural analysis of each designs and guidance provided for their improvement.
- **The guidance for the integration of disability into emergency shelter response** in collaboration with CBM and Handicap International with the support of the Health Department is progressing. Per-review members have given constructive feedbacks that will be consolidated in early 2014. This manual will provide guidelines to address inclusion of disability in preparedness, emergency shelter response and early recovery activities, given practical examples on good practices with design standards and recommendations to implement emergency shelter programmes whatever the type of assistance is required. To complement the guideline, consultants continue to work on development of a training package targeting decision makers, volunteers and shelter specialist for better preparation of NSs with regards to the disabled needs in operations.

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

- **Technical support to and quality assurance of operations** have been provided as part of core services during the year. In 2013, 81 DREF appeals were launched, out of which 62 had a shelter related component and 30 Emergency Appeals were launched, out of which 23 with a shelter related component; for which the Shelter and Settlements Department provided technical advice as required. This also included coordination with Zones shelter coordinators, identification of resource persons, deployment and remote technical assistance to shelter technical surge capacity deployments (Shelter FACT; Shelter Technical team – STT and Shelter RDRT). During 2013, several FACT shelter delegates, STT and shelter RDRTs members have been deployed to support the operations in Mozambique, DRC, Cameroon and the Philippines. Two members of the department were deployed to the Haiyan operation in the Philippines as part of the STT in December 2013. Support has also been provided to the DM coordinator in the MENA zone for the operations in Syria and neighbouring countries.
- The **IFRC-SRU** contributed in the consolidation of best practices supporting most notably in designing appropriated shelter response for Mali refugees living in Burkina Faso and Niger where the shelter kit has been tailored to suit nomad communities. The Shelter and Settlements Department will continue to actively support the capitalization of best practices with development of the IFRC-SRU shelter database which is expected to be finalised in 2014.
- To fulfil the operational support to operations, **CRATerre** has been mandated to provide technical assistance for **safe and more resilient housing** in Benin, Haiti, Nigeria and Cameroon (with assistance to CAR refugees). In order to improve construction practices, deep analysis was undertaken, training was organised and a pilot construction built. Knowledge has been shared with respective National Societies by sharing technical solutions for improved construction practices aiming at reducing housing vulnerability to climate hazards by relying on local building know-how and new technologies.

- This year a second agreement has been signed with **drawing software provider ProgeCad** for the provision of 25 drawing software licences to shelter delegates deployed around the world.

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

- The EIC catalogue is under revision and the actualisation of items is on standby this year. However, **the research to improve the emergency shelter response continued** and existing shelter items have been revisited and complemented by additional products. In this regard, a proposal has been submitted for improvement of the shelter kit with new items, such as needles to sew tarpaulin and a measure tape. A solar lamp has also been included in the catalogue. With the respective support of the IFRC-SRU and the shelter focal point in the Americas, the development of a shade-net kit and roof repair kit are progressing. All products should be included in the EIC in 2014 to complement shelter relief items for future deployment in operations.
- Within the framework of the **tent Research & Development project** launched in collaboration with the ICRC and UNHCR, laboratory test has been commissioned to analyse the flame retardancy performance of tarpaulins. Results should serve the on-going development of a new tent product.

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

- The collection and analysis of existing contractual documents such as Cooperation Agreements, MoUs, Service Agreements and completion of work for reconstruction programmes continued in collaboration with legal department.
- Contributed to the **revision on the Principles and Rules for RCRC Disaster Relief** (feedback to the first draft and views on the issues that need to be addressed in the next revised draft).

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

- Since 2012, a collaboration with the ICRC and UNHCR continues to aim at developing a **light weight self-supporting tent product**. Field-testing of 3 alternative tent products (dome, umbrella and hexagonal structures) was undertaken in Burkina Faso, Burundi and Tanzania this year. Findings have been consolidated at the end of 2013 and further analysis will be undertaken in 2014 with the aim of validating preferred solution.
- The **IFRC-SRU** was active in 2013 with key achievements, on-going activities and launch of new researches so as to contribute to innovative approaches within the shelter sector. IFRC-SRU notably contributed to tests of tent prototypes, evaluation of the housing project implemented in Burundi and facilitation of a 3-day conference; development of a localized shelter solution inspired by the shelter kit but customized to the Tuareg culture and adapted to Sahel operation. The IFRC-SRU also launched a large research in order to compare anchoring systems. Findings have been presented during a 2-day conference to a large audience in Luxembourg, comparing the performance of 33 products with regards to the

weight, strength, resistance to be pulled out, as well as cost. Research continues comparing different shade-net kit products aiming to complement the EIC. Since 2012, the speed-kit project is advancing with the development of 4 innovative shelter systems ranging from ultralight shelter solution to collective unit. Prototypes are expected early next year. In 2014, an IFRC-SRU event will take place with the aim to analyse different cladding and fixing systems that have been collected and will be tested. Collaboration with Louvain is also advancing on development of a thermal simulation software, which will aim to measure the performance of shelters in different climatic conditions. At the demand of British RC, this method will inform the development of an emergency shelter solution adapted to Mongolia context in 2014.

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

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.

The Global Shelter Cluster (GSC) has seen an increased level of engagement by cluster agencies in 2013. This has resulted in significant progress in advancing the identified priority issues, consolidating the initiatives started in 2012 and the GSC governance and management structures. The GSC Support Team (GSCST) was strengthened with more members and expanded the scope of services it provides, with additional communications and advocacy capacity. This allowed an expansion of country and global level cluster communication and shelter sector advocacy through the enhanced dedicated cluster website, media monitoring, the provision of regular press briefings and presentations, and the use of the cluster Twitter feed. The GSC service provision and operational modalities were enhanced in 2013, through task-oriented working groups and the Strategic Advisory Group (SAG). The GSC Meeting in November was attended by the largest number of agencies to date, which provides an indication of the increased level of interest and engagement of partners in the GSC activities. IFRC continued to positively contribute and influence the international humanitarian system, through substantial contributions to the IASC Transformative Agenda process as Global Shelter Cluster lead for natural disasters.

- **Global Shelter Cluster Working Groups (WGs):** In support of the GSC thematic priorities identified at the 2012 Global Shelter Cluster Meeting, four WGs were established in 2013 to address issues of relevance to the shelter cluster. These were the working groups on 1) Cluster coherence, 2) Accountability, 3) Regulatory Barriers and 4) Recovery and Reconstruction. Following the review of expressions of interest to participate in the WGs, the SAG endorsed the working group co-leads and membership, and their work plans with key deliverables, which provide guidance and practical tools to more effectively deliver and coordinate the humanitarian shelter response. Some of the outputs of these groups include a one day HLP training curricula, which was field-tested in the Philippines in December during the response to typhoon Haiyan, the ongoing design of a Shelter Information System encompassing the entire project cycle in line with IASC Humanitarian Programme Cycle Reference Module, the development of guidance and methodology for impact evaluations, a policy note on recovery, reconstruction and shelter for shelter actors, guidance for Terms of Reference on handover of cluster lead responsibilities (to another agency or to government),

and guidance for the development of a shelter recovery and reconstruction advocacy paper at country level. More information on the GSC WGs work plans and members can be found at: <https://www.sheltercluster.org/Global/Pages/Working-Groups-2013.aspx>.

- **Global Shelter Cluster Strategic Advisory Group (SAG):** The SAG established at the November 2012 GSC Meeting finalized and endorsed the GSC strategy for the period 2013-2017 and defined the GSC thematic priorities for 2013, based on the strategic directions and key actions established at the GSC Meeting. In its oversight capacity, the GSC SAG approved the work plans of the GSC Working Groups (WGs) with minor amendments. It also developed the agendas for the GSC mid-year teleconference and GSC Meeting, approved the allocation of activities funded by an ECHO grant to the GSC via UNHCR, as well as the GSC WGs proposals on the use of their allocated ECHO funds. The Global Shelter Cluster Strategic Advisory Group (SAG) had a two-day retreat on the 12 and 13 of December 2013. The objective of the retreat was to review how the SAG had been working since it was established, analyse achievements and challenges, to define and enhance the way forward in 2014. The retreat was attended by 9 participants from 7 organizations, out of the total of 11 agencies that are members of the SAG, including the co-leads. More information on the GSC Strategy and SAG activities and members can be accessed at: <https://www.sheltercluster.org/Global/Pages/SAG.aspx>.
- **GSC Support Team:** the GSC Support Team, which provides Secretariat services to the GSC and surge capacity to country-level clusters, was reinforced with funding from an ECHO grant to the GSC through its Enhanced Response Capacity funding line. In addition to the existing IFRC Global Focal Points for Coordination and Information Management, Global Focal Points for Communications and Advocacy and for Assessment (hosted by UNHCR and IMPACT), as well as two additional Global Focal Points for Coordination recruited by UNHCR and one hosted by IOM, joined the team in 2013. The GSC Global Focal Points have provided shelter coordination surge capacity in Bangladesh, the Central African Republic, Democratic Republic of Congo, Fiji, Lebanon, Mali, Myanmar, Philippines, Somalia, and South Sudan. When not deployed in-country, the GSC Support Team members have contributed to advance the GSC 2013 priorities through their leadership or support to the work of the GSC WGs and development or updating of shelter coordination tools and guidance. A total of four Regional Focal Points (RFPs) with a mandate to support country and regional sector preparedness and contingency planning activities were to join the team as well in 2013. Because of recruitment challenges, only the RFPs for Asia-Pacific and the Americas commenced work in 2013, while the two RFPs for MENA and Africa will be recruited in 2014. The team of RFPs is hosted by UNHabitat (Americas), ACTED (MENA and Africa 1), NRC (MENA and Africa 2), and IFRC and IOM (Asia-Pacific, with one staff each at 50% dedication to the RFP role).
- **Mid-year GSC meeting/teleconference:** this annual event was held in mid-June to address issues emerging from country level clusters and review progress on the 2013 Global Shelter Cluster activities. The meeting/teleconference was well attended with a total of 11 different organizations and 21 participants overall. A general update was provided to GSC agencies on the activities of the SAG and the GSC Working Groups, as well as the GSC Support Team. Issues raised from country level clusters were integrated into the work plan of these GSC bodies where possible.
- **Annual Global Shelter Cluster Meeting:** On October 31-November 1, the Global Shelter Cluster (GSC) held its annual meeting at the IFRC Headquarters in Geneva. With the highest

number of participating agencies to date (85 participants from 31 organizations), and framed along the pillars of the GSC Strategy, the GSC addressed issues emerging from country level clusters and IASC global level cluster-related initiatives (in particular the transformative agenda), reviewed GSC progress against its strategic objectives and deliverables from 2013 activities, endorsed the nominations of agencies to a new GSC SAG, and defined the GSC priorities for 2014. Further information can be found at:

<https://www.sheltercluster.org/Global/Pages/Events.aspx>.

- **Communications and Advocacy:** In an effort to advance the implementation of Strategic Aim 3 of the GSC Strategy 2013-2017, the GSC has advanced a number of communication initiatives. The Global Shelter Cluster Updates have changed their design and now have a new look. This is to improve the quality and allow graphic tools and photos and it is also easier to read on mobile devices. Furthermore, in order to enhance its communications and reach, the Global Shelter Cluster (GSC) started tweeting. GSC tweets can be followed at <https://twitter.com/sheltercluster> or by following @sheltercluster. The GSC social media activities aim at increasing awareness of the role of the Shelter Cluster and the cluster system in general; positioning the Shelter Cluster as an information and knowledge resource for the global humanitarian shelter community; informing donors, the media and partner organizations about Shelter Cluster activities worldwide; sharing information about shelter needs at country level and the degree to which these needs are being met; advocating for resources for the shelter sector; and increasing transparency. The GSC has also produced a number of tools to more consistently and clearly communicate the role of the Shelter Cluster at the global and country levels. These include a standard brochure and power point presentation. Different country level clusters can customize the brochure template, in order to complete a country level shelter cluster brochure. The GSC Global Focal Point for Communications and Advocacy can then provide remote support to produce a more visually attractive version that provides basic information on the country level cluster to interested stakeholders. The publicly accessible weekly (social) media monitoring report on Storify helped to increase situational awareness in-country and increase visibility for the Shelter Cluster globally. The development of a draft GSC Communications and Advocacy Strategy, a draft GSC brochure, and an enhanced slide show for the GSC website and GSC Meeting have also added to the range of 2013 deliverables. A number of branding tools have also been produced, which include various templates to ensure consistency across countries and clusters on the use of the logo and word and power point templates. These tools and an example of a country level brochure can be found at the Communications and Advocacy page of the Shelter Cluster website at:

<https://www.sheltercluster.org/Global/Pages/CommunicationandAdvocacy.aspx>.

- **GSC Website:** The Global Shelter Cluster website (www.sheltercluster.org) is actively supporting the sharing and dissemination of information in active country-level cluster deployments. It also serves as the cluster "memory" and knowledge management system for past responses. This website also provides valuable information services for the Global Shelter Cluster activities and useful reference materials for all shelter agencies. During 2013, 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 active in the shelter sector. As of January 2014, ShelterCluster.org has content representing some 47 responses in 30 countries. From 1 April 2013 to 31 Jan 2014, this website has had over 25,800 visits from 12,700 unique visitors that have visited over 100,000

pages. Users spend, on average, 5:20 on the website visiting 4 pages per visit. Finally, 48% of all visits are from new visitors, indicating that the site is growing in user base. While the GSC website has continued to grow in content, usage and function, the current hosting arrangement has a high cost with a third party company. This high cost has reduced the amount of resources available to adequately develop the site into a more user friendly, robust website that allows cluster partners to engage, support mobile technologies, or exchange with other related websites. In coordination with the IT department, the Shelter & Settlements department is exploring different options to reduce hosting cost, improve usability of the site so content can be updated easier by a broader base of site managers, improve usability for our cluster partners, enable mobile usage, online/offline access, navigation, interface design, and possible integration with on-going work of the GSC Accountability WG on its Shelter Information Management System initiative. As regular maintenance of ShelterCluster.org continues, a Terms of Reference has been developed for the migration of the website to a more user-friendly and interactive cloud-based platform that will allow for more versatile usage and engagement with cluster partners. This migration is expected to proceed in 2014.

- **Interagency global humanitarian coordination:** at the global level, IFRC continued to participate in interagency initiatives as GSC lead for natural disasters. In particular, participation in the IASC Sub-WG on the Cluster Approach contributed to the on-going revision of the Reference Module for Cluster Coordination at the Country Level, as well as the finalization of the Coordination Performance Monitoring system. IFRC as GSC lead for natural disasters also contributed to the updating of shelter needs and response indicators in the framework of the IASC Needs Assessment Task Force (NATF), and to the work of the IASC Sub-WG on the Consolidated Appeal Process (CAP) in its on-going development of the Strategic Response Plan guidance and a costing methodology for clusters.

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 preparedness and contingency planning in countries where clusters are activated on an open-ended basis (e.g. Mozambique, Nepal, Philippines, Bangladesh, Pacific Region) and other countries where the cluster approach has either been used in the past (Indonesia) or is being considered for adoption as the coordination model (Mongolia).
- **IASC L-3 Simulation:** As part of the Transformative Agenda, IASC Principals established a protocol for rapid response to major 'Level 3' (L3) emergencies, and suggested regular testing. In the second quarter of 2013, an inter-agency "SimEx" team planned a two-part Integrated Level 3 Response Simulation that took place in June to 'stress test' all key elements of the system-wide response as described in the expanded set of Transformative Agenda Protocols. As Global Shelter Cluster lead for natural disasters and in coordination with the co-lead for conflict, UNHCR, the Shelter & Settlements Department on behalf of the IFRC, actively contributed to the design of the simulation through the development of various injects, and participated in the field exercise through the deployment of an information manager to integrate in the Shelter Coordination Team deployed to take part in the simulation.

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

- **Shelter Coordination Training:** In order to build the capacity to provide coordination services to shelter actors at country level, the 10th edition of the IFRC Shelter Coordination Training – SCT (Global shelter surge capacity for cluster deployments) was organized during the 2nd/3rd quarter of 2013. As in the previous editions, the training is made up of two components: 5-week tutored online component through the IFRC's Learning Platform, followed by a 1-week residential component. A total of 29 participants started this training from 7 Red Cross National Societies, IFRC Secretariat staff members and 6 Shelter Clusters Partners. Out of 29, a total of 25 participants successfully completed the course and were included in the IFRC shelter surge capacity roster. The training has been revised to incorporate new guidance arising from the Transformative Agenda process.
- **Shelter coordination tools:** The GSC Support Team and GSC WGs have continued to work in developing and updating new tools for country-level shelter coordination. In 2013, work has progressed on the development of a template and guidance document for country level shelter cluster strategies, which has already been used in active clusters, a standard shelter cluster evaluation methodology and tools, a number of communications, advocacy and branding guidance and tools, and the revision of the shelter coordination toolkit. The revised shelter coordination toolkit includes updated material and a revamped structure to better reflect changes in global guidance on cluster coordination, reflecting the core cluster functions. It includes basic guidance and tools along with examples from different countries which are updated regularly through a dynamic shelter cluster library in the website. The new toolkit can be accessed at:
 - <https://www.sheltercluster.org/References/Pages/CoordinationToolKit.aspx>
- **Shelter Coordination Workshop:** The 6th edition of the IFRC Shelter Coordination Workshop took place at the IFRC Headquarters in Geneva between the 28th and the 29th 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. A full day of sessions on issues of common interest was held jointly with UNHCR and IOM on Tuesday, 29 October.

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

- **Shelter Cluster Mozambique:** In response to the floods in Mozambique, IFRC deployed a coordinator and an information manager to support and set up coordination and information management services and to develop a coherent shelter strategy. While the Shelter Coordination Team (SCT) left Mozambique at the end of the first quarter of 2013, the Shelter & Settlements Department continued to provide remote support to shelter cluster partners, the National Society (CVM) and IFRC staff in-country to wrap up shelter coordination initiatives and facilitate the establishment of longer term shelter coordination support for humanitarian shelter agencies. This support included the remote analysis of shelter assessment data and information management services, the development of a job description for a shelter officer in CVM to take on shelter coordination responsibilities for sector-based contingency planning and preparedness activities, and commissioning of a review of the IFRC-led Shelter Cluster. This review was carried out in cooperation with the

Disaster and Crisis Management department, which made one of the Heads of Emergency Operations (HEOps) available to lead this review. Following up on the recommendations of the shelter cluster review, the National Society (CVM) engaged a shelter officer to take on shelter cluster coordination for preparedness and contingency planning activities. The shelter focal point participated in the Global Shelter Cluster Meeting and the Shelter Coordination Workshop held in Geneva in October/November and developed a shelter strategy for CVM to advance two main outcomes: strengthen the shelter cluster leadership role in preparedness and response for the upcoming rainy/cyclone season, through an updated shelter cluster contingency plan and clarity on roles and responsibilities of shelter partners; and develop CVM expertise to design and implement effective shelter strategy and response programs.

- **Shelter Cluster Fiji:** In response to Tropical Cyclone Evan, IFRC deployed a Cluster Coordinator to provide coordination, technical support and training to the government and the shelter sector. Funding secured through the Australian Red Cross and ECHO allowed IFRC to sustain the presence of a cluster coordinator for 8 months. IFRC continued to provide coordination management support to the Government of Fiji, through organizing and overseeing shelter cluster meetings and minutes, advocating before donors on the shelter needs of affected communities, advancing shelter sector preparedness activities through leading the organization and facilitation of a contingency planning workshop, facilitating information exchange among cluster agencies to prevent duplication, and promoting the use of safe and resilient building practices. IFRC commissioned an evaluation of the shelter cluster response and coordination, and for the first time piloted the implementation of the IASC Coordination Performance Report. Through the deployment of the GFP for Coordination funded by the British RC, a case study on the Fiji Shelter Cluster was developed and published. In addition, a Fiji Risk Profile was completed as one of the deliverables of the cluster's preparedness activities.
- **Shelter Cluster Bangladesh:** Tropical Storm Mahasen made landfall in Bangladesh in mid-May, causing widespread damage and affecting nearly 1.5 million people. The Bangladesh Shelter Cluster, led by IFRC for emergency response and by UNDP for preparedness and recovery, met several times prior to landfall of Tropical Storm Mahasen to review its readiness to provide adequate shelter response to the affected population. Transfer of cluster lead from UNDP to IFRC was then initiated for the emergency phase of the response. The IFRC Country Office provided initial capacity to start up cluster response coordination activities, with surge coordination support being provided from the Asia Pacific RFP and additional support from the Canadian Red Cross GFP for Information Management. Upon a request from the IFRC-led Shelter Coordination Team (SCT), the Global Shelter Cluster deployed a REACH assessment team to support the coordination and conduct of the Phase 3 Joint Needs Assessment (JNA). The SCT also included a shelter analyst from the IFRC Country Office. The JNA informed the response of humanitarian agencies, including the revision of the IFRC Emergency Appeal.
- **Shelter Cluster Philippines Typhoon Bopha:** in response to typhoon Bopha (local name Pablo) which made landfall in the Philippines on December 4, 2012, IFRC continued to provide shelter coordination services in 2013, through a SCT comprising a coordinator, an information manager, a technical coordinator, an assessment manager and a GIS/database expert. 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 completed two shelter cluster assessments which have been widely used by other

response actors, and facilitated the incremental development of the shelter cluster strategy and technical guidance and standards, while providing information management services, disaster risk reduction guidance and training and advocacy on behalf of the affected population. The shelter cluster in the Philippines also saw the deployment of a disaster law delegate to provide support to the Shelter Cluster response to Typhoon Bopha. With support from the IFRC Shelter & Settlements Department in Geneva, the delegate was able to consider and advise upon issues and barriers which national laws and regulations were causing, which in turn were challenging some aspects of the shelter response. In doing so the delegate was able to raise awareness within shelter cluster agencies of identified issues and suggest practical ways of moving forward. The SCT completed and shared a report on legal and regulatory issues to the provision of shelter assistance to raise awareness within shelter cluster agencies of identified regulatory barriers and suggest practical ways of moving forward. A final assessment/evaluation of the shelter sector response to typhoon Bopha was carried out at the end of July and beginning of August by using the Global Shelter Cluster REACH methodology. This allowed the completion of the assessment cycle to cover all phases of the humanitarian response and was supported by ACTED and IMPACT through their partnership with the Global Shelter Cluster. The final evaluation allowed the testing of some impact assessment tools under development by the Global Shelter Cluster Working Group on Accountability. An additional evaluation of the IFRC-led Shelter Coordination Team and the coordination services provided will be separately commissioned by the Shelter & Settlements Department in 2014.

- **Shelter Cluster Philippines:** the shelter cluster was activated in the Philippines twice in the last quarter of 2013, first in response to an earthquake in Central Visayas and shortly after in response to super typhoon Haiyan. The latter was declared a Level-3 emergency under the IASC Transformative Agenda Protocols, requiring the deployment of a large Shelter Coordination Team. The shelter cluster in the Philippines in response to natural disasters is convened by IFRC, in cooperation with the government lead, the Department of Social Welfare and Development (DSWD). As co-chair of the shelter cluster, IFRC deployed an inter-agency Shelter Coordination Team (SCT), exclusively dedicated to the task of cluster coordination. In addition to IFRC, several Red Cross Red Crescent National Societies (American, Australian, British, Canadian, Japanese, Luxembourg, Netherlands, Philippine, Spanish, Swedish), ACTED, AMEC, CRS, DFID, ECHO, IMPACTInitiatives, IOM, JICA, Plan International, Swiss government, UNHabitat, UNHCR, UNOSAT and WWF have contributed human, material, technical or financial resources to the SCT. The SCT included a national coordinator and hub coordinators, information managers, technical coordinators, GIS/mapping and database experts, and communications and advocacy, gender and diversity, environmental, debris, and housing, land and property advisors.

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

- The IFRC piloted for the first time the deployment of a shelter technical coordinator seconded by the Disaster Resource Partnership (DRP) hosted by the World Economic Forum (WEF) to the typhoon Bopha SCT. The main objective of the DRP-seconded Shelter Cluster Technical Coordinator was to build capacity of humanitarian actors and disaster-affected communities to provide a safe and more resilient shelter response. This was done through the delivery of several Shelter Disaster Risk Reduction (DRR) trainings targeted at local government

officials and humanitarian agency staff and volunteers. The trainings provided participants with practical advice and simple technical guidelines to improve the safety and resilience of humanitarian shelter assistance, through dissemination of basic technical skills in the construction of emergency shelters by using local materials and humanitarian assistance (shelter tools and materials). Participants would then further disseminate this knowledge by replicating these trainings in their communities.

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

- The response to typhoon Haiyan provided an opportunity to support the Movement's shelter coordination. The SCT has been regularly providing dashboards of the Movement's shelter assistance. In addition, the position for the Movement shelter coordinator was disseminated through the Shelter Coordination Roster and coaching of the incoming Movement shelter coordinator is available if needed.

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

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

- The discussion with **Shelter Box** organisation continued this year with key action aiming to harmonize their interventions with the IFRC response.
- **Course on coordination of Humanitarian Response:** In collaboration with Oxford Brookes University in the UK, the IFRC is developing a leadership level course in humanitarian coordination as part of the university's suite of leadership courses targeting decision-makers within the humanitarian and non-profit sector. The first delivery of this course in 2014 will, unusually for a university, be hosted by IFRC in Geneva to provide both ready access to training resource persons based with agencies in Geneva and to base the course in agency rather than an academic context.
- **Increasing engagement in the Americas Zone** on shelter coordination with the re-activation of REDLAC shelter group and upcoming regional focal point for shelter cluster coordination being resourced by UN-HABITAT but hosted by Americas Zone Office.

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

- Promotion of best practice through **industry-leading publications** including "Shelter Projects" in collaboration with UN Habitat and UNHCR. In 2013 several case studies from RCRC Shelter response were included. 500 Copies and 500 CDs were produced for the wide shelter sector, donors and stakeholders.

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

- The QSAND (**Quantifying Sustainability in the Aftermath of Natural Disasters**) initiative continued throughout 2013. During the reporting period, all the issues under the various categories of the tool, as well as the cross-cutting aspects have been developed, reviewed and revised. The project board and project consultation group have met at regular intervals throughout the year to discuss and decide on the emerging points. In addition, the initiative

has received the Discovery Grant of IBM, as a result of which the specifications for the online tool have been developed and delivered free of charge by IBM specialists. QSAND was envisaged to be delivered at the end of the year, however due to shifting capacities as a result of the Haiyan operation in the Philippines, the project finalization date was moved to early 2014. A one-off training session on the use of the tool was also held at the end of October in Geneva during the annual shelter cluster workshop.

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

- The team continued to collaborate with the **Norwegian Refugee Council on security of tenure**. Following the June high level meeting with donors and other shelter agencies to raise awareness of the main challenges involved in dealing with security of tenure in the provision of humanitarian shelter, work has begun on developing an operational definition of security of tenure, with the concept of 'secure enough' being advanced. A number of donors requested practical guidance on this issue and IFRC and the NRC have finalized a background paper on the topic at the end of December.
- Continued support was provided to the Special Rapporteur on **Adequate Housing** with commentary being provided on the development of guidelines on security of tenure for the urban poor. These guidelines are now in the final phase with the report on tenure security available for public consultation.
- Work based on the **International Conference resolution on regulatory barriers to the provision of shelter solutions** in the short and medium term continued. The pilot study in Asia Pacific, where Nepal is being looked at at country level, has been finalized. The final draft report was presented at the beginning of December at a policy-makers' forum in Kathmandu and was also discussed in detail with various government officials. As a result of these consultations, it was decided to hold a workshop in 2014 to launch the report. Some impressions from this initiative were presented at the Asia Pacific Housing Forum by the Executive Director of Nepal Red Cross Society and the IFRC Asia Pacific DLP Coordinator. A desk review (first phase) has also been carried out in the Americas where six countries' associated housing policies have been reviewed with consideration being given to where the barriers are to the provision of shelter assistance post disaster. A further in depth examination of Haiti's regulatory framework for housing is currently under way with the support of the Disaster Law Programme. Funding to carry out a similar study in Africa is being sought.
- Collaboration with **Habitat for Humanity and the Global Housing Indicators'** consortium continues around the possible creation of a global housing indicator for DRR and Post Disaster Response. Suitability of a disaster indicator amongst already established indicators for finance, subsidies, infrastructure is under consideration.
- Collaboration continues with **Herbert Smith Freehills (HSF)**, a leading global law firm in the provision of pro bono advice to support the regulatory barriers' initiative and also as a means of preparedness. The HSF office in Jakarta has provided answers to 80 relevant shelter questions, these answers will now be analysed and reported on by the IFRC. HSF has indicated a willingness to continue its support and it is hoped that this pilot will be followed up by similar exercises looking at other disaster prone countries in Asia Pacific and in Africa.

- Work continues on the **community participatory land mapping initiative**, in collaboration with the Disaster Law Programme and the members of the regulatory barriers working group of the Shelter Cluster. Further consideration is required on a number of topics including how to address those affected people who do not want to be included in a mapping exercise, use of technology and time-frames involved. Consideration of these issues is being sought from the working group members, as well as research by IFRC and discussion with relevant PNSs.
- Following the deployment of the dedicated staff member at the department to the Haiyan operation in the Philippines shelter coordination team as HLP advisor, some of the regulatory barriers work has been put on hold. However work will continue at full speed in Q2 of 2014, after she resumes her position.

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

- **Housing Forums:** IFRC collaborated again with Habitat for Humanity, UNECE, UNDP and UN-Habitat in organising the 2nd Europe and Central Asia Housing Forum (ECA HF - Geneva, 22-24 April 2013) and the 4th edition of Asia Pacific Housing Forum (AP HF - Manila, 2-4 October 2013). These events are a biennial gathering that brings together leading professionals committed to the cause of sustainable housing. It offers a platform for exchange, mutual learning and exploration of best practices in the housing sector. Representatives from the IFRC and National Societies took part in the event as panellists and participants.
- Building on the foundations of the first event, the 2013 ECA HF expanded on the four main themes: **regulatory frameworks, housing solutions, housing vulnerabilities and housing and human development**. The forum was attended by 147 delegates from 71 organizations and covered a number of themes, including vulnerable populations (migrants and Roma population), finance, energy efficiency, mental health, social housing, tenure, regulatory frameworks and legal issues, co-benefits of housing, as well as housing and disaster response.
- At the 4th edition of the Asia Pacific Housing Forum, the IFRC was the sponsor of the “Building Resilience to Disasters and Climate Change” track. Over 700 participants attended the event, including a strong representation and presentations from the Philippine Red Cross, Nepal Red Cross, Netherlands Red Cross and IFRC at country, zone and Geneva level.

Stakeholder participation and feedback

At the global level, the IFRC Shelter Reference Group comprising National Red Cross and Red Crescent Societies working internationally in shelter 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 2014 a continuing priority will be the use of 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 chairs the Global Shelter Cluster Strategic Advisory Group (GSC SAG) comprising representatives of leading UN & NGO shelter agencies which informs the work of the cluster and role of the co-leads. 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. As the cluster is an interagency service, IFRC promotes the inclusion of personnel from cluster agencies as part of IFRC-led Shelter Coordination Teams, and the leadership of coordination at hub and sub-hub level by cluster partner agencies where respective agencies have a presence and can take on this role. This provides these agencies with first-hand experience of the coordination role and the service provision expected, which valuably informs their input to the strategic discussions on cluster coordination methodology, service provision and methodology.

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. A network of country level cluster coordinators is being established, supported by the global cluster, to ensure that the work at global level is fully informed by country level experiences and priorities.

To inform its leadership commitment to the shelter sector, and to capitalise on the experiences of the Red Cross Red Crescent Movement to inform the development of the sector, IFRC actively organises, co-organises and participates in sector events and initiatives

Lessons learned and looking ahead

In recognition of the financial constraints on the Secretariat, individual National Societies and external partners, the focus in 2014 will continue to be 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. In addition to the scaling up of existing collaborations with partners to access resources, this will include the prioritisation of activities that enable cost recovery. Successful collaborations include Partner National Societies taking on a Secretariat role to deliver field level trainings in countries where they have a significant operational presence, coordinated and supported by the IFRC Secretariat, and this will be expanded where possible in 2013 with other interested National Societies. Similarly, IFRC has entered into 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 further promoted in 2014, 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 2013 the Global Shelter Cluster benefited from ECHO funding to consolidate the global level surge capacity and tools, and to establish regionally-based cluster surge capacity to also support cluster-based preparedness and contingency planning. With enhanced global level governance processes, and greater recognition amongst cluster partner agencies that the cluster is a collaborative that requires engagement and resourcing by all, the focus in 2014 will be on the sustainability of predictable cluster surge capacity and supporting tools such as the dedicated website.

The lack of dedicated shelter capacity in all but two zones is a major constraint to ensuring engagement with all interested National Societies. Partnerships with both internal external agencies to provide technical support, coordinated by the IFRC Secretariat in both Geneva and the respective Zones, partially addresses this issue. However, maintaining the relationship and a regular dialogue with National Societies cannot be readily out-sourced to others – it is a core Secretariat function – and discussions with and between Zones will be encouraged in 2014 to identify innovative approaches to establishing and maintaining such dialogues.

A key focus in 2014 will be the implementation of the 2013 General Assembly-endorsed Management Response Plan arising from the evaluation of IFRC's shelter role as requested by the 2011 General Assembly. The report made 11 recommendations on issues related to IFRC's operational shelter role, and 7 recommendations on issues related to IFRC's interagency shelter coordination role. The agreed actions address issues at global and zone level, and as they relate to human resources, financial resourcing, and operational modalities, are the responsibility of a range of different stakeholders within the Secretariat at Geneva and zone level to advance. The Governing Board, in endorsing the Management Response Plan for submission to the General Assembly, make a specific request to be kept regularly informed of progress on the implementation of the activities, and in particular the issue of financial sustainability.

Financial situation

The total 2013 budget was CHF 2,292,090, of which CHF 2,304,889 (100.5 per cent) was covered during the reporting period (including the opening balance). Overall expenditure during the reporting period was CHF 1,697,424 (74 per cent) of the budget, reflecting the rescheduling of activities into 2014 given the uncertainty of new funding to maintain programme continuity particularly staff cost coverage.

Securing the required financial and human resources to provide core services to National Societies at global, regional and country level are a major concern. Despite the direct financial contributions from key donors, and creative cost recovery where possible, ensuring business continuity given these financial constraints remains a major challenge. 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 heightens the need for clarity on resource mobilisation.

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

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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