


Annual report

 International Federation
of Red Cross and Red Crescent Societies

Shelter and Settlements

MAA00019

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This report covers the period 1 January to 31 December 2010.



Pakistan floods 2010: Beneficiaries receiving family tents. Photo: Olav A. Saltbones/Norwegian Red Cross

In brief

Programme purpose: To save lives, protect livelihoods, and strengthen recovery from disasters and crises by reducing the impact of, and vulnerability to, disasters through the development and effective use of national, regional and international Red Cross and Red Crescent capacities and resources in sheltering.

Programme(s) summary:

The major disasters experienced in 2010, from the earthquakes in Haiti and Chile to the flooding in Pakistan and both East and West Africa have required operational support and have also highlighted the need for improvement in the meeting of shelter and settlement needs. The response in Haiti required shelter technical capacity in the Field Assessment and Coordination Team (FACT) and the additional resources of a Shelter Technical Team (STT). The shelter and settlements department of the International Federation and the group of interested National Societies have acted on the recommendations given by reports and evaluations from the field, and operational tools have been modified accordingly. A Shelter Coordination Team (SCT) was also deployed to convene the shelter/non-food items (NFI) cluster in Haiti. It was the largest ever coordination team deployed by IFRC which is allowing for a better definition of the roles and the development of new tools that will be useful for future deployments. During the Chile earthquake operation, the Chilean Red Cross, supported by the IFRC, was able to provide technical assistance to the Chilean Government's coordination of the national response operation, drawing upon personnel and experience from IFRC's shelter cluster role.

The promotion of safer and more sustainable shelter and settlement solutions was advanced

through the further field testing of the Participatory Approach to Safe Shelter Awareness (PASSA), the elaboration of improved construction technologies at household level, and the ongoing capturing and dissemination of methodologies developed through the Indian Ocean tsunami response people-centred housing programmes. The capacity building of National Societies as the first responders in emergencies remained a priority, with field trainings in the use of shelter kits, and technical training for shelter specialists at the global level and also at country level in Indonesia and Nepal.

Financial situation: The total 2010 budget is CHF 3,327,955, of which CHF 1,793,912 (54% per cent) was covered during the reporting period (including opening balance). Overall expenditure during the reporting period was CHF 1,011,693 (56% per cent) of the budget. With secretariat human resources required to support the Haiti response and other emergencies, and with many partnering National Societies also focussing on response activities, many global shelter programme activities were scaled back or postponed to 2011.

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

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

Context

The large scale natural disasters that occurred in 2010 in Haiti and Pakistan were a major challenge for the Red Cross Red Crescent Movement with the resulting significant shelter need proving to be a major test for the capacities, methodologies and mechanisms developed to date. The human resource demands of these emergencies severely impacted on the complementary capacity building activities, but key issues emerging from these responses have valuably informed initiatives related to surge capacity, decision-making mechanisms and the variety of emergency shelter and shelter recovery options. Similarly, these emergencies generated a range of different shelter coordination support needs to be met by IFRC, from the deployment of a large IFRC-led team to Haiti to the information management support to the Chilean government and the modest IFRC national team deployed to coordinate the cyclone response in Myanmar. Dedicated IFRC Secretariat shelter technical capacity increased in 2011, with an additional shelter technical advisor based in Kuala Lumpur covering Asia Pacific and a shared position in Budapest to cover Europe and Central Asia. In the Americas, prompted by the Haiti earthquake, the shelter position was given greater prominence in the organisational structure. The number of National Societies contributing to meeting the international shelter commitment of IFRC also increased.

Progress towards outcomes

Programme component 1 – Best practice and policy

Outcome

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

Achievements

To address the issue of reducing shelter and settlement risks and vulnerabilities, a number of initiatives were undertaken in the previous years and were continued successfully through 2010. The Participatory Approach for Safe Shelter Awareness (PASSA) is such a tool developed with the support of the British Red Cross and based on a similar tool developed by the IFRC's water and sanitation team for hygiene promotion. The second half on 2010 saw the second and final field test of PASSA completed in Bangladesh, followed by an evaluation. The tool, revised after the first exercise carried out in Uganda earlier in the year, was tested in three disaster-prone communities of Solombaria, Radha Bollov and Mitrodanga in Bagerhat District in order to develop a final version for full-scale implementation. 9 volunteers and a local artist, who had already been selected and trained, were supervised in this exercise by the BRCS Bagerhat Chapter and the BRCS HQ with additional support from the IFRC. The entire package of PASSA, including a manual, training module and video is near completion. Discussions on the wider dissemination and use of this tool within the Red Cross Red Crescent Movement, as well as its relation to other existing disaster risk reduction tools are ongoing. Interest has already been expressed by a number of national societies to adopt and apply the tool.

The housing reinforcement program, in collaboration with the French and Jamaican Red Cross, is another tangible result of the shelter risk reduction programming that has materialized and continued in 2010. This initiative is replicable in the Caribbean region and has the potential to become a model for prevention and an example of best practice for many national societies in the region.

Capitalizing on one of the best practices of recent years, namely the Community Recovery and Reconstruction Partnership (CRRP) in Sri Lanka in response to the tsunami, the owner-driven housing guidelines were finalized and disseminated during the course of 2010. These guidelines have been requested by the national societies and were produced through a consultative and peer review process with support from many technical staff from national societies and IFRC. The production of this document and the subsequent training has been possible with the financial support of the British Red Cross, supplemented by IFRC funding from the tsunami operation. 500 hard copies and CDs have been produced and widely disseminated through the Zones and national societies. These guidelines are a substantial contribution to institutionalising the owner-driven approach to housing reconstruction and could become the default approach if widely adopted. In the months following the distribution of this tool, much positive feedback has been received and the requests to acquire copies for field operations such as Haiti and Pakistan proves further interest.

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

Following up on the outcomes of the annual meeting of the informal shelter reference group hosted by the French Red Cross in Paris in April 2010, work continued in the second half of 2010, on a document which aims to articulate clearly the roles and responsibilities of various actors involved in shelter response after disasters. This exercise strives to streamline the interactions between global tools and shelter actors such as FACT, relief ERU, Shelter Technical Team (STT), shelter delegates (zone and country-level), shelter coordinators, assessment teams for recovery phase, etc. and assist in maximizing the effect of shelter interventions after disasters. This framework is expected to be finalized during first half of 2011.

To promote greater understanding of shelter practices in different regions, the IFRC has been maintaining a web-based shelter library on FedNet already for some time. A review of this shelter database has been undertaken for the launch of the new FedNet and the template has been modified to allow for a friendlier read. In addition, videos of selected shelter operations and issues continue to be available on IFRC's YouTube shelter channel (www.ifrc.org/shelter-videos). In 2010, five videos and one "Shelter Effect" campaign were produced in cooperation with national societies, such as Bangladesh Red Crescent Society and Italian Red Cross, and other departments, including Communications/AV and DP/DRR. According to the Communications Department, which tracks the videos on YouTube, the shelter "playlist" is among the most viewed ones. Currently there are 63 videos in this playlist, with a total view of almost 200,000 times. The "Shelter Effect" video was viewed by more than 4,000 people in its first week of release. To complement these dissemination efforts, two case studies covering interventions in Peru and Sri Lanka have been produced in three languages in cooperation with the shelter delegates in the Zones.

Constraints or Challenges

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

At the project level, the lack of or slow access to (as was the case in the owner-driven housing guidelines) sufficient funding to support the various initiatives affect the progress of production and adversely influence the process of dissemination.

Programme component 2 – Capacity building

Outcome

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

Achievements

The capacity-building focus of the global shelter programme has been to establish standardized shelter trainings at the global, regional and country level as appropriate; and to ensure that the shelter components of other institutional trainings are consistent with agreed Federation terminology and approaches to sheltering. In keeping with this strategy, the first of the global shelter technical trainings for 2010 (fifth edition since the beginning) was held in Brisbane,

Australia already in June 2010 where 21 delegates were trained. This training was hosted, organized and delivered by the Australian Red Cross with support from AusAid and was attended by participants from four national societies, IFRC delegates based in the region and a UNHABITAT representative. Delegates who participated in this training were deployed to Haiti earthquake operation, or returned to their positions managing shelter programmes in Australia, Indonesia, Bangladesh, Nepal, and Tanzania. This training was a milestone in the process that Australian Red Cross has undertaken in the years to strengthen its capacity in shelter. The training has been fully organized, hosted and delivered by Australian Red Cross, from now on it will continue organizing and delivering trainings in Asia Pacific in coordination with IFRC, sharing and coordinating the materials, but in a sustainable way.

Two additional Shelter Technical Trainings were conducted at country level by Australian Red Cross in coordination with IFRC. The participants in these trainings were or had been involved in shelter operations. The first one of these took place in September 2010 in Sumatra, Indonesia and was attended by 22 participants. Eight of the participants were officers from the Indonesian Red Cross (Palang Merah Indonesia), another eight were national staff of IFRC country delegation involved in West Sumatra shelter program and the remaining six were delegates from various national societies and IFRC. Finally in December 2010, the last shelter technical training of 2010 was held in Kathmandu, Nepal. This particular training was a first in the sense that it was carried out at the specific request of a national society and was delivered to a group of almost entirely national participants from the Nepal Red Cross, Government of Nepal and other shelter cluster agencies. The training was attended by 22 participants. IFRC also continues to support the Nepal Red Cross in their ambition to take up a leading role in the shelter cluster in Nepal and in formulating a "Nepal Shelter Strategy" in 2011.

Through these three Shelter Technical Trainings a total of 65 participants were trained. All of them were included in the IFRC roster of shelter delegates and are being deployed to different operations. It is difficult to know exactly how many operations they have participated in but at least 70% of the participants to the trainings were deployed to an operation or returned to running existing shelter programmes.

A number of lessons have been learnt from these trainings and the trainings done for shelter cluster coordination. The main lesson is the need to develop a distance learning component prior to the training to cover the theoretical aspects. Participants will acquire this knowledge better over time and from their homes rather than in a residential five-day training.

The Shelter and Settlements Department has been involved in discussions with Danish Red Cross and the Universities of Copenhagen and Lund to include a module on shelter in their joint Disaster Management master programme. This training is planned to start in September 2011. It will be based on the IFRC Shelter Technical Training and will be run in collaboration between these three institutions.

A shelter kit training has been facilitated by the Nigeria Red Cross, the Tanzanian Red Cross and the French Red Cross as part of the disaster preparedness activities to improve capacity in West Africa region and to have a better understanding and practice of the shelter kit. This training targeted six national societies (Ghana, Sierra Leone, Liberia, Nigeria, Tog and Benin) and was attended by 22 staff and volunteers. A similar training was delivered in Samoa as well to 22 volunteers of the Samoa Red Cross. Furthermore, the development of the shelter kit training package CD in English and French for wider dissemination continues in cooperation with the French Red Cross. In addition to the essential documentation, this CD will include a video on fixing techniques to promote better understanding.

In line with the strategy to develop the roster and shelter-specific capacity in Africa Zone three potential shelter focal points from Tanzania Red Cross, Mozambique Red Cross and Burkina Faso Red Cross have been identified and supported in gaining access to trainings at regional level and global level. As part and result of these efforts, the Tanzania Red Cross staff facilitated a shelter training for West Africa region and the Mozambique Red Cross staff participated in the shelter technical training and cluster information management training.

In addition to these capacity building activities directly supported by the shelter team of the Secretariat, necessary support and input have been provided to other trainings, as required and requested. Examples of this support included the delivery of the shelter session during the FACT training which took place in Warwickshire, UK on September 27-October 8, 2010. Similarly, the Relief ERU training of the Benelux Red Cross Societies, which was held on November 1-6, 2010 in Luxemburg, was supported through the provision of material and input to the facilitator of the shelter session.

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

Constraints or Challenges

Many national societies do not readily have funding to support the participation of their personnel in such trainings. Similarly the underfunding of the global shelter programme in 2010 has restricted the financial assistance that can be provided to enable their participation. The shelter and settlements department is also seeking opportunities for country-level trainings to minimize participation costs, as well as exploring online or distance-training methodologies to enable greater access to such trainings.

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

Trainings at the global level are being useful; however they have a limited impact in terms of the number of people that can be trained. A more decentralized approach in which National Societies take the lead in training staff and volunteers in different regions would bring better results. The experience of Australian Red Cross in this sense is very encouraging. Hopefully other National Societies will advance in this direction. Some other national societies, such as the Canadian and the Netherlands Red Cross, have also expressed interest to follow suit in 2011. Apart from the formal Shelter Technical Trainings, there is a need to develop other types of trainings that are less resource intensive for awareness raising on the issues around shelter addressing generalists, managers, and decision-makers. Tutored distance learning and self-distance learning courses might help address these needs.

In the absence of a shelter focal point in the Africa Zone, lack of training strategy affects the planning of effective capacity building activities.

Programme component 3 – Operational support

Outcome

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

Achievements

In-country technical support was provided to shelter operations in the Haiti earthquake; the Chile earthquake; the monsoon flooding in Pakistan; the Malawi earthquake; the Tanzania floods; the Burkina Faso floods; and the Uzbekistan population movement, as a result of the conflict in Kyrgyzstan in the first half of 2010. The support to the Haiti earthquake emergency operation

was particularly significant. A Shelter Technical Team (STT) was deployed to support Haiti earthquake emergency operation for two rotations of four to five shelter specialists coming from different National Societies including the Australian, Canadian, French, Netherlands, and Spanish Red Cross Societies, as well as from the secretariat (both the shelter and settlements department in Geneva and the Americas and Asia Pacific zone offices). This team has supported the FACT shelter member and the Relief ERUs in terms of assessment, coordination, designing shelter solutions for both emergency and transitional shelter; recruitment of local staff; but also in term of advices for the development of plan of action and strategies; definition of human resources and team structures; coordination of the Movement shelter operations; and other technical sectors (for more details on these operations, kindly refer to the mid-year report). The second half of the year saw the support to Haiti operations take a more strategic character where attention was shifted to longer term planning while continuing the operational support to the ongoing activities at a distance. The fact that the recovery strategy with respect to shelter had not been endorsed in a timely manner constituted a constraint in this regard. At the same time an important change has taken place in the Zone structure in the Americas Zone with respect to the position of the shelter delegate. Shelter sector is now fully represented at Zone level with a Shelter Coordinator instead of a shelter delegate under the emergency operations in PADRU. However, much advocacy and resource mobilization work is needed at the regional level to make the sector fully operational. Significant part of the operational support provided from the Secretariat after August focused on the Pakistan floods operation. Roster support for Pakistan to facilitate the deployments of FACT, TPAT, as well as longer term shelter delegates was provided. At the Zone level, surge capacity and technical support were provided to the operation by the shelter delegate when needed.

The development of tools to support shelter operations has continued. Shelter kit guidelines have been developed to complement the plastic sheeting guidelines and printed in English, French and Spanish for wide dissemination. A video that will present the kit and show in detail the use of each component is in the final stages of development. Furthermore a flyer has been produced to present the new family tent product developed in collaboration with ICRC and UNHCR. The document illustrates this new model and gives some recommendation on its use. During the annual Federation Shelter Reference Group meeting hosted by the French Red Cross in Paris in April 2010, participating National Societies had expressed the need to improve the ability of the Movement to rapidly respond to the need for transitional shelter in emergencies and “fast-track” the defining of appropriate transitional shelter solution(s) in a given response. The participants expressed interest in having a “menu of options” drawing upon existing models to cover all possible contexts and climates, with guidance on what should be adjusted to suit the specific emergency. Acting upon this sentiment, the Secretariat outlined a process for discussion and agreement with interested PNSs to form a Transitional Shelter Task Group and appointed independent shelter consultants to capture the material and suggestions from Task Group participants in the form of the emerging tool or guidelines and to provide technical engineering advice to review and validate selected designs. Information and analysis on the nine selected shelters including a narrative description of the shelter (size, purpose, location, lifespan, materials) plus drawings, photographs, material specifications, quantities, design criteria have been collected and are now being analyzed for inclusion. Another activity in support of the operation that the Secretariat has initiated is a review process with interested PNSs to update the next version of the Emergency Items Catalogue with research and development of the shelter items section and to contribute to the development of the specifications of shelter items. An independent consultant has been commissioned to test and define the specifications of the new materials, tools, products and specific kits (e.g. rubble removal kit, carpenter kit, bamboo kit, etc.). Other efforts in collaboration with key partners such as Swiss Red Cross, ICRC and UNHCR are being pursued to contribute to the development of appropriate emergency shelter solutions. As an initial step to produce guidelines that could be widely disseminated to other national societies, Mozambique Red Cross has been supported in the translation of key documents to capitalize on their experiences in contingency planning and capacity building in shelter sector.

Constraints or Challenges

There is an absence of clear pre-positioning strategy for shelter solutions including tents and shelter kits. In addition, the donor community continues to underfund shelter stock pre-positioning, despite the lessons learned from large-scale emergencies which have highlighted the inevitable delay in the provision of emergency shelter when procurement, and in many cases, production, has to take place after a disaster. The scale of shelter needs after a disaster, and the requirement for modest, flexible assistance per household to a large number of households, rather than more extensive and expensive pre-fabricated shelter solutions to a few affected households remains the major challenge for the shelter sector. The IFRC continues to explore open, flexible solutions based on locally available materials, and the mobilization of local economy and material suppliers, rather than shelter product providers. Absence of clear mapping of technical local techniques and practices and lack of a local market analysis and mapping at regional/country levels contributes to the challenge faced by the sector. The lack of dedicated shelter personnel in some Zone Offices and within National Societies remains a significant challenge to ensure shelter-related issues are systematically addressed.

Programme component 4 – Coordination

Outcome

The emergency shelter sector has the appropriate global and in-country coordination and support from the IFRC.

Achievements

As global level cluster co-lead, the IFRC has continued providing support to improve the humanitarian set up to respond to emergencies. In 2010, the Shelter Coordination Teams were deployed 3 times: in Indonesia continuing with the coordination of the Shelter Cluster after the 2009 West Sumatra Earthquake, in Haiti after the 2010 devastating earthquake and in Myanmar after cyclone Giri. In addition to these deployments, support in Information Management was given to the Government of Chile and the Chilean Red Cross for the coordination of the response after the February 2010 earthquake. All these deployments had very interesting characteristics. In Indonesia, IFRC extended the coordination beyond its commitment of the emergency phase for the first time. This was done at the request of the cluster partners, the Government of Indonesia, and the UN Resident Coordinator. Funds for this additional phase were received and the human resources to carry out this coordination were available. IFRC handed over the coordination of the shelter cluster in Indonesia to UNHABITAT in April 2010. Further information on this deployment can be found in the Indonesia West Sumatra updates. An independent review of this deployment was commissioned in the last weeks of 2010 and is due to be posted in the coming days. Similarly the independent review of the Philippines 2009 Typhoons operation was also commissioned and completed in late 2010. The report is posted for public perusal as has been the case with previous operations.

The coordination of the Shelter Cluster in Haiti was in proportion to the magnitude of the response. A team of, on average, 20 specialists was deployed during the nine months following the earthquake. The team included a coordinator, a deputy coordinator, hub coordinators, information managers, mapping advisor, technical coordinator, environmental advisor, debris advisor, media and communications advisor and other roles as required. The coordination challenges in such complex operation were many and have usefully informed the methodology that IFRC uses to deploy the SCT. The support received from National Societies, cluster partners, and donors was enormous and it enabled a very successful and well recognised coordination. IFRC handed over the coordination of the shelter cluster in Haiti in November 2010. More information on this deployment can be found in the Haiti earthquake appeal.

Following the floods in Pakistan, the emergency shelter cluster was rolled out to coordinate the activities of shelter partners. Although IOM is coordinating the cluster in this case, IFRC has provided technical support through the shelter capacity based at the Asia Pacific Zone Office to the coordinators and information managers of which most had been trained and deployed by the IFRC for previous cluster activations. The Myanmar cyclone Giri offered a completely different perspective to cluster coordination. No appeal was launched for this operation so the deployment of the team was funded by the Global Shelter Programme instead of the country emergency appeals which are typically the preferred vehicle. The team was adapted to the size of the operation with a coordinator and an information manager, both Myanmar nationals to overcome delays in visas. Both members of the coordination team had had experience working internationally in shelter cluster coordination roles (in Haiti) and in Myanmar. Canadian Red Cross kindly contributed to the deployment with cluster coordinator, while the information manager was provided by IFRC. The team also had remote support from the IFRC Asia Pacific Zone Office and from Geneva. A site was created for this response: www.sheltercluster.org/giri. This site was the first one to be hosted in the new shelter cluster website. IFRC handed over the coordination of the shelter cluster in Myanmar to UNHABITAT in January 2011.

The Global Shelter Cluster met twice in 2010 and IFRC, as cluster lead for natural disasters, gave support to these meetings as well as to the Reference Groups that advance on different issues between meetings. The second meeting, hosted by IFRC in November 2010, was of particular importance. An action plan for 2011 was agreed in order to improve the support that is given at country level, after analysing the different challenges in the country level clusters. More information on these meetings, the action points and other activities of the Shelter Cluster at the global level can be found at www.sheltercluster.org/global. IFRC has been working with HelpAge International to prepare a checklist to incorporate age in shelter programmes. This checklist will complement the checklist on gender prepared by OXFAM and IFRC to advance the way cross cutting issues are dealt with in shelter responses.

IFRC also advanced on providing guidance on housing, land and property related issues together with Displacement Solutions, with the development of a checklist for use by country level clusters and a short training module for awareness raising.

As shelter cluster convener for natural disasters, IFRC was involved in a number of global initiatives to improve responses at country level. These initiatives include those undertaken by the IASC Needs Assessment Task Force (NATF) to improve the way assessments are carried out such as the Multi-sectoral Initial Rapid Assessment (MIRA), the elaboration of key indicators for each cluster, and the dashboard initiative. The Cluster Approach Evaluation Phase 2 was finalised in May 2010 (more information on this evaluation can be found in this website <http://www.humanitarianinfo.org/iasc/pagelader.aspx?page=content-products-common&tempid=99>). IFRC contributed significantly to the management response plan requested by the IASC Working Group, and is participating in the sub working groups addressing the priority issues identified.

Cluster-based contingency planning poses many challenges to the IFRC, not only because of the UN-centric way that the UN is promoting it but also because of the differences in mandate of the IFRC and the National Societies. The advantages that cluster-based contingency planning brings to operations are such that IFRC has been investing a lot in addressing this issue. In 2009 a three-month consultancy was commissioned in the Philippines to understand better how this contingency planning and the permanent clusters could be assumed by the IFRC delegation and the Philippines Red Cross. This work was done building up on a similar exercise undertaken in Nepal in 2008. These initiatives were closely followed up by both the IFRC Shelter and Settlements Department and the Asia Pacific Zone Office. Further knowledge on the matter was obtained through the participation of the Asia Pacific regional shelter delegate in the regional contingency planning exercise in the Pacific. The delegate has had direct engagement in the Pacific Humanitarian Team, as well as being significantly involved in the drafting of terms of references for key positions such as for cluster leads. Furthermore assistance was given to the development of the Pacific Inter-Agency Preparedness and Response Plan. In addition to these activities, currently the contingency planning efforts in Nepal are being taken forward with the

support of the Zone Office. As a result of this work, as well as the experiences built up in Mozambique, a guidance document for National Societies and IFRC country delegations is being prepared.

Drawing on the lessons learned from the Shelter Technical Trainings and the Shelter Coordination Trainings, two tutored distance learning modules have been developed. One that will be used for trainings related with cluster coordination titled "The Humanitarian Reform and the IFRC shelter commitment". This training has been delivered twice in 2010. Another tutored distance learning module has been developed that will be used for trainings related with shelter operations titled "Shelter after disaster". These trainings have been developed with support from Spanish Red Cross that has been involved in distance learning for many years. Both trainings have a duration of one month and can be followed by the participants from home by dedicating one hour each day during that month. The objective is to deliver the theoretical aspects of the training in the tutored distance learning component and be able to focus the residential component on exchange of experiences, debate, simulations and role plays.

One Shelter Information Management training was held in 2010. This training had a tutored distance learning component delivered by IFRC in collaboration with Spanish Red Cross and the Open University of Catalonia from 15 September-15 October 2010. It also had a residential component hosted by the British Red Cross in Surrey, UK, between 18- 22 October 2010. The newly developed tutored distance learning "The Humanitarian Reform and the IFRC shelter commitment" was used for the first part while the materials used for the residential component were based on the ones developed in 2008. This first experience proved successful and was met with enthusiasm. 19 participants in total attended from American Red Cross, British Red Cross, Chilean Red Cross, Danish Red Cross, MapAction, Spanish Red Cross and IFRC.

One Shelter Coordination training was held in 2010. This training also had a tutored distance learning component delivered by IFRC in collaboration with the same partners and in the same period as the Shelter Information Management training above. It also had a residential component hosted by the British Red Cross in Surrey, UK, on 22-26 November 2010. The newly developed tutored distance learning "The Humanitarian Reform and the IFRC shelter commitment" was used for the distance learning component while the materials used for the residential component were based on the ones developed in the past trainings and in particular the latest one in Amman in 2009. A total of 18 participants attended from American, Australian, Belgian, British, French, Spanish and Swiss Red Cross Societies, as well as UNHCR, UNHABITAT, and IFRC.

Two workshops were held in Haiti with the members of the Shelter Coordination Team in 2010, one in May and the other one in August. These workshops were given in collaboration with Andorran Red Cross and had four main purposes: to bring the team together to reflect on how things were being done, to bring them up to speed on cluster coordination and Red Cross Red Crescent issues, to keep the operational memory alive against high staff turnover, and to help the Geneva-based Shelter Coordination Team Senior Officer understand the capacities, challenges and constraints of the team members. The structure and materials of these workshops were highly appreciated by the members of the team and will be capitalized upon in the future.

The yearly Global Shelter Coordination Workshop was held in November 2010. It was attended by 38 participants from the National Societies of Andorra, Australia, Austria, Canada, Finland, France, Germany, Netherlands and Spain, as well as from ACTED, CartONG, CRS and IFRC. Also a number of independent consultants typically involved in cluster coordination participated in the workshop. It had the objective to review the operations carried out during the year, capture best practices, revise current practices, methodologies and formats, and exchange experiences. It is worth noting that the workshop carried out in 2010 was followed by the Global Shelter Cluster meeting with many of the participants staying on to represent their respective organisation. It was extremely valuable to bring the recommendations given by the practitioners directly to the cluster members.

In 2010 the IFRC commissioned an independent evaluation of the IFRC's shelter cluster commitment. This evaluation looked at the way that IFRC delivered on its commitment and the implications this has had. It is a meta-evaluation of all the different deployments of the Shelter Coordination Teams since 2006 until 2010 and an analysis of the work of IFRC as global cluster lead. This evaluation can be found together with the reviews of the country level clusters at www.sheltercluster.org/evaluations

To enable effective information management within the sector, agreement was reached on the establishment of a dedicated shelter cluster website and a consultant has been engaged by the Canadian Red Cross who will oversee the development of the platform. The shelter cluster website will replace the actual OCHA-led humanitarianreform.org and will enable better sharing of work and best practices, including those for IM, as well as easier revision and agreement on tools and procedures. The setting up of the sheltercluster.org website is advancing using the IFRC resources and expertise developed for other purposes. The website has been developed as a pilot hosted in the IFRC servers and is available on the web. It has been piloted at the global level since November 2010 and in the 2010 Myanmar Cyclone Giri. The structure of the site has been considered satisfactory in general and the site served its purpose successfully for a small-scale emergency such as the one in Myanmar. However there are a number of technical aspects that have been identified to be revised. For example, the site cannot be hosted in the IFRC servers as it poses security problems when the number of registered users grows. The SharePoint version that IFRC uses has a number of limitations regarding appearance and user management. Further development is needed for launching simple country-level-website templates that can be easily used by Information Managers, automatic sharing of documents between sites, newsletter utility and other uses. In the light of these experiences the site is being improved and it will be hosted outside of the IFRC. It is expected that the new version of the site will be ready by mid 2011. In the meantime the existing version of the site with its reduced features will still be available at www.sheltercluster.org and Google sites will be created for operations following the template developed by IFRC in Haiti. This template has also been used by the shelter cluster in Pakistan. All these Google sites are centralized and can be accessed from www.sheltercluster.org.

Constraints or Challenges

The Humanitarian Reform, the cluster approach and the role of IFRC as convener of the shelter cluster is still not well disseminated and understood both within the Red Cross Red Crescent Movement and outside it. This causes numerous misunderstandings that add to the challenges of the work of the Shelter Coordination Teams after disasters. More dissemination should be done on these issues, and given the decentralised model of the IFRC Secretariat this requires leadership by regional and country representations. The tutored distance learning module will help address this problem and new tools for dissemination will be created in 2011, including a self learning course, case studies, and brochures. The lack of dedicated shelter personnel, especially in the Africa Zone as well as within many National Societies, add to this challenge in addition to remaining an obstacle in the course of shelter-related issues being addressed systematically.

The Humanitarian Reform process is still lacking the required, more detailed definition and clarity in a number of issues, in particular the activation process and commonly agreed minimum requirements for country level cluster lead agencies. The lack of adequate recognition that different agencies can lead a particular cluster for different phases of a response reflecting the mandates, expertise and coordination capacities is a further impediment to ensuring the required flexibility and inclusiveness that many non-UN agencies including IFRC have been promoting. These gaps in the system hinder the good functioning of clusters at country level. IFRC is working with the IASC Working Group, the IASC Principals and other global level resources to address these gaps.

Programme component 5 – Sector support and networking

Outcome

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

Achievements

IFRC continues to participate in a number of inter-agency initiatives with the object of improving the shelter sector response to emergencies. IFRC and UNHABITAT have produced collaboratively the 2009 version of the “Shelter Projects” document, capturing some of the key interventions carried out in the sector in 2009. This publication is now being considered as a “flagship” publication for the shelter sector. The case studies selected to be featured in this issue included many Red Cross Red Crescent projects, such as Bangladesh, Peru, Italy and China, therefore creating opportunities for visibility for a number of national societies. The document has been produced in the form of 2,000 hard copies and 2,000 CD-ROMs and its dissemination will be done through the Zone offices and at relevant events, trainings, etc. Work on the 2010 issue has already started. Despite its importance and having succeeded in reducing its production costs significantly this year, the long-term sustainability of this catalogue needs to be ensured. A step towards this goal, a website to submit and select projects is being considered by the partners.

Throughout 2010, the initiative from the Benelux Red Cross societies to set up an IFRC Shelter Research Unit has been supported. The objectives and structure of the unit have been defined in a series of meetings where the Federation has also been present. The unit is envisaged to focus on innovative construction techniques and materials. At the end of the year, the discussions were ongoing to determine the governance modality of the unit.

The first Europe and Central Asia Housing Forum (<http://www.ecahousingforum.eu/>) will take place in Budapest in April 2011. IFRC started collaboration with Habitat for Humanity, UNECE and UNDP on the organization of this event in the second half of 2010. In addition to this, the third Asia Pacific Housing Forum will take place in Bangkok in September 2011.

IFRC continues to promote the greater engagement between the humanitarian shelter and housing development sectors. In 2009, in collaboration with the NGO Practical Action and the London South Bank University, the IFRC convened a workshop on owner-driven or people-centred housing with shelter practitioners and housing development specialists. Capitalizing on this event, the IFRC also participated in the development and publication of case studies of people-centred reconstruction and a toolkit for practitioners on people-centred reconstruction, both initiatives in collaboration with Practical Action and the London South Bank University. This project constitutes a part of a package on Build Back Better approach to reconstruction. The 10 tools in the toolkit are handy, user-friendly and can be downloaded online. This effort has been disseminated to the internal and external shelter actors through various platforms. The book containing the case studies turned out to be a rather academic document which is less attractive for the practitioners. This fact constitutes a limitation to it making a larger impact and being adopted more widely. Similarly collaboration with CRATerre Institute in Ivory Coast has contributed to shelter preparedness and risk reduction awareness in Africa.

Constraints or Challenges

The shelter sector is poorly defined; and agencies and expertise fragmented between humanitarian shelter, housing development, professional development and association, and the

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

Working in partnership

Support from interested National Societies for the IFRC's shelter commitment and particular thematic areas of engagement has been promoted through the framework of the global shelter programme and coordinated by the shelter and settlements department within the Geneva secretariat and the shelter advisors based in the zone offices. A number of interested National Societies have provided support ranging from funding, to the provision of staff on loan, to leading or contributing to activities. These include the Andorran, American, Australian, Austrian, Belgian (Flanders and French community), British, Canadian, Colombian, Danish, Finnish, French, German, Jamaican, Mozambique, The Netherlands, Norwegian, Spanish, Swedish and Swiss Red Cross Societies, the Qatar, and Kyrgyzstan Red Crescent Societies, as well as ICRC.

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

Project-specific collaborations have been established with a number of UN agencies including UNDP, UNHABITAT, UNHCR, UNICEF and UNOCHA; IOM; international and national NGOs including Acted, CARE, CartONG, Catholic Relief Services, CRATerre, Displacement Solutions, Habitat for Humanity, HelpAge International, MapAction, Oxfam GB, Practical Action, ProAct, RedR UK, Save the Children UK, Shelter Centre, and the World Wildlife Fund US (WWF-US); technical and academic institutes including Copenhagen/Lund Universities, the Open University of Catalunya, and Oxford Brookes University (CENDEP); and private sector support initiatives including Aid & International Trade and the World Economic Forum.

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

and lightweight shelter solutions to complement the tent specifications developed in 2008. The IFRC is expanding its engagement with the housing development sector to address the gap between humanitarian shelter and the wider housing sector. This has resulted in collaboration with Habitat for Humanity on convening regional housing forums in Asia Pacific and planned for Europe & Central Asia in 2011; an initiative with Oxford Brookes University to promote greater engagement with the built environment professions; and an evolving collaboration with the Disaster Resource Partnership of the World Economic Forum to coordinate the engagement of private sector engineering and construction resources in humanitarian action.

Contributing to longer-term impact

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

The regional and national shelter workshops, and the supporting database of best practices, also encourage the sharing of lessons learned and knowledge management. Standardized monitoring tools have been developed, including the shelter kit survey, a beneficiary satisfaction survey, and a replicable methodology for undertaking longitudinal economic impact studies of shelter programmes.

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

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

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

Looking ahead

The outputs from the completed studies will be disseminated. The Participatory Approach for Safe Shelter Awareness will be finalized and published, and a complementary community-level training developed. Additional videos will be developed to capture recent shelter responses, and to raise awareness on single topics such as cash programming, urban response and shelter risk reduction. To support shelter activities in the Middle East and North Africa zone and globally, discussions are underway with the Zone Office and the Qatar Red Crescent Society for a number of project-based collaborations. Canadian Red Cross and Netherlands Red Cross, with support from Australian Red Cross and the IFRC, will be holding their first shelter technical trainings in 2011 as part of a plan to provide capacity building services to the wider membership. To enable greater accessibility to trainings and capacity-building resources, the shelter department is collaborating with a number of universities with appropriate expertise to establish standard Federation shelter technical trainings online. Technical trainings will also be provided at regional and national level following the example of Nepal in December 2010. Subject to available resources, trainings in the use of Federation shelter kits will be provided. The completed shelter kit guidelines will be disseminated to complement the extensive training programme, and a winterization kit and complementary framing kit developed. A transitional shelter decision-making toolkit will be developed to allow for quicker decision making and implementation of this type of shelter programming in the early stages of the operations. The example of generic guidelines for owner-driven reconstruction will be followed with two new sets of guidelines to address the issues of integrated programming for resettlements and community infrastructure.

The shelter reference group meeting will be held in April 2011 in Budapest, following the first European and Central Asia Housing Forum. The third edition of the Asia Pacific Housing Forum will take place in Bangkok in the first week of September. The scheduled global shelter cluster meeting will be convened by the IFRC in November 2011. The IFRC will also actively co-lead the global shelter cluster thematic reference groups for which it has responsibility; namely training, information management and technical and resource mobilization. The IFRC will host its annual global workshop for shelter coordination team personnel to review operating methodologies, tools and key issues arising from recent operations. The IFRC will be delivering a shelter coordination training in the second half of 2011. The organization will also launch a dedicated shelter cluster web site to complement the evolving inter-agency web site being introduced by UNOCHA. The recommendations of the review of the IFRC's shelter cluster commitment will be followed up as appropriate.

How we work	
<p>The International Federation's activities are aligned with its Global Agenda, which sets out four broad goals to meet the Federation's mission to "improve the lives of vulnerable people by mobilizing the power of humanity".</p>	<p>Global Agenda Goals:</p> <ul style="list-style-type: none"> • Reduce the numbers of deaths, injuries and impact from disasters. • Reduce the number of deaths, illnesses and impact from diseases and public health emergencies. • Increase local community, civil society and Red Cross Red Crescent capacity to address the most urgent situations of vulnerability. • Reduce intolerance, discrimination and social exclusion and promote respect for diversity and human dignity.
Contact information	
<p>For further information specifically related to this report, please contact:</p>	
<ul style="list-style-type: none"> • Graham Saunders, Head Shelter and Settlements department, Geneva; email; graham.saunders@ifrc.org; phone +41 22 730 4241; and fax: +41 22 733 0395. 	

International Federation of Red Cross and Red Crescent Societies

MAA00019 - Shelter and settlement

Annual Report 2010

Selected Parameters	
Reporting Timeframe	2010/1-2010/9998
Budget Timeframe	2010/1-2010/12
Appeal	MAA00019
Budget	APPEAL

All figures are in Swiss Francs (CHF)

I. Consolidated Response to Appeal

	Disaster Management	Health and Social Services	National Society Development	Principles and Values	Coordination	TOTAL
A. Budget	3,327,955					3,327,955
B. Opening Balance	211,558					211,558
Income						
Cash contributions						
<i>British Government</i>	2,760					2,760
<i>British Red Cross</i>	109,500					109,500
<i>Canadian Red Cross</i>	83,508					83,508
<i>DFID Partnership grant</i>	429,721					429,721
<i>European Commission - DG ECHO</i>	276,420					276,420
<i>Italian Red Cross</i>	9,371					9,371
<i>Netherlands Red Cross</i>	-77					-77
<i>Norwegian Red Cross (from Norwegian Government)</i>	158,182					158,182
<i>Swedish Red Cross (from Swedish Government)</i>	373,551					373,551
<i>The Bahamas Red Cross</i>	10,709					10,709
C1. Cash contributions	1,453,645					1,453,645
Inkind Personnel						
<i>Other</i>	4,960					4,960
<i>Spanish Red Cross</i>	105,600					105,600
C3. Inkind Personnel	110,560					110,560
Other Income						
<i>Sundry Income</i>	18,150					18,150
C4. Other Income	18,150					18,150
C. Total Income = SUM(C1..C4)	1,582,355					1,582,355
D. Total Funding = B + C	1,793,912					1,793,912
Appeal Coverage	54%					54%

II. Balance of Funds

	Disaster Management	Health and Social Services	National Society Development	Principles and Values	Coordination	TOTAL
B. Opening Balance	211,558					211,558
C. Income	1,582,355					1,582,355
E. Expenditure	-1,011,693					-1,011,693
F. Closing Balance = (B + C + E)	782,219					782,219

International Federation of Red Cross and Red Crescent Societies

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III. Budget Analysis / Breakdown of Expenditure

Account Groups	Budget	Expenditure					TOTAL	Variance
		Disaster Management	Health and Social Services	National Society Development	Principles and Values	Coordination		
A							B	A - B
BUDGET (C)		3,327,955					3,327,955	
Relief items, Construction, Supplies								
Clothing & textiles		17				17	-17	
Other Supplies & Services		152				152	-152	
Total Relief items, Construction, Su		169				169	-169	
Logistics, Transport & Storage								
Storage		19,434				19,434	-19,434	
Distribution & Monitoring		2,505				2,505	-2,505	
Transport & Vehicle Costs		16,879				16,879	-16,879	
Logistics Services		1				1	-1	
Total Logistics, Transport & Storage		38,818				38,818	-38,818	
Personnel								
International Staff	504,288	258,598				258,598	245,690	
National Staff		2,008				2,008	-2,008	
National Society Staff		14,247				14,247	-14,247	
Volunteers		188				188	-188	
Total Personnel	504,288	275,041				275,041	229,247	
Consultants & Professional Fees								
Consultants	500,000	332,303				332,303	167,697	
Professional Fees		20,282				20,282	-20,282	
Total Consultants & Professional Fe	500,000	352,585				352,585	147,415	
Workshops & Training								
Workshops & Training	612,250	39,685				39,685	572,565	
Total Workshops & Training	612,250	39,685				39,685	572,565	
General Expenditure								
Travel	130,000	51,375				51,375	78,625	
Information & Public Relation	560,000	54,700				54,700	505,300	
Office Costs		7,357				7,357	-7,357	
Communications	4,500	7,265				7,265	-2,765	
Financial Charges		86				86	-86	
Other General Expenses	470,000	22,174				22,174	447,826	
Shared Support Services	30,600	15,130				15,130	15,470	
Total General Expenditure	1,195,100	158,086				158,086	1,037,014	
Contributions & Transfers								
Cash Transfers National Societies	150,000	45,000				45,000	105,000	
Cash Transfers Others	150,000	42,996				42,996	107,004	
Total Contributions & Transfers	300,000	87,996				87,996	212,004	
Operational Provisions								
Operational Provisions		-609				-609	609	
Total Operational Provisions		-609				-609	609	
Indirect Costs								
Programme & Service Support	216,317	54,829				54,829	161,488	
Total Indirect Costs	216,317	54,829				54,829	161,488	
Pledge Specific Costs								
Earmarking Fee		5,062				5,062	-5,062	
Reporting Fees		31				31	-31	
Total Pledge Specific Costs		5,093				5,093	-5,093	
TOTAL EXPENDITURE (D)	3,327,955	1,011,693				1,011,693	2,316,262	
VARIANCE (C - D)		2,316,262				2,316,262		