

Report 2007



International Federation
of Red Cross and Red Crescent Societies

Global Shelter Programme

Appeal No. MAA00019/2006

This report covers the period from 1 January to 20 March 2007.

In a world of global challenges, continued poverty, inequity, and increasing vulnerability to disasters and disease, the International Federation with its global network, works to accomplish its Global Agenda, partnering with local community and civil society to prevent and alleviate human suffering from disasters, diseases and public health emergencies.



Promoting increased typhoon-resistant traditional shelter construction practices in the Philippines. International Federation

In brief

Programme Summary:

Recent large-scale natural disasters have highlighted the limited human resources in the shelter sector, differing understandings on shelter strategies and standards, and inadequate access to the required tools, guidelines and technical resources. The UN-sponsored Humanitarian Response Review identified a number of areas in which international humanitarian action could be improved, including shelter. Lessons learned from responses to recent disasters and recommendations from reviews of the International Federation programming and its institutional support for the sector have also indicated the need for greater investment in strategy and policy development, enhanced skills and capacity and better preparedness.

The Global Agenda of the International Federation of Red Cross and Red Crescent Societies commits it to reducing the impact of disasters, addressing vulnerabilities, enhancing local capacity to respond and promoting respect for diversity and human dignity. In accordance with this commitment, through this appeal and the proposed activities, the International Federation and its membership will strengthen its capacities, resources and approach to the provision of shelter after disaster. Reflecting the broad understanding of shelter and the range of activities undertaken by Red Cross and Red Crescent

Societies, this will include improving the quality and effectiveness of the initial relief assistance, ensuring that recovery and risk reduction considerations contribute to the initial response and provide the required support to implement transitional and permanent shelter activities.

Goal: To improve the lives of vulnerable people 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.

Needs: Total 2006-2007 budget CHF 15,072,577 (USD 12,354,571 or EUR 9,361,849) (1% covered to date).

Our Partners: Red Cross Red Crescent National Societies and Federation Delegations, community-based, national, government-based and international organizations, UN agencies, developmental agencies, research institutions and donor agencies.

Current context

At the General Assembly in Seoul in 2005, the International Federation of Red Cross and Red Crescent Societies decided to “take up a leadership role in the provision of emergency shelter in natural disasters”. The Global Shelter Programme launched in December 2006 operationalizes that decision on behalf of the International Federation, recognizing that the International Federation through the Red Cross and Red Crescent Societies has a long history of responding to emergency shelter needs. It has delivered emergency shelter solutions across all regions of the world and is already one of the largest providers of emergency shelter amongst humanitarian actors. This significant institutional capability and experience requires further support to enable the scaling-up of sheltering activities in terms of both quality and quantity. As well as enhancing the provision of initial shelter assistance, the experience of the Red Cross and Red Crescent in providing transitional and permanent housing and the complementary risk reduction, recovery and water and sanitation activities also needs to inform the approach to shelter and shelter-related programming.

In recognition of the need for improvements within the shelter sector, the International Federation is working with other agencies to address the issues of capacity, resources and appropriate operational mechanisms. This is reflected in the Memorandum of Understanding between the International Federation and the UN Office for the Coordination of Humanitarian Affairs (UNOCHA), through which the International Federation will coordinate interested stakeholders in emergency shelter at a global level and will assume a coordinating role for emergency shelter after natural disasters.

Internally, through the Global Shelter Programme, the International Federation is developing regionally-specific strategies to identify **what** shelter activities have been undertaken to inform best practice and policy, **who** undertakes or provides technical assistance and capacity building needs, and **how** such programming is informed through appropriate programming tools, shelter solutions and research.

Externally, through the Global Shelter Programme, as co-chair of the Emergency Shelter Cluster Working Group with the United Nations High Commissioner for Refugees (UNHCR) the International Federation is promoting and co-funding activities to advance **inter-agency preparedness and coordination**. In addition, the International Federation is promoting a range of collaborative initiatives in support of the **global shelter network**.

Recent emergency responses in the Philippines and Mozambique have demonstrated the commitment of the International Federation to advance better practices in shelter programming through the operations of the National Red Cross Societies, and in addition to coordinate the shelter sector on behalf of the international community.

The activities of the International Federation in supporting the shelter sector and in developing its capacities are funded solely through the International Federation's Global Shelter Programme, with core funding from the Secretariat for the Shelter Department. Although some commitments have been made through "soft" pledges, and a number of institutional support grants are being finalized, significant additional financial commitment is required to enable the International Federation to meet the objectives of the Global Shelter Programme.

Progress towards objectives

Expected result 1: Sheltering preparedness and response activities of the International Federation of Red Cross and Red Crescent Societies are informed by a sheltering policy drawing on best practice.

- Preliminary mapping of documented International Federation shelter projects.
- Discussions underway with regions and national societies to undertake regionalized mapping of shelter activities and identification of best practices.
- Current response interventions used to inform the identification and application of best practices.
- Discussions initiated with key International Federation departments (water and sanitation, risk reduction, livelihoods, recovery, protection) to inform a holistic approach to sheltering.
- Identification of current policies within other sectors and policy development processes to inform the development of a policy in sheltering, with reference to the shelter policies of other agencies.

Expected result 2: The human resources capacity of the International Federation and its membership is strengthened and used effectively to meet shelter needs after disasters.

- A shelter "community of practice" was established at the January 2007 shelter meeting in Geneva to promote thematic task groups of interested national societies to advance the Global Shelter Programme.
- Regional discussions initiated to identify regional and national society capacities in shelter.
- The shelter components of International Federation Field Assessment and Coordination Team (FACT) and Relief Emergency Response Unit (ERU) trainings have been updated to reflect the enhanced Federation approach to shelter. This has informed FACT trainings in September 2006 and March 2007, and Relief ERU trainings in November 2006 and February 2007.
- Discussions underway to include shelter in International Federation Regional Disaster Response Team (RDRT) trainings.
- Shelter coordination training and shelter technical training modules under development, for piloting in April 2007 and May 2007 respectively. Modules to be regionalized during 2007.
- Input into International Federation contingency planning guidelines on shelter operations and the coordination of shelter.
- Initial promotion of country-level preparedness plans to include shelter operational and shelter coordination responsibilities and capacities. To be piloted in select countries in each region.

Expected result 3: The International Federation and its membership have the operational and technical support to provide an appropriate shelter response whilst strengthening local capacities.

- In-country shelter technical support provided to Philippines typhoons and Mozambique floods and cyclone responses. In the Philippines, the shelter programme developed focussed on providing 15,000 affected households with appropriate building materials, tools and fixings, and the promotion of better building techniques to reduce vulnerabilities to future typhoons. In Mozambique, attention was focussed on ensuring that tool kits and fixings were provided with plastic sheeting to enable the affected communities to construct their own shelters.
- Support provided to Kenya, Malawi and Tanzania flood responses, and Vietnam typhoon response.
- Establishment of Tents Task Group within the Secretariat to bring together relief, procurement and

programming expertise from within different departments. Common workplan under development to advance International Federation approach to tents and tent-type shelter solutions.

- The pre-positioning of shelter “kits” comprising plastic sheeting and basic tools and fixings will be explored to enable support for owner-driven emergency shelter solutions.
- Joint funding and development with Oxfam GB of inter-agency guidelines on the use of plastic sheeting, through open peer reviews in Geneva, United Kingdom, Panama and the United States. The American Red Cross will host the April 2007 peer review in Washington DC.
- Commitment to support development of inter-agency guidelines on the use of timber in emergencies in conjunction with UNOCHA and a number of international NGOs.
- Participation in inter-agency development of common standards for a shelter module.
- Contribution to development of approach to cash programming, including input into British Red Cross-led guidelines development and International Federation review.
- Identification of existing programme tools and guidance through current shelter programmes. Input into consultancy review of construction contracting. Technical visit to Aceh Transitional Shelter Programme to capture systems and tools developed. Financial and technical support to the development of a beneficiary “satisfaction survey” in Aceh as a potential standard tool.

Expected result 4: The emergency shelter sector has the required in-country coordination and support from the International Federation in specific emergency operations.

- The International Federation took on the role of co-chair of Emergency Shelter Cluster Working Group with UNHCR.
- Promotion by International Federation of “projectization” of activities of Emergency Shelter Cluster Working Group to promote greater inclusiveness of non-UN agencies and greater accountability.
- International Federation supporting, participating in and co-funding inter-agency preparedness activities through the Emergency Shelter Cluster Working Group to develop the following: overall shelter strategy; initial assessment guidelines; cluster impact indicators; agreement on common standards; climatic guidelines: stock mobilisation; surge capacity, rosters and training; shelter risk mapping and contingency planning; early recovery assessments and strategy guidelines; environmental impact mitigation guidelines; information management strategy.
- Development of shelter coordination tool kit by the International Federation Shelter Department.
- Development of International Federation shelter coordination team roster and pilot trainings.
- Deployment by International Federation of a shelter coordination team as part of the cluster activation in the Philippines and Mozambique. Shelter sector services provided included coordination, technical assistance, information management and mapping. Coordination of shelter sector by the International Federation team for emergency shelter phase, and formal handover to UN Habitat for transitional and permanent shelter phase. Co-funding with UN Habitat of an assessment to inform the transition from emergency shelter to permanent settlement.
- Reviews of International Federation shelter coordination team deployments commissioned.

Expected result 5: The global approach to and provision of emergency shelter has been advanced by a network of interested stakeholders.

- Discussions underway with shelter agencies, donors and research institutes to identify needs and potential objectives of a shelter network or linkages within the shelter sector.
- Participation by International Federation in the USAID/OFDA Washington DC shelter event and shelter meeting in Geneva hosted by UN Habitat and Care and convened by Shelter Centre.
- Thematic issues identified in collaboration with interested agencies to advance shelter sector.
- Discussions within regions to identify regional shelter networks and initiatives that could be supported by the International Federation.
- Support for Emergency Shelter Cluster Working Group activities and National Society task groups to inform potential partners and themes for an embryonic Global Alliance.

Working in partnership

- As co-chair (with UNHCR) of the Emergency Shelter Cluster Working Group, the International Federation is supporting and promoting the involvement of a range of shelter sector partners including international NGOs, UN agencies, international organizations and research institutes.
- Through country-level coordination of emergency shelter responses, the International Federation is partnering with Governments, local NGOs, international NGOs, UN agencies, international organizations and research institutes.
- The International Federation is in discussion with shelter agencies to identify opportunities for such agencies to contribute to International Federation-led inter-agency shelter coordination teams to better reflect the composition of the shelter cluster in the field.
- The International Federation has promoted discussion with UN Habitat regarding the latter taking on the role of focal agency for coordinating transitional and permanent housing.
- To support the shelter sector, the International Federation is developing project-based collaborations with international NGOs and operational understandings with UN agencies and others to inform the delivery of short- and longer-term shelter assistance after disaster.

Contributing to longer-term impact

- The provision of adequate shelter as defined by agreed best practices within the sector will contribute to three of the four goals of the International Federation's Global Agenda: shelter interventions should reduce the vulnerabilities of the affected households and hence reduce the impact of disasters; such interventions should maximise local involvement to build local capacities to better respond to future disasters; and appropriate shelter solutions should promote respect for diversity and human dignity, as well as reducing intolerance, discrimination and social exclusion.
- Appropriate shelter interventions should promote the involvement of women and other vulnerable groups in the design and implementation of shelter and settlement programmes. This aspect of shelter programming will inform all components within the Global Shelter Programme, from best practice and policy formation through training and preparedness, operational support, effective coordination and support for the shelter sector.
- The Red Cross Code of Conduct and the Sphere Minimum Standards in Disaster Response provide internationally-acknowledged best practices in response programming that will inform the advancement of the Global Shelter Programme. The Head of the International Federation Shelter Department was the Shelter Technical Chapter Focal Point for the 2004 revision of the Sphere Minimum Standards.

Looking Ahead

- Through regionally-developed action plans the International Federation's Global Shelter Programme will be advanced in each region according to appropriate needs, priorities and capacities.
- Thematic task groups of interested national societies will provide oversight and input into key components of the International Federation's Global Shelter Programme, from policy development to training, operational support, tools and guidelines, and networking.
- The Shelter Department will continue to provide leadership on developing a sheltering policy, trainings, common tools, programme guidance and operational support, the International Federation's commitment to coordinating emergency shelter, and support for the shelter sector.

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