

Appeal >

*The International Federation's mission is to improve the lives of vulnerable people by mobilizing the power of humanity. It is the world's largest humanitarian organization and its millions of volunteers are active in over 185 countries.*

*All international assistance to support vulnerable communities seeks to adhere to the Code of Conduct and the Humanitarian Charter and Minimum Standards in Disaster Response, according to the SPHERE Project*

# Global Programme Shelter



International Federation  
of Red Cross and Red Crescent Societies

# The International Federation's Global Agenda (2006–2010)

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Over the next five years, the collective focus of the Federation will be on achieving the following goals and priorities:

## Our goals

**Goal 1:** Reduce the number of deaths, injuries and impact from disasters.

**Goal 2:** Reduce the number of deaths, illnesses and impact from diseases and public health emergencies.

**Goal 3:** Increase local community, civil society and Red Cross Red Crescent capacity to address the most urgent situations of vulnerability.

**Goal 4:** Promote respect for diversity and human dignity, and reduce intolerance, discrimination and social exclusion.

## Our priorities

Improving our local, regional and international capacity to respond to disasters and public health emergencies.

Scaling up our actions with vulnerable communities in health promotion, disease prevention and disaster risk reduction.

Increasing significantly our HIV/AIDS programming and advocacy.

Renewing our advocacy on priority humanitarian issues, especially fighting intolerance, stigma and discrimination, and promoting disaster risk reduction.

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*Cover photo: Olav A. Saltbones/International Federation*

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# In brief

**This appeal seeks 15,072,578 Swiss francs** to fund this programme and activities to be implemented in 2007 and 2008. This programme is aligned with the International Federation's 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".

Global Programme Shelter	2007 Budget in Swiss francs	2008 Budget in Swiss francs	Total budget in Swiss francs
Totals	12,837,711	2,234,866	15,072,578

All International Federation assistance seeks to adhere to the Code of Conduct for the International Red Cross and Red Crescent Movement and Non-Governmental Organizations (NGOs) in Disaster Relief and is committed to the Humanitarian Charter and Minimum Standards in Disaster Response (Sphere) in delivering assistance to the most vulnerable people.

For longer-term programmes in this or other countries or regions, please refer to the International Federation's Annual Appeal. For support to or for further information concerning International Federation programmes or operations in this or other countries, or for National Society profiles, please also access the International Federation's web site at <http://www.ifrc.org>



Anne-Merethe PEDERSEN / Norwegian Red Cross

# 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, 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 inform the initial response and providing the required support to transitional and permanent shelter activities.

This programme will also enable the International Federation to meet its commitment under the Memorandum of Understanding between the International Federation and UNOCHA\* to provide support for the global shelter sector and the coordination of emergency shelter in natural disasters.

## Context

It is increasingly being recognized that the meeting of shelter needs in the aftermath of disaster should be seen as a process of 'sheltering'. The various needs of affected households for safety, privacy, protection from the climate and opportunities to commence or re-establish livelihood activities must be addressed through approaches that are appropriate to the specific context. Shelter solutions must also enable incremental upgrading by the households themselves as resources and opportunities permit. Sheltering, even when the needs are generated by natural disasters and other emergencies, goes beyond the immediate provision of basic shelter solutions and is closely associated with longer-term reconstruction as well as with measures to assist individuals, families and communities to re-establish themselves and resume ordinary life.

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. Since 2003, expenditure by the Red Cross and Red Crescent Societies on sheltering activities has exceeded 300 million Swiss francs (US\$ 240 million). 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. The International Federation has committed to the establishment of a new Shelter Department within its secretariat in Geneva – as well as the hosting of the Shelter Centre – to support such a process.

\* See summary of the MoU on page 12

Not all of the required measures can be undertaken by the International Federation and the Red Cross and Red Crescent Societies, nor is the organization the sole provider of any of the elements. In recognition of the need for improvements within the shelter sector, the International Federation, through its secretariat in Geneva, 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 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. The International Federation is working closely with UNHCR, which will act as lead agency for emergency shelter in situations of conflict, in mobilizing shelter agencies to improve sector preparedness and response capabilities.

The International Federation and the National Red Cross and Red Crescent Societies are among the leading providers of relief assistance. They have developed significant response capacity through regional logistics units, the pre-positioning of stocks and procurement framework agreements and comprehensive operational support mechanisms. This relief role is complemented by an increasing fluency in disaster preparedness and risk reduction and the promotion of recovery as a process to inform relief operations. An enhanced approach to shelter by the International Federation through the Red Cross and Red Crescent Societies will utilize this existing institutional expertise.

## Programme structure

Over a two-year period, this shelter programme envisages the incremental strengthening and further development of capacities, tools, methodologies and overall policy guidance. This will be complemented by the identification of existing resources and experience within Red Cross and Red Crescent Societies and the supporting secretariat. It is also recognized that the provision of appropriate technical or resource support for response activities and the coordination of emergency shelter must be rapidly developed and available in and around the longer-term capacity-building programme. The first year will see a focus on establishing the supporting shelter network, mapping capacities, and identifying best practice and interest among Red Cross and Red Crescent Societies. This will be capitalized upon in the second year to enhance or expand capacity and resource development as required, and the programme and activities revised accordingly. Beyond the timeframe of this appeal, the shelter activities of the Red Cross and Red Crescent Societies will require further support and this will be reflected in commitments by the International Federation and integrated within its disaster management programme and appeals. This institutional strengthening will be complemented by the shelter components of emergency appeals to meet the context-specific operational programme requirements.

A significant financial component of the first year of the appeal is to complete the provisioning of the three International Federation regional logistics units in Dubai, Panama and Kuala Lumpur. This will complement the quantities already procured and warehoused, as well as the additional quantities that have been committed by a number of National Societies. This stock provision will contribute to the commitment of the International Federation to have the capacity to deliver, to the first point of entry, tents, plastic sheeting and essential household items for 5,000 families within 48 hours and for a total of 20,000 families within two weeks. When the regional logistics units are fully provisioned, they will be replenished through the emergency appeals. Additional relief items held or accessed by Red Cross and Red Crescent Societies will complement the capacities of the regional logistics units. Although tents and plastic sheeting are a valuable component of relief assistance, depending on the context, alternative material or resource provision can better support local coping strategies. Additional procurement framework agreements at both global and regional levels will be developed to enable the procurement of a wider range of materials, tools and construction-related items.

Activities will be led or guided by the newly established Shelter Department within the International Federation secretariat in Geneva, informed by an embryonic International Federation shelter community of practice. This will comprise representatives of interested National Societies and key sector teams from within the Secretariat including disaster response, water and sanitation, risk reduction, recovery and livelihoods, and logistics. Red Cross and Red Crescent Societies will be involved subject to their level of interest, capacities, and the shelter risk profile in the event of a natural disaster in the respective country. Collaboration will also include ICRC, International Federation Field Offices as appropriate and projects hosted by the International Federation in Geneva, including the Shelter Centre, ProVention, and the SPHERE Project.

Broader external networking will also capitalize on the experience, expertise and resources of other agencies to inform the shelter activities of the International Federation. The enhanced shelter role of the International Federation within such a network will also provide much needed additional impetus and critical mass to progress key issues within the shelter sector for the benefit of the sector as a whole.

## Overall programme objective

*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.*

### **Expected results**

- **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.*
- **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.*
- **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.*
- **Expected result 4:** *The emergency shelter sector has the required in-country coordination and support from the International Federation in specific emergency operations.*
- **Expected result 5:** *The global approach to and provision of emergency shelter has been advanced by a network of interested stakeholders.*

## **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.

To better inform the approach to meeting the shelter and settlement needs of disaster-affected households and communities, programming guidance within an agreed policy framework is required, capitalizing on the extensive experience of Red Cross and Red Crescent Societies and other actors. This work will be informed by continuing involvement in and support for current initiatives in the shelter and related sectors, as well as consideration of the shelter strategies of other agencies.

## Related projects and activities

### Identification of shelter best practice:

- Define the extent of shelter activities by Red Cross and Red Crescent Societies from emergency shelter through transitional to permanent housing, including the provision of communal shelter and related rehabilitation and recovery activities.
- Collate and analyse observations and recommendations from reviews, evaluations and assessments of shelter and settlement activities undertaken by Red Cross and Red Crescent Societies. Identify best practice from within these programmes and the extent to which recommendations have been implemented, along with key deficiencies to be addressed.
- Review best practice within the shelter sector with reference to the areas of expertise and capacity of Red Cross and Red Crescent Societies.

### Developing a shelter approach:

- Identify Red Cross and Red Crescent shelter-related strategies and disaster response and relief operations addressing recovery and livelihoods, risk reduction, water and sanitation, and health and protection, to inform the development of an overarching approach to shelter. Draw on established Red Cross and Red Crescent linkages with individuals, agencies and institutions on shelter-related issues and progress to date.
- Utilize national, regional or international Red Cross and Red Crescent activities and events to develop and promote the evolving shelter agenda.
- Collaborate with other agencies, institutions and networks – including the SPHERE Project, Shelter Centre and ProVention, hosted by the International Federation secretariat in Geneva – to progress key initiatives within the shelter sector.

### Policy development:

- Contribute to the International Federation Disaster Management Working Group on shelter and related issues to inform the development of the disaster management strategy.
- Collate and review existing International Federation policy references to shelter, and policies for other related technical sectors.
- Review shelter policy frameworks and guidelines for other agencies including UN, international NGOs and donors.
- Promote a policy development process in consultation with interested Red Cross and Red Crescent Societies and the Disaster Relief and Preparedness Commission of the International Federation. Develop an initial shelter strategy as a basis for a shelter policy to be submitted to the International Federation's General Assembly in 2009.

**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.

The requirements of the International Federation of Red Cross and Red Crescent Societies to adequately respond to shelter needs after natural disasters will be informed by a network of interested National Societies. Current training opportunities will be utilized, complemented by new training as required, to raise awareness and capabilities in the provision of adequate shelter. Existing disaster response and preparedness tools will be used to capture shelter capacities within National Societies and shelter vulnerabilities within countries. Support for informed input into regional or national contingency planning will also be provided. Through this initial collaboration, opportunities will be sought to establish operational alliances at country level and an overarching Global Alliance to enable the agreed scaling-up of International Federation shelter activities.



Christopher Black/International Federation

## Related projects and activities

### Developing Federation shelter alliances and scaling-up:

- Establish an International Federation shelter community of practice, comprising shelter policy-makers and practitioners from interested Red Cross and Red Crescent Societies, as well as participants from complementary disciplines – including risk reduction, recovery and livelihoods, water and sanitation, health, logistics and operations coordination.

Through two global and two regional workshops, this community of practice will guide the development of a shelter agenda for the International Federation. Self-selected task groups from within the shelter community of practice will progress issues identified on a thematic or geographical basis. Opportunities will be sought to evolve this initial collaboration into a Global Alliance with defined objectives, a common strategic plan and agreement on responsibilities, funding and accountability.

- At the request of the respective Red Cross and Red Crescent Societies and where programmatically possible, Operational Alliances to be established to coordinate the provision of shelter assistance by Red Cross and Red Crescent Societies through commonly agreed work plans and methodologies.

#### **Building capacities:**

- Map existing Red Cross and Red Crescent capacities and expertise nationally, regionally and internationally, along with the external technical support available. With reference to recent evaluations and recommendations, identify gaps in capacity and expertise and the support required within Red Cross and Red Crescent Societies and the secretariat. Develop shelter-related indicators for inclusion within the Well-Prepared National Society Questionnaire to better capture, on a regular basis, Red Cross and Red Crescent capacities and resources.
- Provide shelter-related input as required and as appropriate on job descriptions and terms of reference for key personnel – International Federation Field Assessment and Coordination Teams, Emergency Response Units and Regional Disaster Response Team members, Construction Delegates etc. – and provide recommendations as required on revised profiles and roles.
- Contribute to training and capacity-building opportunities for International Federation Delegates, Secretariat and interested National Society staff within complementary activities – including risk reduction and recovery – to advance the broader understanding of the process of sheltering.
- In collaboration with other agencies – including the Shelter Centre hosted by the International Federation – and training service providers, develop core training modules and services to provide a more consistent level of expertise and approach within the shelter sector.

#### **Disaster preparedness:**

- Drawing upon existing analyses and the International Federation's Disaster Management Information System, in collaboration with interested Red Cross and Red Crescent Societies, incrementally develop shelter risk profiles incorporating the potential impact of disasters and the capacities of the respective national societies.
- Provide input into existing Red Cross and Red Crescent vulnerability and capacity assessment tools to adequately capture shelter and settlement issues.
- Through established Red Cross and Red Crescent disaster management mechanisms and evolving regional initiatives and alliances, advise on the shelter and settlement issues in national and regional contingency planning. Support input as appropriate by Red Cross and Red Crescent Societies into country-level contingency planning exercises.
- Provide Red Cross and Red Crescent input to global emergency shelter cluster mapping of capacities and resources and guide resource provisioning by the International Federation accordingly.



Rosemarie Norrh/International Federation

**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.

Existing Red Cross and Red Crescent response mechanisms will be further developed to ensure that assessment and programming tools and methodologies address sheltering needs. Drawing on best practice, field-oriented guidelines on sector-specific themes will improve the quality, consistency and accountability of shelter and settlement activities, with agreed review mechanisms to ensure regular updating. Technical capacity will be available as required, particularly in the initial response phase. The rapid deployment of basic shelter solutions and essential household items will be supported through material and design development, considered specification of the materials stockpiles and the flexible use of procurement framework agreements. Progress on complementary approaches to enabling locally-driven solutions to meeting emergency shelter needs will be supported, including the use of cash transfers and community-based technical animation to promote safe, adequate and durable shelter.



Olav A. Scilbones/International Federation

## Related projects and activities

### Tools and mechanisms:

- Assess extent of shelter programme guidance within existing assessment and disaster response tools and mechanisms and recommendations on required guidance from recent reviews.
- Develop and disseminate general sector programming guidance drawing on existing best practice guidance from within the International Federation and the shelter sector and establish an ongoing review and revision process. Develop specific project management tools for shelter and rehabilitation programming to include construction management – tendering, contract administration etc. – participatory construction – self-help and assisted self-help – guidelines on the use of key materials such as plastic sheeting, and the use of complementary materials and cash grants.
- Harmonize methodologies and tools being developed by the Emergency Shelter Cluster Working Group with those used by the International Federation operational teams as appropriate.
- Pilot and review the use or incorporation by Red Cross and Red Crescent Societies of additional tools and methodologies and utilize the findings in further iterations.

### Disaster management and operational support:

- Provide technical support to Red Cross and Red Crescent field operations in the form of capacity, guidance, tools and methodologies as required.
- Provide guidance on the type, specification and quantities of shelter materiel and essential household items to be stockpiled or procured through framework agreements by the International Federation.

- Ensure that 10,000 lightweight family tents and essential household items for 30,000 families are available for immediate dispatch to disaster-affected areas. This is to complete the provisioning of the three International Federation regional logistics units in Panama, Dubai and Kuala Lumpur in accordance with the International Federation preparedness plan to meet the sheltering needs of a minimum of 5,000 families within 48 hours and a minimum total of 20,000 families within two weeks.
- Support the establishment of four global and six regional procurement framework agreements – with an emphasis on multiple sourcing to include countries and regions that could be affected by disaster – for the procurement of other shelter materials – e.g., profiled metal roof sheeting – and tools. To the extent possible, in support of the shelter sector, these framework agreements will be available for other emergency shelter agencies to utilize in responding to disasters.
- Develop a framework to enable the use of cash in lieu of materials or logistical support to complement any other shelter assistance provided.

#### Research and development:

- Input to Red Cross and Red Crescent Emergency relief items catalogue on shelter components to reflect current best practice and requirements for materials, tools and essential household items.
- Support the development of improved tent specifications with other agencies and manufacturers, as well as the evaluation of the products during use.
- Collaborate with other agencies – including the Shelter Centre hosted by the International Federation – research institutes and the private sector to support innovation and the further development of shelter-related products and materials.

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

The role of the coordination team and the required tools and processes to support the shelter sector in meeting emergency shelter needs will be further defined by the International Federation in conjunction with the global emergency shelter cluster working group. A limited roster of personnel to meet the profile of the coordination team members will be identified and provided with appropriate training. A coordination team will be deployed and supported by the International Federation in accordance with agreed procedures. Any such deployment will be reviewed to inform the coordination role and future deployments.

## Related projects and activities

#### Developing enhanced preparedness:

- Participate in the global emergency shelter cluster working group to progress an agreed implementation plan to improve the response to disaster. Through consultation and ongoing review, define the service and supporting tools and mechanisms to be provided to emergency shelter cluster participants at country level – host government, implementing agencies, donor representatives, local community representatives.
- With reference to agreed profiles for the coordination team members, identify existing capacity and skill sets from within the International Federation to provide in-country coordination role and solicit interest from other potential candidates. Determine the establishment and ongoing management of a coordination team roster in consultation with human resources. In conjunction with UNHCR and other emergency shelter cluster working group participants, provide training for coordination team personnel using lessons learned and best practice.



- Develop clear roles and responsibilities for coordination team with reference to agreed cluster terms of reference for the International Federation and individuals within the coordination team.
- Define the technical support needs from the International Federation shelter department and develop terms of reference for the provision of such support.

#### Coordinating emergency shelter response:

- Deploy and support the required personnel in order to fulfil the in-country lead of the International Federation's role in emergency shelter.
- Ensure that needs assessment and analysis of emergency shelter in natural disasters is undertaken fully inclusive of host governments and interested agencies and with the participation of affected populations.
- Identify the capacities of emergency shelter cluster participants and other relevant actors and coordinate the development of response plans to address priority needs.
- Provide appropriate delegation and follow-up on commitments from network participants to act in particular areas.
- Support sustaining mechanisms through which the network as a whole monitors and assesses its performance. Review interventions and act on recommendations to inform future responses.

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

Although there are many experienced and committed agencies within the shelter sector, the sector itself is lacking a significant shelter agency to provide the critical mass to progress key sector initiatives. The International Federation, with its global identity, independent status, and international, regional and national presence, is uniquely placed to provide this key role for the shelter sector. Proactive collaboration on an inter-agency basis through an evolving global inter-agency shelter network or through linkages with key global initiatives will provide opportunities to develop a more coherent approach to shelter after disaster.

## Related projects and activities

#### Developing a global shelter network:

- Identify gaps or weaknesses in current shelter networking, including opportunities and constraints to developing an inter-agency shelter agenda, acknowledging differing agency mandates, regional contexts, and the role of governments. Consult with key sector participants: government departments, UN agencies, INGOs, NGOs, donor agencies, research institutes, academia, private sector etc. Establish an evolving global inter-agency shelter network, capitalizing on established initiatives.
- Through the global shelter network, promote enhanced standard-setting, monitoring and advocacy by the sector and improved response capacity through pooling and complementarity of effort and resources amongst sector agencies. Support the undertaking of assessments of the overall needs for human, financial and institutional capacity for emergency shelter in natural disasters and the strengthening of surge capacity and standby rosters, including access to appropriately trained technical expertise.
- Promote improved material stockpiles and utilization mechanisms, and ensure regular updating of stockpiles and available resources. Make International Federation procurement framework agreements accessible, where possible, to other emergency shelter agencies in support of the sector.

- Identify and promote training and system development at local, national, regional and international levels as identified by the global shelter network, in collaboration with interested agencies and sector training providers.

**International Federation linkages with key sector and global initiatives:**

- Support the engagement of the International Federation on shelter-related issues with other concerned humanitarian agencies, the respective Inter-Agency Standing Committee (IASC) bodies and global initiatives including the International Strategy for Disaster Reduction (ISDR) system, the Hyogo Framework for Action and the Kyoto context.
- Promote issues related to sheltering at regional and global fora, including UN regional Commissions, ECOSOC and the UN General Assembly.

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Susan Johnson  
Director  
National Society and Field Support Division

Markku Niskala  
Secretary General

2007–2008

## Shelter global programme budget

<b>Expenditure budget</b>	<b>2007 in CHF</b>	<b>2008 in CHF</b>
<b>Supplies</b>		
Shelter – tents and tarpaulins	4,791,000	
Clothing and textiles – blankets	751,125	
Utensils and tools – kitchen sets/jerry cans/buckets	1,050,000	
Development of procurement framework agreements for alternative shelter materials and tools	800,000	
<b>Subtotal</b>	<b>7,392,125</b>	
<b>Transport and storage</b>		
Storage of pre-positioned shelter stocks	908,985	
Transport costs for pre-positioned shelter stocks	1,298,550	
<b>Subtotal</b>	<b>2,207,535</b>	
<b>Capital expenses</b>		
Computers and telecoms equipment	10,000	
Shelter product prototypes	90,000	90,000
<b>Subtotal</b>	<b>100,000</b>	<b>90,000</b>
<b>Programme support</b>		
Programme support	834,451	145,266
<b>Subtotal</b>	<b>834,451</b>	<b>145,266</b>
<b>Personnel</b>		
Personnel	267,000	158,000
Coordination team deployment and support	600,000	600,000
Consultants	140,000	70,000
Independent evaluators	120,000	150,000
<b>Subtotal</b>	<b>1,127,000</b>	<b>978,000</b>
<b>Workshop and seminars</b>		
Workshops and training	520,000	460,000
<b>Subtotal</b>	<b>520,000</b>	<b>460,000</b>
<b>General expenses</b>		
Travel and related expenses	230,000	245,000
Information (including printing costs)	200,000	100,000
General office costs	40,000	40,000
Communication costs (telephone, fax etc.)	26,600	16,600
Professional fees	160,000	160,000
<b>Subtotal</b>	<b>656,600</b>	<b>561,600</b>
<b>Total expenditure budget</b>	<b>12,837,711</b>	<b>2,234,866</b>

## **Memorandum of Understanding between the International Federation of Red Cross and Red Crescent Societies and UNOCHA – Summary**

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, on the basis of the conditions established by the Governing Board and an agreement to be negotiated by the Secretary General and to be ratified by the Governing Board”.

This agreement, in the form of a Memorandum of Understanding between the International Federation and UNOCHA, has been signed by Markku Niskala, on behalf of the International Federation, and Jan Egeland, on behalf of UNOCHA, and ratified by the Governing Board of the International Federation.

Key commitments by the International Federation as defined by the MoU in support of the Inter Agency Standing Commission efforts to strengthen humanitarian response include:

- Supporting enhanced preparedness in emergency shelter at a global level.
- Scaling up the operational capacity of the International Federation in emergency shelter.
- Coordinating the provision of emergency shelter assistance at country level after natural disaster.

The International Federation will advocate for an adequate and appropriate response subject to the capacities and resources of the humanitarian community rather than acting as a “provider of last resort”.

The MoU recognizes the unique nature of the International Federation and respect for the Principles of the Red Cross Red Crescent Movement, notably the Principle of Independence. In this regard, it is clear that the International Federation will seek financial support for its responsibilities under the terms of the MoU independent of the UN appeal and funding process. This need for independent financial support is reflected in the Shelter Appeal being developed by the International Federation.

The International Federation has been participating in the global level emergency shelter working group since its inception, undertook the coordination of the emergency shelter response in the aftermath of the Yogyakarta earthquake, and contributed to the coordination of the emergency shelter response in Pakistan. This practical experience to date will usefully inform the International Federation’s ongoing commitment under the terms of the MoU.

# The Fundamental Principles of the International Red Cross and Red Crescent Movement

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## **Humanity**

The International Red Cross and Red Crescent Movement, born of a desire to bring assistance without discrimination to the wounded on the battlefield, endeavours, in its international and national capacity, to prevent and alleviate human suffering wherever it may be found. Its purpose is to protect life and health and to ensure respect for the human being. It promotes mutual understanding, friendship, cooperation and lasting peace amongst all peoples.

## **Impartiality**

It makes no discrimination as to nationality, race, religious beliefs, class or political opinions. It endeavours to relieve the suffering of individuals, being guided solely by their needs, and to give priority to the most urgent cases of distress.

## **Neutrality**

In order to enjoy the confidence of all, the Movement may not take sides in hostilities or engage in controversies of a political, racial, religious or ideological nature.

## **Independence**

The Movement is independent. The National Societies, while auxiliaries in the humanitarian services of their governments and subject to the laws of their respective countries, must always maintain their autonomy so that they may be able at all times to act in accordance with the principles of the Movement.

## **Voluntary Service**

It is a voluntary relief movement not prompted in any manner by desire for gain.

## **Unity**

There can be only one Red Cross or Red Crescent Society in any one country. It must be open to all. It must carry on its humanitarian work throughout its territory.

## **Universality**

The International Red Cross and Red Crescent Movement, in which all societies have equal status and share equal responsibilities and duties in helping each other, is worldwide.



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The *International Federation of Red Cross and Red Crescent Societies* promotes the humanitarian activities of National Societies among vulnerable people.

By coordinating international disaster relief and encouraging development support it seeks to prevent and alleviate human suffering.

The International Federation, the National Societies and the International Committee of the Red Cross together constitute the International Red Cross and Red Crescent Movement.