



Power of humanity

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COUNCIL OF DELEGATES

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Strengthening Movement Coordination and Cooperation (SMCC): optimizing the Movement's humanitarian response

resolution

**Document prepared by
the International Federation of Red Cross and Red Crescent Societies and
International Committee of Red Cross in consultation with National Societies**

RESOLUTION

Strengthening Movement Coordination and Cooperation: optimizing the Movement's humanitarian response

The 2015 Council of Delegates,

acknowledging with concern the changing global political and socio-economic environment with increasing, multifaceted and complex humanitarian needs resulting from armed conflict, natural disasters and other crises;

mindful of the growing demands on the Movement to respond more effectively and efficiently to this complexity at a greater scale; and thereby positioning the Movement as a key relevant and effective humanitarian action to serve the most vulnerable,

recognizing that inadequate coordination and cooperation, internal competition, insufficient recognition of the respective and complementary strengths of the Movement's components hampers the Movement's operational impact as well as its components' interdependent and individual credibility and strengths;

recalling Resolution 4 of the 2013 Council of Delegates, which tasked ICRC and the International Federation to continue their joint work on strengthening Movement coordination and cooperation, (ref. CD/13/R4),

further recalling Resolution 6 of the 1997 Council of Delegates, which adopted the "Agreement on the organization of the international activities of the components of the International Red Cross and the Red Crescent Movement" (the Seville Agreement); Resolution 8 of the 2005 Council of Delegates, which adopted the "Supplementary Measures to Enhance the Implementation of the Seville Agreement" (SA/SM); and their follow-up reports as foundations of Movement coordination and collaboration,

emphasising the simultaneously local and global dimensions of the Movement: the pivotal domestic role of the National Society as first responder and humanitarian auxiliary to its public authorities as well as the international roles and mandates entrusted to the International Federation of Red Cross and Red Crescent Societies (International Federation) and the International Committee of the Red Cross (ICRC) and set forth in the Statutes of the International Red Cross and Red Crescent Movement,

noting with appreciation the concrete improvements in Movement coordination and cooperation since the 2013 Council of Delegates, notably in large-scale operations across the world, as witnessed recently in contexts such as Nepal, Lake Chad, Yemen and Myanmar,

expressing the urgency that improvements to Movement coordination and collaboration will contribute to further increasing the Red Cross Red Crescent humanitarian impact for the benefit of people affected by large-scale emergencies,

expressing its appreciation and support for the engagement and the work conducted by the International Federation, ICRC and all National Societies involved in the Movement-wide consultative process, which concretely addressed the current challenges and opportunities in the areas of leadership and coordination; operational plans, tools and mechanisms; communication; and resource mobilisation, which are compiled in the annexed Report and Plan of Action in a series of findings and concrete recommendations;

acknowledging the specific attention paid to ensure that synergies are maintained between the objective of reinforcing Movement coordination and other Movement initiatives such as the Vision for the Movement, the Fundamental Principles Project and the Movement Branding Initiative,

resolves as follows:

- A. Welcomes and endorses, the findings and recommendations listed in the Report together with the objectives and actions of the accompanying Plan of Action.
- B. Requests ICRC and the International Federation to oversee the implementation of the Plan of Action and to report back to the 2017 Council of Delegates on the same;
- C. Requests all components of the Movement to support and resource the implementation of the Plan of Action, including through the adoption of needed changes in their own operational policies and practices;
- D. *Emphasises* that the following findings are crucial to creating an enabling environment for enhanced Movement coordination and cooperation, and require a sustained investment and commitment from all Movement components:
 1. Improving Movement coordination is urgent and important, and requires commitment from all Movement partners;
 2. Trust, mutual understanding and respect are cornerstones of coordination and cooperation and need to be actively built among Movement partners;
 3. The existing regulatory framework (for Movement coordination) is recognised as the foundation for Movement coordination and cooperation. It should be applied in an inclusive manner, complemented by relevant implementation mechanisms, and further reflected upon;
 4. The NS in the affected country has a central role in the Movement's response and should be supported by Movement partners before, during and after the emergency;
 5. Movement coordination, from preparedness to response, needs to be context-driven
- E. *further emphasises* that the following findings are essential operational elements for efficient and complementary Movement-wide preparedness and response to large-scale emergencies:
 6. Preparedness is critical for efficient Movement coordination and requires sustained investment, preparedness is necessary for National Societies in disaster prone countries to be ready ahead of the influx of Movement partners, people and goods, when a disaster has taken place
 7. Well-coordinated and coherent response is necessary from the very onset of an emergency and must be supported by standardized tools and mechanisms;
 8. Coherent communication is an essential part of an effective Movement response. A strong and distinct "Movement voice" should build on coordinated messages and communication products;

9. A Movement-wide approach to resource mobilisation should be built on complementarity and non-competitiveness, meaning intra-Movement competition is avoided;
 10. Compliance and accountability should be further improved through increased transparency on non-compliance and incentives for good practice.
- F. *further requests* that the International Federation and ICRC, with the active engagement and contribution from National Societies continue to monitor and evaluate their coordination efforts, ensuring that lessons learned are acted upon collectively while further reforms are evidence-based.
- G. *recognizing* the urgent need to pursue strengthening Movement coordination and collaboration after the Council of Delegates 2015 by consolidating and implementing the advances and recommendations made,

Annex 1**Strengthening Movement Coordination and Cooperation****Plan of Action 2016-2017**

This Plan of Action (PoA) complements the report on Strengthening Movement Coordination and Cooperation (SMCC) to the Council of Delegates (CoD) 2015. Based on the outcomes of the Movement-wide consultative process conducted over 2014 and 2015, it translates the report's main findings and recommendations into tangible objectives and actions to be undertaken by the Movement components in the years to come. It aims to ensure that through implementing the actions the Movement is 'fit for purpose' to provide predictable, coherent and effective humanitarian response in a changing humanitarian landscape.

The PoA is divided into eight objectives under which several specific actions are elaborated, with the expectation that taking these actions will lead to defined outcomes and contribute to reaching the objectives. Concrete deliverables and time bound targets are defined for each action to facilitate monitoring of the implementation. Some targets aim at a minimum number of countries or contexts for implementation of the different actions. Priority will be given to those countries where a Movement-wide operational response is most likely to take place. The time period for the PoA is two years, from 2015 to 2017, at the end of which a comprehensive progress report is to be presented to the CoD 2017. Yet the commitment to improving cooperation and coordination has a much greater ambition and focus. Consequently, for some actions, notably the exploratory ones, the CoD 2017 is to be considered as milestone in a process which might go well beyond this timeline.

The targets set for this PoA aim to be realistic and achievable. They require sustained commitment, engagement and participation of all Movement partners to be met. Similarly, the resourcing of the implementation should be seen as a collective effort and a pooling of resources. As such, collaboration and cooperation in the implementation of this PoA will further build relationships between Movement components and foster good cooperation.

Plan of Action 2016-2017

Overall objective statement: The Red Cross and Red Crescent Movement significantly increases its humanitarian impact through improved coordination and cooperation before, during and after large-scale emergency operations			
Action	Outcome(s)	Deliverable(s)	Target
Objective 1: The Movement coordination regulatory framework is known and applied in a spirit of inclusiveness and trust thanks to relevant implementation mechanisms, preparedness and training.			
ICRC, the International Federation and NS document challenges and successes in the implementation of the regulatory framework in large-scale emergencies	<ul style="list-style-type: none"> Potential challenges, gaps, incoherencies, successes are identified and backed up by evidence Examples of how the regulatory framework facilitates or hampers effective Movement coordination and cooperation 	<ul style="list-style-type: none"> Evidence-based lessons learnt, including joint RTEs 	Inclusion of key findings in the report to CoD2017
ICRC and the International Federation continue to develop the Operational Movement Coordination Tool (OMC) to assist in the dialogue on allocation of responsibilities in large-scale emergencies (in preparedness and response), test the tool in the field and adapt it accordingly.	<ul style="list-style-type: none"> The application of the regulatory framework is facilitated by a simple and user-friendly tool Trust has increased as a result of increased predictability. 	<ul style="list-style-type: none"> OMC Tool 	OMC tool is disseminated and applied in large-scale emergency contexts by January 2017
ICRC and the International Federation, with the involvement of NS, jointly produce a training module and a video on coordination and cooperation in large-scale disasters (including the Movement coordination regulatory framework, available tools and mechanisms).	<ul style="list-style-type: none"> The Movement coordination framework is explained in accessible terms. The general knowledge and understanding of the Movement coordination and available tools and mechanisms is improved. 	<ul style="list-style-type: none"> Movement video in English, Spanish, French, Arabic Training module on Movement coordination for ICRC, International Federation and NS operational leaders integrated into existing trainings (IMPACT, MIC, etc.) 	<p>Video is disseminated within the Movement by January 2017</p> <p>By the end of 2017, 40% of operational leaders have participated in the training module</p>
Objective 2: The National Society of the affected country is supported in its role throughout the Movement response and beyond.			

<p>Movement components develop a shared approach for NS capacity building in the field of operational leadership and coordination.</p>	<ul style="list-style-type: none"> • A more efficient, coherent and complementary Movement approach to NS capacity building at country-level. 	<ul style="list-style-type: none"> • Aligned capacity building activities in relevant contexts 	<p>By 2017, a Movement agreement for capacity building is developed in at least 15 contexts which are likely to see a Movement-wide response.</p>
<p>ICRC, the International Federation and NS review their key capacity building tools/processes for harmonisation and complementarity, including plans for resourcing capacity building.</p>	<ul style="list-style-type: none"> • Increased coherence and efficiency in the implementation of capacity building plans. • Continued dialogue on capacity building tools and processes. 	<ul style="list-style-type: none"> • Harmonised and aligned capacity building tools 	<p>Key Federation, ICRC and NS capacity building tools are reviewed by 2017</p>
<p>Movement components conduct a lessons learnt exercise based on previous and ongoing country plans (e.g. for larger Syria crisis, Philippines Typhoon Haiyan, Nepal earthquake) further develop the “Movement country plan” approach.</p>	<ul style="list-style-type: none"> • Movement response planning is coherent and builds on commonly agreed needs assessment, NS capacities and the complementarity of Movement components. • The role of the NS and its independence are supported. The NS is left in a stronger position after the Movement response. • Increased opportunities and incentives for PNS to support HNS in a coordinated way. 	<ul style="list-style-type: none"> • Lessons learnt are documented, shared and applied in the next context. • Model, template and examples for one Movement country plan. 	<p>Report on lessons learned at the CoD 2017</p> <p>By 2017, a template for Movement country plan is used in at least 10 contexts.</p>

Objective 3: The Movement response is adapted to the context for increased relevance and effectiveness			
<p>In contexts where no country-specific agreement or contingency plan exists, Movement components initiate discussions in order to conclude agreements that will facilitate the design and implementation of a contextualised Movement response (using/testing the OMC Tool).</p> <p>Where country-specific agreements and contingency plans exist, these are regularly discussed and updated.</p>	<ul style="list-style-type: none"> • The design and implementation of the Movement response to large-scale emergencies is contextualised and collectively agreed upon • Trust has increased as a result of increased contacts, exchanges and collective planning exercises. 	<ul style="list-style-type: none"> • Finalised or updated Movement Coordination Agreements (MCA), tripartite Memoranda of Understanding (MoU) and/or contingency plans 	<p>By the end of 2017, at least 25 contexts where a Movement-wide response is likely to be seen have new or updated MCAs, complemented with relevant contingency plans.</p>
Objective 4: The Movement is better prepared to collectively respond to large-scale emergencies.			
<p>Movement components in selected contexts collectively undertake, preferably as part of contingency planning, to map capacities (expertise, assets, and resources), interests and activities of all Movement components at country/regional-level.</p>	<ul style="list-style-type: none"> • Increased knowledge of Movement capacities and interests allows efficient definition of priorities of the Movement approach (including through identifying gaps). 	<ul style="list-style-type: none"> • Mapping of Movement capacities by context based on agreed template 	<p>By the end of 2017, at least 5 contexts have produced a comprehensive mapping of Movement capacities, interests and activities</p>
<p>ICRC, the International Federation and NS explore the concept and parameters of a global capacity-mapping tool and of a shared global information portal.</p>	<ul style="list-style-type: none"> • Increased knowledge of Movement capacities and interests allows efficient definition of priorities of the Movement approach at the global level. 	<ul style="list-style-type: none"> • Jointly developed Terms of Reference for the development of a global tool 	<p>Concrete recommendations for next steps to the CoD 2017</p>

ICRC and the International Federation, in consultation with NS, jointly undertake to revise main coordination tools as appropriate (e.g. revision of MCA template and guidance note) and formalise the proposed Movement Tool-Kit.	<ul style="list-style-type: none"> • Movement tools are adapted to current practice of Movement coordination in large-scale emergencies. 	<ul style="list-style-type: none"> • A complete Movement Tool Kit is available 	By the end of 2016, the Movement Tool Kit is disseminated.
ICRC and the International Federation security specialists, in consultation with NS, undertake a review of Movement security arrangements in large-scale operations.	<ul style="list-style-type: none"> • More coherent and effective security/safety management in field operations. 	<ul style="list-style-type: none"> • Review of Movement security arrangements, including a catalogue of options and best practices. 	Framework for Movement security arrangements is presented to the CoD 2017.
ICRC, the International Federation and NS continue to explore the feasibility of joint service provision within the Movement.	<ul style="list-style-type: none"> • More cost-efficient and effective Movement service delivery 	<ul style="list-style-type: none"> • Opportunities of joint services provision identified and seized where appropriate. 	Inclusion of findings/possible experiences into the report to CoD2017.
ICRC, the International Federation and NS continue to explore the feasibility of aligned surge capacity (e.g. ERU, RDU etc.)	<ul style="list-style-type: none"> • More aligned and effective Movement surge support in large-scale operations 	<ul style="list-style-type: none"> • Opportunities as identified further explored. 	Inclusion of findings/possible experiences into the report to CoD2017.
Objective 5: The Movement strives to respond to large-scale emergencies in a coordinated way, with particular emphasis on the first hours of an emergency.			
<p>Within the first 24-48 hours of a crisis, a high level mini-summit (virtual or face-to-face) is held, followed by a joint statement.</p> <p>ICRC and the International Federation further develop the concept of the mini-summit based on the experiences and lessons learnt.</p>	<ul style="list-style-type: none"> • Increased trust and improved coordination due to a clear and commonly agreed division of responsibilities • Increased willingness to coordinate and be coordinated, including sharing responsibilities. 	<ul style="list-style-type: none"> • Lessons learnt / Joint ICRC-International Federation RTE focusing on Movement coordination in the response phase 	By the end of 2017, the mini-summit/joint statement has been tested in 75% of new large-scale emergencies, and a lessons learnt exercise conducted.

<p>ICRC and the International Federation, together with NS, conceptualize and test the deployment of Movement Coordination Officers with a mandate to serve the common interests of the Movement in large-scale emergencies.</p>	<ul style="list-style-type: none"> • Increased trust between Movement components and in Movement coordination mechanisms • Increased level of coordination and efficiency of Movement response 	<ul style="list-style-type: none"> • Lessons learnt on deployment of Movement Coordination Officers in large-scale emergency 	<p>By 2017, Movement Coordination Officers were deployed in a large-scale emergency and an evaluation with recommendations is presented to the CoD 2017.</p>
<p>Objective 6: The Movement effectively positions itself by presenting strong and coherent messages, maximising the communications potential of each component and enhancing the public profile of the Movement during large-scale emergencies.</p>			
<p>ICRC and the International Federation, in consultation with NS, further develop and test a framework for Movement communications in large-scale emergencies outlining coordination mechanisms, decision-making and validation schemes, and roles and responsibilities</p>	<ul style="list-style-type: none"> • Movement components' capacity to deliver joint or coordinated public communications in large-scale emergencies is increased. • Increased impact, credibility and reach with target audience. 	<ul style="list-style-type: none"> • Framework for communications in large-scale emergencies. 	<p>Framework mechanisms will be piloted in key large-scale emergencies throughout 2016 and 2017</p>
<p>Communications departments of ICRC, the International Federation and participating NS develop joint tools for communications in large-scale emergencies including for preparedness.</p>	<ul style="list-style-type: none"> • Movement components' capacity to deliver joint or coordinated public communications in large-scale emergencies is increased. • Increased impact, credibility and reach with target audience. 	<ul style="list-style-type: none"> • Information-sharing portal • Checklist of communications deliverables • Template for Movement communications strategy • Standard Operating Procedures • Guidelines for engaging with communities 	<p>Concept and parameters of information-sharing portal defined by the end of 2016 and portal created in 2017.</p> <p>Checklist, template, guidelines and SoPs available by the end of 2016 and applied until the end of 2017.</p>

<p>ICRC, International Federation and NS with available capacity explore the development of a joint surge capacity and Movement coordination function for communications in emergencies.</p>	<ul style="list-style-type: none"> Increased Movement partners' capacity to support an enhanced RCRC Movement profile and positioning through communications, while maintaining each component's unique identity and interests. 	<ul style="list-style-type: none"> Joint surge capacity defined and ready to be implemented In the meantime, surge capacity is coordinated whenever possible in large-scale emergencies 	<p>Inclusion of findings and recommendations in the report to the CoD 2017</p>
<p>Objective 7: The Movement pursues a coherent and complementary approach to resource mobilisation in large-scale emergencies.</p>			
<p>ICRC and the International Federation further develop, test and fine-tune the "Movement Coordinated Emergency Appeal" model for future large-scale emergencies, including donor outreach and reporting (including tracking of coordinated bilateral assistance).</p>	<ul style="list-style-type: none"> Coordinated, complementary, synchronised and internally non-competing appeals for large-scale emergencies. Greater sense of collective responsibility for operations and accountability to donors. Potentially increased funds allocated to overall Movement response. 	<ul style="list-style-type: none"> Movement Coordinated Emergency Appeals model tested during next emergency situations. Lessons learnt exercise, model improved and adapted. 	<p>By 2017, Movement Coordinated Emergency Appeal model tested in all new large-scale emergencies</p>
<p>ICRC and the International Federation, in consultation with National Societies, further explore the feasibility of launching one international appeal which includes the objectives, activities and budgets of the other components.</p>	<ul style="list-style-type: none"> Improved perception of efficiency, coherence and clarity of the Movement response. Greater sense of collective responsibility in terms of operations and accountability to donors. Increased potential for increased funds 	<ul style="list-style-type: none"> Appeal model defined and requirements identified. MoU/Agreement template 	<p>Model defined and MoU template available by the end of 2016</p> <p>The MoU template will have been tested by 2017</p>

<p>ICRC and the International Federation, in consultation with National Societies, explore the move towards fully joint appeals, including challenges and opportunities to better align their respective systems.</p>	<ul style="list-style-type: none"> • A fully integrated Movement response in large-scale emergencies. • Improved perception of coherence, clarity and relevance of Movement response. • Further increased potential for increased funds. 	<ul style="list-style-type: none"> • Challenges and opportunities identified. 	<p>Inclusion of recommendations into the report to the CoD 2017</p>
<p>Objective 8: Movement response is predictable and accountable, in compliance with agreed rules and standards.</p>			
<p>ICRC and the International Federation, in consultation with NS explore means to enhance accountability and compliance, including the following elements:</p> <ul style="list-style-type: none"> a) Incentives for good practice in coordination b) Monitoring and enhanced transparency regarding adherence to rules and non-compliance c) Dispute settlement/conflict resolution mechanism for Movement coordination disputes 	<ul style="list-style-type: none"> • Increased focus on how to ensure accountability for Movement coordination 	<ul style="list-style-type: none"> • Proposal by a joint working group for Movement-wide means to enhance accountability and compliance 	<p>Inclusion into the report to the CoD 2017 of means to enhance accountability and compliance</p>