



Power of humanity

**Council of Delegates of the International
Red Cross and Red Crescent Movement**

7 December 2015, Geneva



EN

CD/15/5

Original: English

COUNCIL OF DELEGATES

OF THE INTERNATIONAL RED CROSS AND RED CRESCENT MOVEMENT

Geneva, Switzerland
7 December 2015

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

Progress report

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

Geneva, October 2015

PROGRESS REPORT

Strengthening Movement Cooperation and Coordination

1. Introduction

This report starts from the basic premise that by working better together and capitalizing on the complementary strengths of its components (189 National Societies (NS), the International Federation of Red Cross and Crescent Societies (the International Federation) and the International Committee of the Red Cross (ICRC), the International Red Cross and Red Crescent

(the Movement) can do more in living up to its humanitarian mission. Whilst this imperative mobilises the entire Movement, there are many challenges in cooperation and coordination in times of crisis.

The global political and socio-economic environment in which the Movement is evolving bears significant weight on the definition of its priorities, on how it positions itself, on the way it operates, and also on the dynamics between its components. This environment is characterised by rising levels of instability and violence. Movements of populations of fragile and conflict-affected countries are intensifying, and exacerbate the spill over effects of conflict outside the affected countries. Climate change is heightening the frequency and intensity of hydrometeorological disasters, there are also higher risks of epidemics and technological disasters. There are also new drivers of humanitarian crises including increasing urbanisation, migration, and global financial crises. In parallel, the gap is widening between the diverse, multi-layered needs of the vulnerable and the ability of the humanitarian system to deliver an effective response based on commonly agreed standards and principles. Already under strain, humanitarian action is further hindered by a growing politicisation and fragmentation of aid, and by increasing difficulties to access people in need of assistance.

Against this backdrop, debates around the future agenda of humanitarian action include humanitarian financing, aid effectiveness, complementarity, bridging global and local actors – all of which are also high on the Movement's agenda. In fact, with its unparalleled outreach and the complementary roles and mandates of its components, the Movement is uniquely placed to adapt to the changing humanitarian environment and position itself as the reference for relevant, effective humanitarian response to multifaceted needs resulting from armed conflict, natural disasters and other crises. But the Movement as a whole must work harder and overcome its internal challenges to increase the impact of its humanitarian response. There is a need to coordinate and collaborate better by harmonizing strategies, optimizing capacities and resources, identifying and closing gaps, and reinforcing preparedness. Efficient coordination is demanding, time-consuming, requires specific skills and commitment, and comes with a cost. This needs to be reflected in institutional planning and priority-setting.

This report aims to show that enhanced coordination of Movement response is necessary, possible, and achievable. In fact, operational realities of the past year demonstrate a renewed spirit of coordination and cooperation. The Council of Delegates (CoD) in 2013 tasked the International Federation and ICRC, with all NS closely involved, to address the challenges and opportunities that lie in Movement coordination and cooperation. Since then, in several large-scale emergencies the Movement has proved its willingness, commitment and ability to work in a collaborative and non-competitive way. The process launched by the CoD 2013 has in itself fostered the trust, respect, understanding and spirit of inclusiveness required for effective coordination and cooperation. In other words, it appears that the right

mind-set is there both to identify solutions through best practices and lessons learnt, and to implement ambitious changes in the years to come. This window of opportunity should not be missed.

2. The SMCC process

In 2013, the Movement, in part prompted by the revision of the Principles and Rules for Red Cross Red Crescent Humanitarian Assistance, called for clearer guidance on cooperation and coordination between its components in all emergency response contexts, including large-scale disasters, crises and situations of armed conflicts. The Council of Delegates (CoD) 2013 in Sydney welcomed and commissioned a comprehensive process, inspired by the 2013 Vision Paper for Strengthening Red Cross and Red Crescent Humanitarian Response¹, outlining the strategic direction for improving the Movement's humanitarian action. The scope of the work was to focus on improving the coordination of the Movement's collective operational preparedness and response to large-scale emergencies². The resulting CoD Resolution 4 on Strengthening Movement Coordination and Cooperation (SMCC)³ tasked the International Federation and the ICRC to work with a Reference Group of NS representatives, ensuring the involvement of all components of the Movement, with a focus on the following areas:

1. Strengthening leadership and coordination roles;
2. Scaling up the Movement's operational preparedness, response and recovery work through better coordinated and aligned operational plans, tools and mechanisms;
3. Promoting coherent and well-coordinated internal and external communications;
4. Exploring new Movement-wide resource-mobilization approaches.

A comprehensive Movement-wide consultation process took place over 2014-2015. This process was overseen by four Senior Managers from ICRC and the International Federation responsible to report to the Standing Commission and to the CoD 2015. They were supported by a joint International Federation-ICRC Coordination Team that ensured overall coordination and coherence of the process.

Four thematic workstreams were led by teams of experts from ICRC and the International Federation. With the input from NS focal persons, they have identified and developed practical recommendations to address specific challenges in the four areas of focus spelled out in Resolution 4. The four workstreams' reports have formed the basis of this final report.

A NS Reference Group brought together senior managers of 26 NS from each statutory region of the world and provided a forum for discussing key strategic Movement coordination issues. The Group acted as a sounding board and endeavored to build the widest consensus possible on the analysis of challenges and concrete results of the process. The Group held two face-to-face meetings in Geneva, in addition to two webinars.

Eight regional consultations have allowed leaders from over 140 NS to express their views and ambitions for coordination within the Movement. These consultations took place in Tbilisi, Madrid and Budapest for Europe, in Nairobi and Dakar for Africa, in Houston for the Americas, in Kuala Lumpur for Asia and the Pacific and finally in Amman for the Middle East

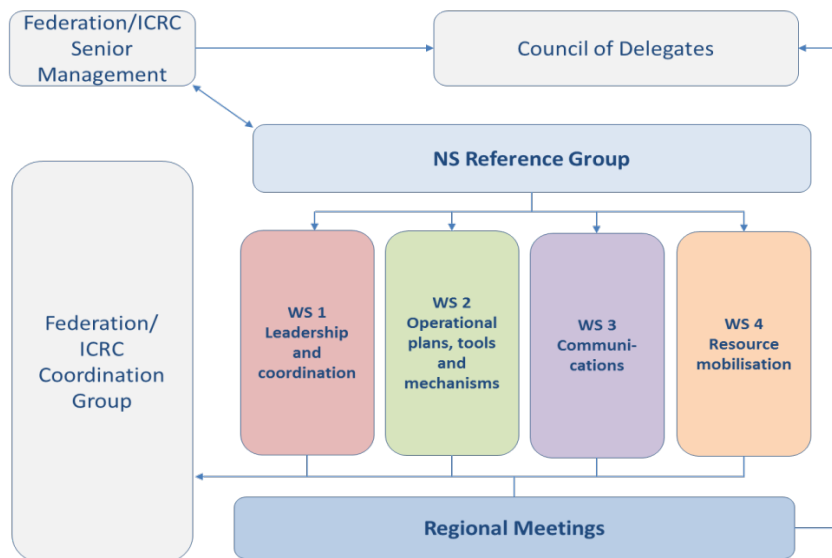
¹ [Vision Paper for a strengthened Red Cross and Red Crescent humanitarian response](#)

² In this report, a large-scale emergency is defined as a situation of disaster, armed conflict or crisis requiring a Movement-wide response.

³ [Resolution on Strengthening Movement Coordination and Cooperation](#)

and Northern Africa region.⁴ The consultations were generally held in a positive and constructive atmosphere, confirming the global understanding of both the importance of the subject for the future for the Movement, and the recognition of the imperative for Movement components to work better together for the benefit of the affected population in a given crisis. Apart from some regional specificities, the outcomes of these consultations proved consistent. While reaching a full consensus on how the Movement can best fulfill its common goals is challenging, if not impossible, recommendations for future concrete improvements as well as more visionary ideas were discussed. These have informed and strongly guided this process to the CoD 2015.

Interaction between the different layers of the process:



SMCC products

The SMCC process has resulted in several products. The present Report describes the findings of the above-mentioned regional consultations and thematic workstreams, and outlines a set of recommendations. The Plan of Action is conceived as a logical follow-up to the Report, translating its recommendations into achievable objectives for all the Movement components. It captures a genuine ambition to bring coordination to a further level through concrete actions. The Resolution calls for the Movement's commitment to strengthening cooperation and coordination, by endorsing the Report and its Plan of Action, and puts forward a request to the CoD for continuing the process beyond 2015.

Alongside these three deliverables, a Movement Response Tool-kit (Annex 4) was produced by the workstream on tools and mechanisms. It lists the Movement tools and instruments, felt to be key for enabling a better coordinated response. It includes, among others, a new tool, the Operational Movement Coordination (OMC) Tool (Annex 3), proposed by the workstream on leadership and coordination to be used as a guide and checklist for the allocation of coordination responsibilities between Movement components in-country. Lastly a Movement Response Cycle (Annex 2) was put together to serve a visual support translating the logic of actions to be followed by Movement components in response to a large-scale emergency.

⁴ See outcome notes of regional consultations and workstream reports on the collaborative work space.

Links with other initiatives

It is worth noting that the Movement-wide initiative on SMCC took place in parallel with other global Movement initiatives, such as the International Branding Initiative and the Fundamental Principles Initiative. Whilst these are separate processes, the discussions and outcomes fed into the SMCC discussion. Close coordination between the Branding Initiative and the SMCC was ensured through combined regional consultations processes and regular discussions between technical personnel and senior management of the two Geneva institutions.

The revised Principles and Rules, applicable to the international Federation members in situations other than armed conflict, and endorsed by the GA in 2013, have proven relevant to many of the discussions informing the outcomes of the SMCC process.

3. Outcomes of the SMCC process

This chapter summarises the key findings identified during the regional consultation processes, in the four workstreams, and by the Reference Group. The first five findings and recommendations pertain to strengthening Movement coordination and cooperation generally speaking, and describe the enabling environment for successful coordination. The latter five findings and recommendations are more specific to Movement preparedness and response to an emergency. They are organised around a “Movement Response Cycle” (Annex 2) to facilitate making links between the recommendations.

During a high level meeting in early 2015, the Secretary General of the International Federation, Elhadj As Sy and ICRC’s Director General, Yves Daccord, underlined their strong commitment to a collaborative non-competitive approach that strives to ensure a greater RC/RC footprint. This ambition is reflected in the Movement Vision which sets out an aspirational view of the Movement as a unique humanitarian net work, unparalleled in the relevance and effectiveness of its action.

In addition, the report aims to capture the real-time improvements, examples and lessons learnt in recent emergencies by highlighting these under the different findings. Ongoing field realities have nurtured the conceptual debates while proposed solutions have been tested in various contexts, evidencing a renewed spirit of coordination and cooperation based on commitment and political will.

Finding 1: Improving Movement coordination is urgent and important, and requires commitment from all Movement partners

Consultations with NS have confirmed that to remain relevant in an environment of constantly growing humanitarian needs and increasing competition from other actors, the Movement needs to put its collective energy into addressing these challenges, rather than competing with each other. All Movement components re-affirmed that the positive impact of response is strongly related to effective coordination, which needs to occur at all times – not just in times of crisis. Donors, the general public and most importantly beneficiaries expect the Movement to work in a coherent and complementary way. The Movement should therefore be attentive to factors that ‘pull the components apart’ and increase competition, such as back donor pressures. A more inclusive Movement approach is expected to help address the challenges created by uncoordinated bilateralism and unilateral actions. However, to reach better coordination Movement components need to demonstrate specific commitment. Overall, it was emphasised that putting the needs of vulnerable populations ahead of individual and institutional interests is a way of ensuring a conducive coordination environment.

While the feedback highlighted the importance of portraying a single coherent image of a well-functioning (if not “one”) Red Cross and Red Crescent network, the diversity and complementarity of each component of the Movement was also seen as important. So is the need to ensure that each unique mandate and different roles as stipulated in the Movement Statutes are mutually supported and respected: the auxiliary relationship of the NS in its own country; the unique mandate given to the ICRC under the Geneva Conventions; and the responsibility of the International Federation to its membership.

Any framework is only as strong as its implementation. It is recognized that the Seville Agreement and Supplementary Measures have not consistently been used in the spirit of inclusion and collaboration in which it was elaborated.

RECOMMENDATIONS:

1. The Movement should continue to improve its coordination and cooperation, building on the shared intent to maximize its complementarities and work in a cooperative manner, and common respect for the Fundamental Principles.
2. Building on the outputs of the SMCC process, the Movement should continue its efforts beyond the Council of Delegates 2015, with a clear mandate and adequate resources to achieve the goals set out in the accompanying Plan of Action.

Finding 2: Trust, mutual understanding and respect are cornerstones of coordination and cooperation and need to be actively built among the Movement partners

From the onset of the crisis in *Yemen*, concrete steps were taken to implement an inclusive Movement response based on the recognition and respect for each other’s mandate as well as capacities. Among others, systematic information sharing among Movement partners through regular conference calls involving ICRC, the International Federation, the Yemen Red Crescent, and PNS contributed to building trust and mutual understanding, resulting in improved coordination.

Trust, mutual understanding and respect have been identified as a crucial pre-condition of Movement coordination and cooperation throughout the consultation process. Willingness of components to invest time and effort into coordination and cooperation is essential in creating and maintaining an environment that is conducive to an efficient Movement-wide emergency response. Lack of trust between components of the Movement has been recurrently emphasised as being the main challenge, hampering good coordination and making it too dependent on individuals. Also, it is noted that to date, coordination largely depends on established practices in certain contexts, personal relationships, available HR capacities or a sudden urgency/necessity to coordinate.

Trust should be built at both an individual and institutional level. The nature of several of the recommendations of this report is such that if endorsed, the Movement components will develop better understanding of each other’s roles and mandates, and

by extension, increase trust and willingness to coordinate actions. Joint training and capacity building on Movement coordination is seen not only as a way to increase mutual understanding, but will also serve to build relationships between individuals and the institutions. Frequency and frankness of dialogue as well as collaborative projects, notably on operational preparedness and response, is also seen as a catalyst to building and maintaining trust between partners.

RECOMMENDATIONS:

3. The Movement should strive for increased transparency, including through better internal communication and information sharing.
4. Joint training on Movement coordination as well as a focus on “soft skills” should be part of managers training curricula for all Movement components.

Finding 3: The existing regulatory framework 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.

NS in general expressed that the 1997 Seville Agreement⁵ and its 2005 Supplementary Measures⁶ (SA/SM), as additional regulations to the Statutes of the Movement, continue to be the foundation for Movement coordination and cooperation. In particular, the coordination roles and responsibilities listed in these frameworks were felt to reflect what needed to be implemented in the Movement’s response to a large-scale emergency. The recently amended and adopted Principles & Rules for Red Cross Red Crescent Humanitarian Assistance⁷ and SA/SM were seen as complementary framework documents. They are rich in content, but there is a sense that they are not sufficiently known, and as a result are often not consistently promoted nor used. Furthermore, they should be applied in a spirit of inclusiveness. It was also noted that a lack of willingness to coordinate and non-compliance with existing rules and regulations are potentially more harmful to coordination than perceived shortcomings of the regulatory framework.

It should be noted that some NS, echoing similar calls made during the CoD in 2013, requested a revision of the existing normative framework (SA/SM). However, a majority of NS do not see the SA/SM as a key factor hampering quality coordination and efficient response. Indeed, it provides the possibility for the NS of the affected country to be in the lead of the response, as seen for example in Nepal (2015).

In the West Africa Ebola outbreak, operational responsibilities were typically shared. In *Liberia*, for example, the NS was responsible for overall coordination, the International Federation for international resource mobilization, ICRC and PNS for additional support to the response.

Throughout the regional consultations, a call for “on the ground pragmatism” was heard, as well as an emerging notion of “inclusive leadership” and the “sharing” of operational responsibilities and functions in a flexible manner, while still ensuring an overall accountability for the coordination and facilitation of international assistance as per the mandates of each component.

As part of the shared and inclusive leadership concept, it has been emphasized that the implementation of operational leadership and coordination responsibilities can be assumed by more than one entity rather than assigned to a single institution. This sharing of responsibilities can take many forms. Some functions normally assumed by a “lead agency” can be delegated under the responsibility of the lead to other components. Surge capacity or technical expertise can be embedded within a NS under its leadership; other models may also be possible. All components of the Movement must be guided in these decisions

⁵ [Seville Agreement](#)

⁶ [Supplementary Measures](#)

⁷ [Principles and Rules for Humanitarian Assistance](#)

primarily by considerations of effectiveness, access and impact (short and long-term), and respect for mandate.

RECOMMENDATIONS:

5. Movement components should further invest in raising awareness on and training for efficient use of existing frameworks and policies.
6. The regulatory framework should be applied in an inclusive manner and complemented with relevant implementation mechanisms adapted to specific contexts. Challenges and successes in its application should be documented.

In *South Sudan*, the high number of PNS required a special focus on coordination. A partnership meeting and a Movement coordination meeting held in October 2014 were instrumental in materialising the commitment of Movement partners to align their activities under the South Sudan Red Cross' plan. This facilitated a common understanding of the political and humanitarian situation in the context, helped identify opportunities for a better coordinated response, and clarified ambitions and responsibilities among Movement partners.

Finding 4: The National Society 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

It is recognised that NS' volunteers, their proximity to the victims and understanding of the needs, and their knowledge of the context are some of the strongest assets of the Movement. It is also acknowledged that NS are increasingly capable and able to take on leadership responsibilities in large-scale emergencies, in coordination with and with support from the international Movement components.

While there is strong agreement around the concept of a central role for the NS in the Movement response in its own context, there are different views on the question of what that means in practice and on the implications for decision-making in times of a large-scale emergency. Some argue that in exceptional cases, the central role of the NS in the affected country can be challenging and even challenged, for example in cases of integrity issues or when the NS is unable to fully abide by the Fundamental Principles. The responsibilities the NS can take on during an international

Movement response depends on a number of contextual factors, as further outlined in Finding 5. NS do insist that their central role in all situations should not depend on their existing capacities, which can be strengthened through the conduct of operations.

Specifically, NS that are experiencing or have experienced a large-scale emergency in the past have addressed a strong call for support in their role as first responders and auxiliary to public authorities. They have also requested support to keep the appropriate balance between that relationship and abiding by the Fundamental Principles. There is agreement that this support must take into account the capacity of the NS to absorb the influx of international actors (both from within and outside of the Movement) and humanitarian assistance, and its desired profile and long term strategic plans. There is also room for improvement in terms of having a concerted and coherent approach to organisational development and capacity building between Movement partners. The relationship between NS was discussed at length. Partner National Societies (PNS) have expressed their readiness to support the NS of the affected country wherever and whenever possible. Peer-to-peer support is increasingly becoming common practice, which is seen very positively. However some challenges remain, particularly in terms of avoiding uncoordinated and/or unilateral initiatives by PNS, which is experienced as problematic for the NS of the affected country and other Movement components in context.

RECOMMENDATIONS:

7. The role of the NS as the auxiliary of its public authorities should be supported and the NS left in a stronger position after the Movement response.
8. Regardless of the form of coordination for the international response, the national role and reputation/perception of the NS in the affected country should be re-enforced.
9. Capacity building of the NS of the affected country should be an integral part of the Movement response and should include objectives that aim to strengthen the ability of NS to take operational coordination responsibilities. Overall, capacity building should be well coordinated and based on the priorities and needs of the NS.
10. Relations between the NS of the affected country and PNS should be built on mutual trust, reciprocity and agreed rules.

Finding 5: Movement coordination, from preparedness to response, needs to be context-driven

“Context matters” was a recurrent topic in the various regional consultations, and is closely related to the above finding on the NS’s central role. The operational context was felt to be a key driver of the allocation of responsibilities and support between Movement components. Armed conflicts, internal disturbances, or tensions were felt to raise different challenges for neutral and independent humanitarian action, as well as access and acceptance requirements. The knowledge and experience of the NS of the affected country is crucial to a contextualised humanitarian response.

Any country coordination and cooperation set-up should be contextualised and should build on the complementary strengths of each Movement component present in country – or otherwise interested in and capable of contributing to the response. There is agreement on carrying out a comprehensive mapping of activities, capacities and interests of Movement components by context (including in a regional dimension), while recognizing the fact that agreeing on an objective assessment can be a challenge. Tools and mechanisms such as country plans or agreements, Movement Coordination Agreements, and contingency plans were seen as useful to ensure contextualisation of the Movement response. In addition, these agreements need to be aligned with the NS strategic plans and take into consideration the national disaster response plan in place in the country.

A recurrent element from the consultations, in addition to the need to be context- and situation- specific, is the importance to add the regional dimension to the local/national and the International one. Indeed, the NS of neighbouring countries are often the best placed and able to support a fellow NS facing a large-scale emergency. It is however noted that this proximity is not always an advantage in situations of armed conflict,

An innovative Movement-wide operational framework was developed for the *Philippines* typhoon Haiyan operation in 2013, with common strategies, programming priorities and a geographic focus for Movement partners. Furthermore, Movement monitoring and reporting against the framework was also established.

For the April 2015 *Nepal* earthquake response, the idea of “One Plan, One Team, and One Operation” is being translated into action through the comprehensive Movement-Wide Operational Plan for Nepal and the accompanying Emergency Appeal.

In the challenging context of the Syria crisis, new initiatives to develop Movement Country Plans in Jordan and Lebanon are promising avenues. Based in part on the lessons learned from the response to the Syria crisis, Movement components adapted their approach in response to the Lake Chad regional crisis, focusing first on coordination at country level.

violence or other situations (e.g. with influx of displaced people) where neighbouring States' interests might be incompatible with the perception of neutrality and independence of the Movement.

RECOMMENDATIONS:

11. The design and implementation of a Movement response should build on one country plan for all Movement components and be contextualized to fit the specific situation and capacities in country.
12. Context-specific agreements (including Movement Coordination Agreements) and coordination mechanisms between the Movement partners should be developed and kept up-to date based on regular dialogue and best practice.

In the *Philippines*, preparedness measures that were developed in the aftermath of typhoon Haiyan in November 2013 allowed for efficient Movement coordination mechanisms to be quickly set in motion on the ground when typhoon Hagupit struck in December 2014.

Finding 6: Preparedness is critical for efficient Movement coordination and requires sustained investment

It is unanimously recognized that preparedness is fundamental for efficient coordination and should be a comparative advantage of the Movement as a global humanitarian actor. If efforts can be made pre-crisis in terms of trust- and relationship building, agreements, planning and training, the chances are much higher to have a quality and well-coordinated response. Better systems for early warning and early action contribute to better response.

This has been evidenced in a number of large-scale emergencies, for example in Nepal following the April 2015 earthquake, or when Typhoon Hagupit struck the Philippines in December 2014.

Preparedness was seen as facilitated by the joint development, signing and regularly updating of pre-crisis agreements, such as the Movement Cooperation Agreement (MCA), the Tripartite Memorandum of Understanding, and preparedness/ contingency plans. The key pre-emergency tool for Movement coordination and cooperation in each country context is the MCA which clearly describes the roles and capacities of the Movement components. Elaborating and keeping this type of document up to date further contributes to building trust between Movement partners.

The conduct of joint simulation exercises at strategic, coordination and technical levels was seen as instrumental to ensuring efficient and coordinated Movement response to crises. There was also a call for greater commitment to conduct, when relevant, joint capacity assessments that could support joint response planning and contingency planning.

RECOMMENDATIONS:

13. The Movement should ensure that a conducive and inclusive cooperation environment and Movement coordination mechanisms are in place, particularly in high-risk contexts where many Movement components are present.
14. Movement capacities in contexts likely to see a Movement-wide response should be mapped and assessed.

15. Pre-crisis agreements are key to efficient preparedness and should be promoted. These should be inclusive, user-friendly, and enable swift Movement coordination from the onset of an emergency. Pre-agreements should also be considered on a regional level, taking into account the capacities of neighboring NS.
16. The pre-crisis agreements should include, where possible, agreed allocation of responsibilities. The Operational Movement Coordination (OMC) Tool (Annex 3) can be used as a guide and checklist.
17. A user-friendly Movement Response Toolkit (Annex 4), focusing on essential tools for large-scale emergencies, should support context-driven Movement planning and coordination.

The Movement response in *Nepal* after the April 2015 earthquake has been a positive example of overall Movement coordination. The swift Movement response was greatly facilitated by contextualised Movement coordination agreements and mechanisms already in place in-country, as well as previous preparedness measures and contingency plans.

Finding 7: Well-coordinated and coherent response is necessary from the very onset of an emergency and must be supported by standardised tools and mechanisms

There is wide consensus amongst NS that, no matter whether Movement preparedness is well in place or not, the ability of the Movement partners to « do it right » from the onset of a crisis is of paramount importance for future coordination and cooperation.

The Movement must define its operational identity and the scope of its response rapidly. To this end, it was felt that within the first 24 to 48 hours of an emergency, the main coordination responsibilities should be allocated or confirmed between Movement components based on effective capacities, expertise and mandates. This should be immediately communicated to Movement partners (i.e. a joint statement), allowing PNS to plan any possible contribution to the Movement response in a coordinated way.

Whilst the process of allocating roles and responsibilities and the pursuing of an approach of sharing leadership should remain flexible, a tool such as the OMC Tool could be useful to guide discussions, ensuring that key elements are all being considered, discussed and ultimately decided on. In each context the tool can help agree on these various issues and ensure steps are taken to address each function. The attached Operational Movement Coordination Tool (Annex 3) is proposed for this purpose and recommended to be further developed and tested in operational contexts.

While the swift allocation of roles and responsibilities is seen as crucial, it is recognized to be challenging particularly for protracted or slow-onset crisis situations. Crisis contexts of these types have starting-points that are not clear-cut, making it difficult to decide when to trigger the Movement-wide response and organize it around a sequential Movement response cycle. Within this grey-zone period, special attention should be paid to ensure appropriate coordination mechanisms are put in place in order to jointly monitor the evolving situation and adapt the response plans.

The various phases of the response, from assessment of needs to monitoring of the implementation (see further Movement response cycle, Annex 2), have to be conducted in an inclusive manner and be supported by efficient tools and mechanisms. To this end, a demand for a 'Movement Response Toolkit' – with common or harmonized tools for the

different aspects of a response – has been expressed. The Toolkit should be complemented with harmonized or joint training (between NS, the International Federation and ICRC).

The Movement currently does not have a common risk management methodology or a joint security framework. Given increasing complex protracted conflict and emergency environments, security and safety of volunteers and staff members of the Movement requires detailed assessment, investment in developing tools, processes and training. Similarly further work is also required on Duty of Care definitions and obligations. The questions of accountability and compliance are critical aspects when discussing security.

During the SMCC consultation process there were also calls for joint systems as well as shared service provision (e.g. in logistics, information technology, administration service, etc). This is seen as a more transformative call for action and beyond the immediate mandate of SMCC process. It will therefore require further exploration through a feasibility assessment.

RECOMMENDATIONS:

18. At the onset of a large-scale crisis, a high-level mini-summit should be convened in the first 24 to 48 hours bringing together the NS, the International Federation and ICRC, as well as NS with a long-term presence in the affected country. This meeting will clarify the objectives of and responsibilities within the Movement response
19. Inclusive and shared ways for assuming leadership and coordination responsibilities across the Movement components should be considered. If not done in the preparedness phase, at the onset of a large-scale crisis the Movement components could use the attached Operational Movement Coordination (OMC) Tool as a guide and checklist.
20. The objectives and allocation of responsibilities should be communicated promptly to the rest of the Movement in the form of a joint statement,
21. The Movement Response Toolkit (see Annex 4) should include essential tools for Movement response, including assessment, planning, evaluation, information management, surge capacity, communication and resource mobilization.
22. The ICRC and International Federation security specialists, together with staff from NS, should review current security/ safety policies as well as security and safety tools and management processes with the aim of identifying areas of synergy and possible joint investment.

Crises that have occurred after the inception of the SMCC process are marked by an increased willingness to better coordinate communications efforts through practical steps. In *Myanmar*, issuing a joint statement within a week after the extensive flooding began in August 2015 sent a clear and positive signal to authorities and donors on the Movement response.

In the *Syria crisis*, a Movement Communications Strategy, underpinned by consistent joint deliverables including a website (red4syria.org), set a positive precedent. However, this did not come without challenges and was hampered by insufficient cooperation mechanisms, disputed joint priorities, disjointed approaches for relations with external actors, and lack of dedicated resources and commonly used operational tools.

Finding 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.

In an environment of increasing competition for visibility, resources and influence in the humanitarian sector, coupled with a fast-changing communication landscape driven by new technologies and transnational dynamics, it is critical for the Movement to pursue a coordinated approach to communication in large-scale emergencies in order to maintain and strengthen its position as a leader in humanitarian service delivery.

Rapid communication is a strategic element of the Movement response to large-scale emergencies and it was suggested that it should be considered an integral part of operations. It is crucial for the Movement to rapidly respond to the demand for information, materials and messages from external audiences in a large-scale emergency. This will position the Movement as a first responder to the needs of affected communities. All Movement actors should be enabled to participate in the communications response by better harnessing skills, expertise, and resources in a transparent, trustful and predictable way. This includes ensuring communications is adequately resourced.

It is understood that Movement components have a shared responsibility to further streamline, coordinate and adapt the way they communicate with each other during and around large-scale humanitarian crises. This requires going beyond long-established institutional habits and to take a more inclusive and formalised approach in the design and implementation of communication plans, tools and procedures. Joint tools such as the common narrative, are instrumental in providing a common voice for Movement partners.

A coordinated approach to communication will ensure effective positioning of the Movement as a whole, influencing key decision-makers, providing first-hand information and analyses on crisis situations to key stakeholders such as affected communities, donors, governments, and the public at large. The ambition is for the Movement to "speak with coherent and coordinated voices – if not a single voice" for the benefit of people affected by humanitarian crises. This Movement voice should be delivered timely, must be distinct from other actors and has to be purposeful in terms of what the Movement is asking for.

RECOMMENDATIONS:

23. In large-scale emergencies, Movement actors should agree on a shared internal and external communication strategy that outlines purpose, scope, and activities as well as coordination structure and processes, to be integrated into the Movement strategy.
24. Movement communication actors should develop joint activities and products with the aim of speaking with a strong and coherent voice.
25. To achieve the above, the Movement should establish a communication framework in large-scale emergencies outlining coordination mechanisms, decision-making and validation schemes, and roles and responsibilities of the different components.
26. The Movement communications framework should include joint tools, a surge capacity mechanism as well as elements of knowledge-sharing and capacity building to ensure adequate local and global response in the area of communications.

Finding 9: A Movement approach to resource mobilisation should be built on complementarity and non-competitiveness

It is widely recognized that Movement components can no longer approach donors in an uncoordinated manner, with requests that at best duplicate and overlap, and at worst contradict one another. This undermines the credibility of the whole Movement, and ultimately impacts on its ability to raise funds.

Components of the Movement understand the challenge of presenting joint appeals and agree that at a minimum they should be able to launch appeals in a coordinated way, avoiding duplication and presenting the planned activities of the Movement in a complementary manner. In other words, when components of the Movement launch or plan to launch separate emergency appeals, the objective should be to systematically ensure coordination, complementarity, synchronization and coherent messaging to donors of respective appeals.

There is recognition that this can only be the result of an inclusive and well-coordinated approach from the onset of a crisis, starting with a coordinated – and where possible joint -

needs assessment, as well as a commonly designed response, including a common plan and common monitoring and reporting. This should also include well-coordinated outreach to donors.

In line with numerous calls for the Movement to move towards fully joint appeals and stemming from the declared joint ambition of both ICRC and the International Federation's leadership, a new standard is emerging, by which only one international appeal is launched in large-scale emergencies.

RECOMMENDATIONS

27. The Movement should aim to avoid launching separate competing international appeals for one crisis. The Movement fundraising mechanisms should be coordinated and complementary.

28. The proposed Movement Coordinated Emergency Appeal model should be further developed, fine-tuned and applied when relevant with the aim to explore the feasibility of fully joint appeals.

Cases have been reported where NS have used the argument of the humanitarian imperative, i.e. that the response to the needs of affected population takes precedence over all other consideration, to justify their international activities in an uncoordinated manner and/or without the formal approval of the NS of the affected country. A more inclusive Movement approach provides incentives and can help address such challenges.

In response to the 2015 *Nepal* earthquake, going a step further from the practice established during the Ebola crisis, one appeal was launched by the International Federation based on a unique Plan of Action to which Movement partners contributed objectives and activities in their respective fields of expertise. The ICRC participated to the launch of the appeal for Permanent Missions in Geneva and directed its major donors to the International Federation appeal. An agreement was signed to outline the cost-recovery mechanisms between the two institutions and should pave the way for future collaboration in resource mobilisation.

Finding 10: Compliance and accountability should be further improved through increased transparency on non-compliance and incentives for good practice

Regional consultations all discussed issues around (non) compliance of Movement components with existing rules and regulations, and the lack of Movement-wide compliance enforcement mechanisms. However, immediate solutions are difficult to identify at this stage

and would entail a process of exploring the relevance, feasibility and appetite within the Movement for a compliance mechanism.

The main issues of non-compliance are around NS operating on a territory without seeking prior consent of the NS in-country or implementing activities outside of any agreed coordination framework. In the same logic the issue of unsolicited goods and personnel has been identified as having a potentially negative impact on the response activities as well as on the reputation of the Movement. Compliance and accountability issues are also understood as generating collective risks that, in an era of immediate sharing of information, can affect the reputation of any or all components of the Movement.

There is a general consensus that every component of the Movement should comply with its existing rules and regulations. Subsequently, it has been suggested that there is a need to reinforce this compliance through exploring possible incentives, and 'exposing and rewarding' Movement components for non-compliance and good practice. The notions of peer monitoring and ways to measure compliance (e.g. tracking the volume of non-solicited goods) were also suggested.

RECOMMENDATIONS

29. The Movement should significantly advance on the issues of compliance and accountability in the period leading to the next Council of Delegates 2017.
30. The Movement should collectively work on ways to ensure that the rules and standards are known and adhered to in any context, and that non-compliance and disputes are solved fairly and promptly. This should include exploring new mechanisms for accountability, compliance and conflict resolution/dispute settlement.

4. Conclusion and way forward

The SMCC consultative process which stemmed from Resolution 4 of the 2013 Council of Delegates can be considered as positive and has allowed the Movement components to exchange frankly and openly on the ambition of working together. Not only has it instilled a renewed dialogue and a more inclusive mindset between the ICRC, the International Federation and the NS, it has also fostered real-time improvements to coordination over the past 18 months, visible in major recent emergencies, from Nepal to Yemen, from Lake Chad to the Philippines, from Ebola-affected countries to Syria. In these contexts, through increased coordination and cooperation, the Movement was able to better respond to the needs of the affected populations and to project an image of coherence and professionalism. Indeed, the Movement has shown not only to donors and beneficiaries, but also to itself that it is able to do more, do better and be more efficient by working together in a more inclusive and non-competing way.

As the consultations have demonstrated amply, the Movement recognizes the importance and urgency to ensure that it is 'fit for purpose' to address the current and future challenges of humanitarian action. This ambition is clearly reflected in the Plan of Action accompanying this report. In addition, strong and innovative ideas have emerged from the process, pointing to new ambitions for the Movement, often labelled as "transformational change". Some of these changes are also explored in the Plan of Action, thereby addressing the Movement's ambition to further strengthen its coordination and cooperation mechanisms. The implementation of the Plan of Action is paramount and will require significant and long term investments from all components of the Movement both in terms of commitment, willingness and resources. Discussions held over the last year indicate that this commitment exists. The

SMCC Resolution presented to the CoD 2015 outlines this commitment, which, when adopted, will enable the Movement to fulfill its ambitions of enhanced cooperation and coordination.

ANNEXES:

Annex 1 Plan of Action

Annex 2 Movement Response Cycle: a visual

Annex 3 Operational Movement Coordination tool

Annex 4 Movement Response Toolkit

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.			
Movement components develop a shared approach for NS capacity building in the field of operational leadership and coordination.	<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 	By 2017, a Movement agreement for capacity building is developed in at least 15 contexts which are likely to see a Movement-wide response.
ICRC, the International Federation and NS review their key capacity building tools/processes for harmonisation and complementarity, including plans for resourcing capacity building.	<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 	Key Federation, ICRC and NS capacity building tools are reviewed by 2017
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.	<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>

<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.</p>	<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 	<p>By the end of 2016, the Movement Tool Kit is disseminated.</p>
<p>ICRC and the International Federation security specialists, in consultation with NS, undertake a review of Movement security arrangements in large-scale operations.</p>	<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. 	<p>Framework for Movement security arrangements is presented to the CoD 2017.</p>
<p>ICRC, the International Federation and NS continue to explore the feasibility of joint service provision within the Movement.</p>	<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. 	<p>Inclusion of findings/possible experiences into the report to CoD2017.</p>
<p>ICRC, the International Federation and NS continue to explore the feasibility of aligned surge capacity (e.g. ERU, RDU etc.)</p>	<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. 	<p>Inclusion of findings/possible experiences into the report to CoD2017.</p>
<p>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>			
<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 	<p>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>

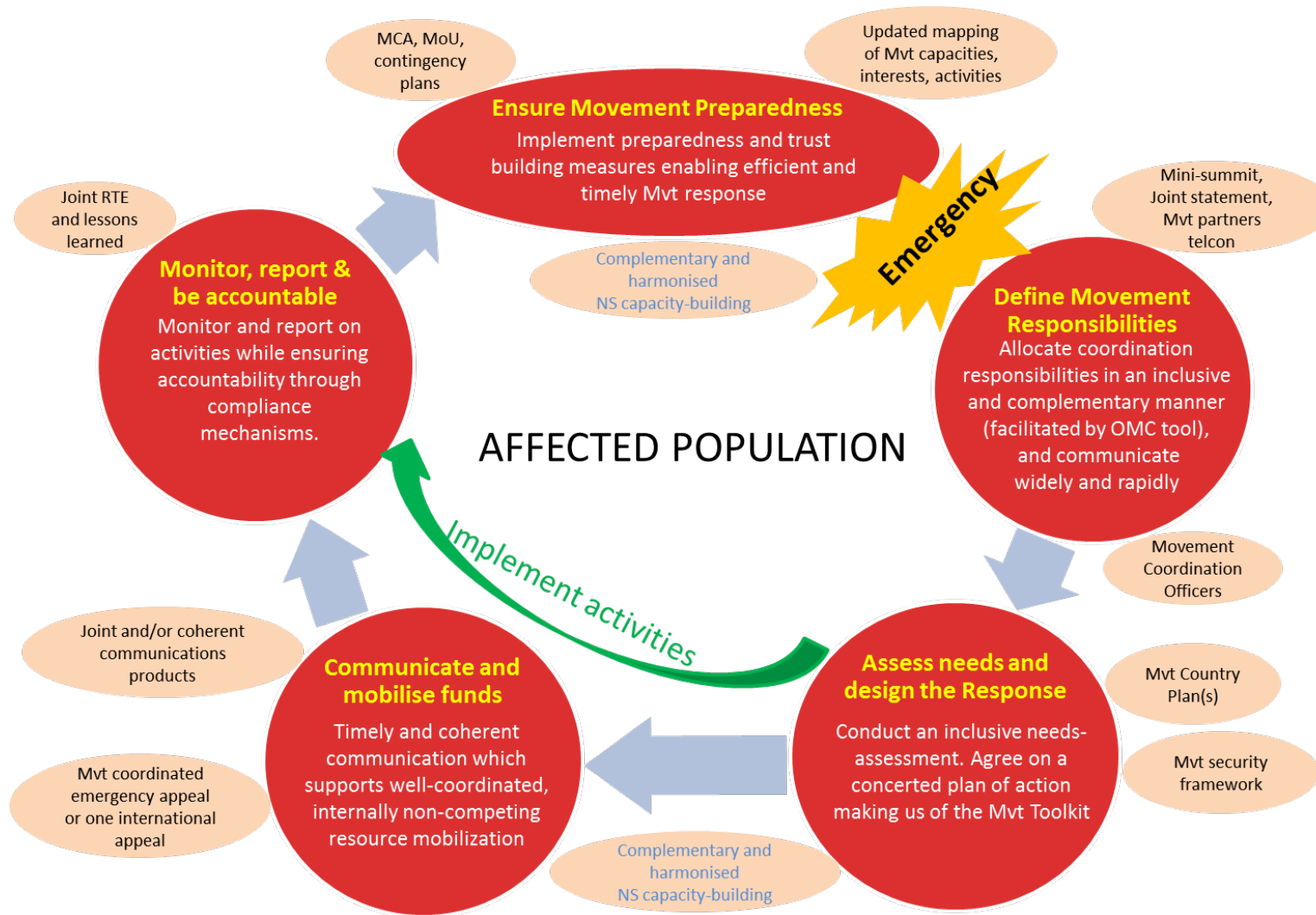
<p>ICRC and the International Federation, together with NS, conceptualize and test the deployment of Movement Coordination Officers with a mandate to serve the common interests of the Movement in large-scale emergencies.</p>	<ul style="list-style-type: none"> • Increased trust between Movement components 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>

Annex 2

Draft Movement Response Cycle



Annex 3

A draft Operational Movement Coordination Tool (OMC)

The following tool is proposed as a guide and checklist for use by all Movement components planning to operate within or contribute to the international Movement response to a conflict, crisis or disaster. The tool organises the responsibilities of the SA/SM into 9 functions and attempts to strike a balance between being aspirational and practical. The relevant references from SA/SM for each function are found in the Annex.

USE AND ADVANTAGES

- During preparedness / contingency planning, the tool serves as a template or checklist for areas to be considered and for drafting MoUs or pre-agreements. It can drive the capacity building agenda of a NS, allow for the identification of surge capacity resources, inform the development of HNS strategy and planning and serve as a basis for Movement planning in-country.
- At the onset of a conflict, crisis or disaster it serves as a checklist for Movement actors to decide efficiently and in a transparent way the allocation of responsibilities. It ensures that all functions have been considered and that the agreed Movement response architecture is appropriate and effective for the context.
- Both in preparedness and during an emergency, it guides the engagement of Movement partners, ensuring that partners' contributions are complementary and coordinated.
- It may also serve as a basis for the development of future Movement leadership and coordination guidance, tools and mechanisms.

THE 9 FUNCTIONAL RESPONSIBILITIES

The Tool has organized the functional responsibilities defined by SA/SM as follows:

1. *Analyze situation, assess needs and define general objectives and priorities.*
2. *Develop an operational strategy and plan of action.*
3. *Implement a coordinated and complementarity Movement response.*
4. *Strengthen the capacities of the National Society.*
5. *Manage security and safety.*
6. *Maintain operational relationships and contacts with authorities and other relevant actors.*
7. *Present strong and coherent messages and speak with similar voices or even one voice.*
8. *Mobilize resources efficiently and competitively.*
9. *Monitoring and reporting: learn from experience and reflection.*

The distribution of functional responsibilities may be different in every context, depending on the type of situation, the scale of needs, the size and capacity of the non-Movement response, and the capacities / availability of Movement components. Different configurations could be considered - a singular Movement component responsible for a given function with expertise or surge capacities "embedded" or supported by other partners or such responsibilities delegated under an overall lead role - or a cluster of Movement components bearing responsibility within a single function - depending on which is most appropriate and effective in the given situation. In other words, the OMC Tool has to be contextualized for each situation.

WHAT IS INCLUDED IN THE OMC

The OMC presents the 9 functional areas listed above and outlines the specific elements for each function to be followed by the Movement:

- **Functional Responsibility** – describes the functional responsibility around which the Movement will show its joint engagement.

- **Expected Outcome(s)** – these are the results expected from the engagement around each of the functional responsibilities. This answers the question, *what would change by fulfilling this functional responsibility?*
- **Expected Tasks and Output(s)** – lays out what needs to be done by the Movement in order to bring about the outcomes and satisfy the functional responsibility.
- **Allocating Responsibilities** – provides open questions to assist users in applying the tool in their context. For those functional responsibilities which are new to the Movement, recommendations are provided in the place of questions.
- **Monitoring and assessing results for better accountability** – Provide some sketch ideas on how each function enhances Movement accountability.

This working draft overall attempts to **strike a balance between being aspirational and achievable**. The relevant references from SA/SM per Function are found in Annex II.

Operational Movement Coordination Tool

1. Analyze situation, assess needs and define general objectives and priorities.	
Expected Outcome(s) (what would result)	Expected Tasks and Output(s) (what we do)
<p>Movement has responded to identified humanitarian needs at scale.</p> <p>Movement operational response has adapted to a changing situation and needs.</p> <p>Stakeholders (internal and external) understood the Movement's analysis, assessment and planned/ongoing activities.</p>	<ul style="list-style-type: none"> • Conflict/crisis/disaster has been identified and international Movement support mobilized as required and taking into account pre-agreements and Movement coordination modalities; • Multi-sectorial field assessment (FACT, RDU, other) has been designed and implemented with required access and acceptance; • Analysis of the political, socio-economic and humanitarian environment has been completed; • General objectives and priorities that correspond to the analysis and assessment have been drafted and meet common understanding; • Assessment, analysis and general objectives/priorities have been communicated to relevant/interested Movement actors and external stakeholders
Allocating Responsibilities (guiding questions)	
<ul style="list-style-type: none"> • Is there a Pre-agreement or MoU? • Are we in a conflict situation? A natural disaster? Or a complex emergency? • Who has the required access to affected areas/populations? Who has the necessary acceptance to access affected areas/populations? • Are there any visibility limitations (due to access, acceptance, and legitimacy concerns among others)? • Is there agreement with the components of the Movement on the ground to carry out a joint assessment and objective setting process? • What would be the different models for component participation, in joint assessment teams and objective setting? <ul style="list-style-type: none"> ○ Joint teams? ○ Geographic sharing? ○ Sectoral sharing? • What is the mandate of the National Society in relation to its national authorities? • What is the scale of the need; range of assessment; and volume of expected international Movement support? • Where will we find the most appropriate capacities in the Movement? (nationally, regionally, internationally; assessment capacity, tools and methodology) <ul style="list-style-type: none"> ○ Have Fact teams or rapid deployment units been deployed? ○ How quickly can capacities be mobilized? • What are external actors doing and planning on doing? What is our coordination and communication mechanism with these actors in this stage of the operation? <ul style="list-style-type: none"> ○ For example has the Cluster system been activated? 	

<ul style="list-style-type: none"> • How will repeat follow-up assessment/ongoing monitoring be managed? • How do we resource this?
Monitoring and Assessing Results for Better Accountability
<p>The investment in this function represents the foundation of the Movement’s humanitarian response- and underpins its accountability. Any measurement of accountability would be in relation to the quality, inclusiveness and timeliness of analysis and assessment, in defining general objectives and priorities and the continuing the monitoring and adaptation of objectives and priorities to a changing situation.</p>
Available Movement Guidance/Tools/Mechanisms
<p>Please refer to WS 2 Tool Box</p>

2. Develop an operational strategy and plan of action.	
Expected Outcome(s) (what would result)	Expected Tasks and Output(s) (what we do)
<p>Through an inclusive process, RC RC components have implemented a response that enabled the Movement to achieve its operational strategy and mission.</p> <p>Movement actors have effectively shared coordination responsibilities and have been held accountable for their implementation.</p> <p>Mechanisms have enabled the regional coordination of the Movement response to a conflict/crisis/disaster whose spillover affects neighboring countries.</p>	<ul style="list-style-type: none"> • Movement actors (‘mini summit’) locally/virtually have collectively designed and adopted an operational strategy based on the general objectives and priorities, including a clear plan of action and milestones for periodic reviews; • Coordination functions were distributed according to confirmed capacities, and these decisions are documented and shared; • MoUs between key Movement components that capture the allocation of coordination functions were developed; • Effective distribution of Movement capacities/resources in the implementation of the strategy was ensured; • The value added of each component is leveraged, and the long term strength of the Movement is supported; • Strategy and plan of action was shared to Movement and relevant stakeholders
Allocating Responsibilities (guiding questions)	
<ul style="list-style-type: none"> • Have pre-crisis MoUs been developed? Are they still relevant? • Are we in a conflict situation? A natural disaster? Or a mix? • How to ensure the participative development of the strategy/plan? • Are capacity assessments of Movement components available? • Which Movement components have capacities and will assume responsibility for which functional responsibilities? • Does the National Society have a mandate from their national authorities? • Can shared or joint responsibilities be established? 	

<ul style="list-style-type: none"> • Which components of the Movement are present or active in Country? • Which aspects of the operation fall within the National Societies long term strategic plan or objectives? • What other components of the Movement have built up specific sectorial or geographical expertise? • What transitions (surge, response team, recovery, Movement leadership change) can be foreseen? In what timeframe(s)? • How do we sustainably resource this (process + monitoring)?
Monitoring and Assessing Results for Better Accountability
If all Movement components agree to implement against a common strategy, this would promote mutual accountability and reinforce the perception of 'One Movement'.
Available Movement Guidance/Tools/Mechanisms
Please refer to WS 2 Tool Box

3. Implement a coordinated and complementarity Movement response.	
Expected Outcome(s) (what would result)	Expected Tasks and Output(s) (what we do)
<p>Movement actors have optimized operational and technical coordination through its frameworks and maximized its effectiveness.</p> <p>Movement actors has ensured that their contribution to humanitarian action is well coordinated with that of other local, national and international actors.</p> <p>Movement has shared necessary information with relevant stakeholders through appropriate communication channels.</p>	<ul style="list-style-type: none"> • Relevant coordination bodies and forums to ensure Movement operational and technical coordination are defined and resourced; • Effective and streamlined coordination of Movement operations with those of other actors is defined and resourced • Mechanisms for information management (IM) and reporting on Movement operations are established; • Monitoring and adaptation of collective implementation in order to track the achievement of strategy and plan of action;
Allocating Responsibilities (guiding questions)	
<ul style="list-style-type: none"> • What coordination mechanisms are already in place? • What types and levels of Movement coordination are required to implement the strategy and plan of action? (local, national, regional, international?; technical/sectorial, general coordination, security, advocacy, etc.); And how will coordination function between them? • What are the lessons learned from coordination mechanisms put in place in similar operations? • How many actors are active on the ground? • What is the shape of coordination mechanisms of other stakeholders? How will the Movement be represented at all levels of external coordination? • Where will we find the most appropriate coordination capacities in the Movement? (coordinators, technical specialists, HR, IM, reporting) • How do we sustainably resource this (coordination + reporting)? 	

Monitoring and assessing results for better accountability
Elements of internal and external accountability. Internally, enforces accountability in ensuring that Movement components are working effectively and efficiently. Externally, Movement ensures that its work is complementary to that of all other actors, increasing the effectiveness and efficiency of the overall humanitarian response.
Available Movement Guidance/Tools/Mechanisms
Please refer to WS 2 Tool Box

4. Strengthen the capacities of the National Society.	
Expected Outcome(s) (what would result)	Expected Tasks and Output(s) (what we do)
<p>NS has led its development process and has been able to meet its role in the national context in a sustainable manner.</p> <p>The capacities of the National Society have been reinforced through informed and transparent organizational development (OD)/capacity building (CB) investment and support by Movement components (see model for sustainable OD in emergencies).</p>	<ul style="list-style-type: none"> • HNS has benchmarked itself against 'Well-functioning National Society', OCAC reviews, Safer Access Framework (SAF), etc.; • NS has formulated its development policies and plans in consultation with relevant Movement components; • Coordination of international Movement contribution to HNS OD strategy ensured sustainable build up and scale down of HNS; • HNS and partners adhered to standards and guidelines for programme design and planning;
Allocating Responsibilities (guiding questions)	
<ul style="list-style-type: none"> • Is there a nationally mandated role of the NS in Country in time of conflict/crisis/disaster? • Does the NS have a strategy? Does it include a contingency for large-scale conflict/crisis/disaster? If yes, what is the planned international Movement response to support this? If no, how can the international Movement response help with a strategy, rapidly? • Which international Movement components have ongoing agreements/support of the NS in Country? • Which international Movement components have which intentions of support of the NS? • Have we considered sustainability strategies in the OD plan, including resourcing? 	
Monitoring and Assessing Results for Better Accountability	
The NS leadership is responsible for its development based on their assessment of their needs and capacities and represented in their strategic plan; the NS is therefore accountable to its members and governance. Movement components that support capacity strengthening are ultimately accountable to the NS.	
Available Movement Guidance/Tools/Mechanisms	
Please refer to WS 2 Tool Box	

5. Manage security and safety.	
Expected Outcome(s) (what would result)	Expected Tasks and Output(s) (what we do)
<p>Movement components have harmonized their respective security approaches and frameworks and ensured the protection of staff and volunteers and their safe access to beneficiaries.</p> <p><i>Transformative:</i> In case of an agreed joint Movement security management framework, Movement components have fulfilled their respective responsibilities in regards to this security management.</p>	<ul style="list-style-type: none"> • Different security rules and frameworks are analyzed and harmonized where possible • Complementarity and coherence between different security systems is ensured • Possible differences in risk management approach and activities are identified. • Each component is aware of which role it needs to play vis-à-vis its own personnel and other components; regarding (ongoing information collection; regular security updates and/or modifications to procedures and rules; security briefings to incoming staff; crisis management; contingency and evacuation plans; etc.). • Issues of duty of care and legal liability are clarified • Regular security training is provided to staff and volunteers • Liaison with other relevant security forums and professionals is ensured • If transformative: <ul style="list-style-type: none"> ○ Common risk management approach and activities are defined. ○ A common security system is implemented, with procedure and rules available to all Movement components; with one or more components in charge of overseeing the overall system where possible
Allocating Responsibilities (guiding questions)	
<ul style="list-style-type: none"> • Are we in a conflict situation? A natural disaster? Or a complex emergency? • Who has access (e.g. to geographic areas, to interlocutors) for security assessments and negotiation? • Do all stakeholders equally accept all Movement components? Do certain components have agreed levels of access or legitimacy? • What is the legal status of the different components in country, including applicable privileges and immunities? • Where will we find the most appropriate security capacities from within the Movement? • How will the Movement internally coordinate its security efforts? • How will Movement security connect with- and complement- security forums of external stakeholders? • What are the capacities for providing training and material support to those Movement components that require it? 	

- How will security information be **collected and shared**? What is confidential or open-source?
- Where do safety issues come in? Hazards, health, accidents, etc.
- How do we **sustainably resource** security as a Movement priority?

Monitoring and Assessing Results for Better Accountability

Security should be seen as dual-accountability: components are firstly accountable to comply with the overall Movement security framework; secondly, they are independently accountable to ensure the security of their respective staff and volunteers. Success of operational security results from representatives of Movement components working collaboratively to ensure the system, procedures and rules are adapted to an evolving risk analysis and a changing situation.

Available Movement Guidance/Tools/Mechanisms

Please refer to WS 2 Tool Box

6. Maintain operational relationships and contacts with authorities and other relevant actors within and outside the context.

Expected Outcome(s) (what would result)	Expected Tasks and Output(s) (what we do)
<p>Movement has established and/or maintained the relationships and contacts with state and non-state actors that reinforce acceptance and access and enabled the achievement of their operational strategy and Mission.</p>	<ul style="list-style-type: none"> • Established contacts and working relationships with authorities and relevant actors; • Negotiated safe and secure access; • Shared non-confidential results of such meetings with Movement components, as relevant; • Analysis (power-mapping); • Undertaken targeted dialogue with said authorities and actors as concerns humanitarian access and protection of civilians • Established links with security management

Allocating Responsibilities (guiding questions)

- Are we in a conflict situation? A natural disaster? Or a complex emergency?
- What are the **implications** of the context definition on which Movement components can/should undertake which contacts?
- What coordination and relationship mechanisms are in place or would need to be established?
- Which components of the Movement are best placed to lead/represent the Movement in the various established external coordination mechanisms?
- What are the **opportunities or risks** the Movement and/or different components face in undertaking such relationships?
- What are the Movement requirements from such relationships/representation? (access, security, operational agreements, issues linked to legal status, IDRL, other)
- Where will we find the most **appropriate capacities** from within the Movement?
- How will the Movement **internally coordinate** its representation and negotiation efforts?

<ul style="list-style-type: none"> • How will information on such contacts be collected and shared? What is confidential or open-source? • Who has access and legitimacy (geographic, interlocutors) for such relationships and contacts? Do all stakeholders equally accept all Movement components?
Monitoring and Assessing Results for Better Accountability
Dual accountability: the responsibility or mandate to maintain operational relationships with state and non-state actors; the responsibility or mandate of the Movement component maintaining those relationships/contacts on behalf of other Movement components.
Available Movement Guidance/Tools/Mechanisms
Please refer to WS 2 Tool Box

7. Profile the Red Cross Red Crescent response and position the Movement’s humanitarian credentials/ value by presenting strong and coherent messages and speak with similar voices or even one voice	
Expected Outcome(s) (what would result)	Expected Tasks and Output(s) (what we do)
<p>The Movement has measurably and effectively achieved significant media profile, positioned itself as a credible and trustworthy first responder in the crisis, increased knowledge, awareness of and support for the Red Cross Red Crescent response before or from the onset of an unfolding disaster.</p> <p>A strengthened Movement positioning and voice vis-à-vis external humanitarian actors, and to mobilise people and partners.</p> <p>The Movement has measurably and effectively influenced stakeholders to bring about operational, policy and political change that improve the conditions for Movement response and access to beneficiaries.</p>	<ul style="list-style-type: none"> • Coordinated emergency communications planned and included in Movement operational contingency plans at all levels (National Societies, Federation, ICRC). • The urgent communication needs and information demands of the Movement’s internal and external audiences (public, affected communities, donors, governments, Movement components) are rapidly met by Movement communicators before and from the onset of a disaster or crisis. • Communication surge capacities decided upon in a coordinated manner at the outset of the emergency to ensure a local and global communication response. • A checklist of communications deliverables by Movement components agreed on and developed to effectively profile Movement’s response from the earliest phase of a major crisis onwards. • A shared communication strategy as part of the Movement operational strategy, prioritizing the Movement’s positioning with the view to amplify the collective voice, maximizing resource mobilization and advocating on behalf of affected populations, is agreed on and developed. • Developed coordinated or joint activities and products where appropriate, with the aim of speaking with a strong and unified voice. • Developed a shared platform for internal sharing critical information,

	<p>communication and advocacy tools and products to undertake coordinated communications and public advocacy where required.</p> <ul style="list-style-type: none"> • Established transparent communication, feedback and complaints mechanisms which engage crisis affected people to share concerns and issues regarding their situation and the assistance provided, which are appropriately addressed and followed up by Movement actors. • Through the strategic use of public and social media, strengthened dialogue with those affected by crises and the attention of relevant stakeholders are drawn to agreed Movement advocacy positions around key issues (i.e. unmet needs and rights of people affected by and vulnerable to disasters, bottlenecks affecting Movement’s response). • Tracked progress towards planned objectives and report. • Monitoring and measuring results, adapting the strategy according to the outcomes and shifting context.
--	------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------

Allocating Responsibilities (guiding questions)

- Is there a **Pre-agreement or MoU** and does it include communications?
- What is the **context** of the international Movement response (crisis, conflict, disaster, other)
- What are the **implications** of the context definition on which Movement components can/should lead this function?
- How **quickly** can capacities be mobilized?
- Where will we find the most **appropriate capacities** from within the Movement?
- Who will provide **training or material support** to those Movement components that require it?
- Do all stakeholders **equally accept** all Movement components?
- How do we **sustainably resource** this?

Monitoring and Assessing Results for Better Accountability

Internal and external accountability. Internally, enforces accountability in safeguarding and strengthening the Movement’s brand and positioning, advancing National Societies’ humanitarian diplomacy agenda on behalf of vulnerable population, supports operational objectives through increased public knowledge, and supports the realization of our collective fundraising potential.

Externally, clear, transparent and cohesive communication will improve Movement accountability to the public at large, donors/ supporters, partner organizations, and the affected population, generating better understanding of the Movement, improving trust and credibility, and consequently strengthening the Movement’s brand.

Available Movement Guidance/Tools/Mechanisms

Please refer to WS 2 Tool Box

8. Movement mobilizes resources efficiently and competitively.	
Expected Outcome(s) (what would result)	Expected Tasks and Output(s) (what we do)
<p>More coherence and clarity about the Movement response among donors.</p> <p>Increased funding and coverage rates of Movement coordinated / consolidated appeals.</p> <p>The most effective response is delivered for the beneficiaries in a timely manner since all components of the Movement (Federation, ICRC, HNS) act in concert towards achieving the common goal.</p>	<ul style="list-style-type: none"> • Reach agreement on coordinated appeals within 48 hours of an emergency including a joint statement outlining the roles and responsibilities, coordinated identification of needs agreed and complementary plans of action. • Launch of one international appeal or of synchronized coordinated and complementary appeals.
Allocating Responsibilities (guiding questions)	
<p><i>[KEY QUESTIONS ARE BEING DEVELOPED]</i></p> <p>When one international appeal is launched, the lead organization, determined based on recommendations coming from WS 1, takes the responsibility to put in place a transparent system towards proper accountability of the Movement response (this is closely interlinked to the work under points 1 to 3 and 9).</p> <p>Transformational recommendation: development of standard tools and alignment of finance and reporting systems (see also under 9).</p>	
Monitoring and Assessing Results for Better Accountability	
<p>This function would be undertaken to improve Movement accountability to donors and beneficiaries.</p> <p>The organization taking the lead for launching the one Movement appeal will include the objectives, activities and budget of the other international component and would put in place a transparent system to ensure the accountability of the Movement response.</p> <p>When individual components of the Movement plan to launch separate emergency appeals, each component ensures this is done in full coordination with the other components with appeals ideally launched at the same time. Each component of the Movement remains accountable for its own appeal, operational plan and budget, narrative and financial reporting.</p>	
Available Movement Guidance/Tools/Mechanisms	
<p>Please refer to WS 2 Tool Box</p>	

9. Monitoring and reporting; learning from experience and reflection.	
Expected Outcome(s) (what would result)	Expected Tasks and Output(s) (what we do)
<p>The Movement has reported on the collective outcomes and impacts of its work.</p> <p>Movement as a whole learns from experience and is able to evidence its statements of quality and success.</p> <p>The MER (Monitoring, Evaluation and Reporting) system has enabled the Movement to streamline its donor reporting while reinforcing a ‘One RC/RC’ perception.</p>	<ul style="list-style-type: none"> • Ensured a common results framework that corresponds with the overall strategy and general objectives; • Encouraged ongoing programme/project monitoring and regular, planned evaluation; • Centralized results in order to jointly measure impact of the Movement-wide response in country; • Promoted and contributed towards a culture of learning and accountability for the Movement response and globally • Ensured complaints are managed in a timely, fair and appropriate manner;
Allocating Responsibilities (guiding questions)	
<p>[KEY QUESTIONS ARE BEING DEVELOPED]</p> <p>“Transformational” recommendation: The Movement would require a centralized capacity in order to collectively monitor, evaluate and report on its work. A common system would be managed by a dedicated team, with all Movement components operating in line with the common results framework, transparently providing regular monitoring and reporting, and engaging in collective evaluation and identification of lessons and practice for global reflection.</p>	
Monitoring and Assessing Results for Better Accountability	
<p>This is by its nature an accountability function: its results ensure accountability to beneficiaries, host government, donors and participating Movement components. It reinforces the operational strategy and general objectives defined by the Movement and ensures that its components are accountable to the commonly agreed priorities.</p>	
Available Movement Guidance/Tools/Mechanisms	
<p>Please refer to WS 2 Tool Box</p>	

SA/SM REFERENCES BY FUNCTION

Leadership/Coordination Function	SA/SM References
<p>1. Analyze situation, assess needs and define general objectives and priorities</p>	<p>Analysis of the political, socio-economic and humanitarian environment (SM 1.7) Assessment and identification of humanitarian needs (SM 1.7) Definition of general objectives of the international relief operation, determining priorities (SM 1.7, SA 6.1)</p>
<p>2. Develop an operational strategy and plan of action</p>	<p>Establishment of an operational strategy for a Movement response, that is aligned to the general objectives and takes into account available resources (SM 1.7) Development of the plan of action relating to priorities of the Movement response (SM 1.7) Definition of entry and exit strategies for programmes and activities of various components, including arrangements during transition (SM 1.7) Promote, beyond the emergency phase, the establishment and the development of rehabilitation and reconstruction programmes (SA 6.1) Memoranda of Understanding (MoU) regarding respective roles and responsibilities at country level need to be established whenever there are various components working in a given country, in order to promote coherent working practice and understanding of the roles and responsibilities already elaborated in the Statutes of the Movement and the Seville Agreement (SM 3.1) Wherever regional networks of National Societies exist, possibly with pre-negotiated cooperation agreements, they should be called upon to perform activities in support of the objectives and priorities set for a Movement operation (SM 4.7)</p>
<p>3. Implement a coordinated and complementary Movement response</p>	<p>To provide more effective response to humanitarian needs using to best effect the Movement's many resources (SA Preamble) Establish appropriate mechanisms of consultation or coordination with Red Cross and Red Crescent partners (SA 6.1) In order to promote a coherent framework for Movement coordination, mechanisms developed must involve all Movement</p>

	<p>partners operational in a country (the Host National Society, the ICRC, the International Federation and National Societies working internationally) (SM 2.2)</p> <p>Coordinate international Red Cross and Red Crescent relief operations with the humanitarian activities of other organizations (governmental or non-governmental) where this is in the interest of the victims and is in accordance with the Fundamental Principles (SA 6.1)</p>
4. Strengthen the capacities of the National Society	Development of National Societies is elaborated under SA Article 7, including the HNS leadership of their own development based on their assessment of their needs and capacities
5. Manage security and safety	Establishment and maintenance of a framework for managing security for all Movement components (SM 1.7 and SA 6.1.2) To define and ensure the application of any measure which may prove necessary to guarantee, to the greatest extent possible, the physical safety of personnel engaged in relief operations in the field (SA 6/1/2 c)
6. Maintain operational relationships and contacts with authorities and other relevant actors within and outside the context	Management of relationships with the authorities as far as the international relief operation is concerned (SM 1.7)
7. Profile the Red Cross Red Crescent response and position the Movement's humanitarian credentials/ value by presenting strong and coherent messages and speak with similar voices or even one voice	See Article 9 of SA
8. Movement mobilizes resources efficiently and competitively	Functional cooperation between the ICRC, the National Societies and the International Federation applies in particular to the following areas of international activities: f) coordination of international fundraising (SA 8.2 f))
9. Monitoring and reporting; learning from experience and reflection	Ensure that the resources mobilized for an international relief operation are managed in a sound and efficient manner (SA 6.1) <i>Note:</i> Scope defined by SA/SM is too narrow- needs to include evaluation, learning, accountability.

Annex 4

Draft Movement Response Toolkit

Movement Response Tool-kit covering the crucial phases of preparedness and emergency response. The tool-kit should offer a range of options to in-country teams to support context driven Movement planning and coordination. The tool-kit will initially include those key Movement tools that have been developed through collaborative processes and agreed in the past, as well as Movement component specific tools that are deemed to be well suited for collective use in the interim period whilst any additional Movement tools required are adapted, developed or aligned. The toolkit will remain light with a focus on essential tools only and limited options – rather than being a repository for all possible relevant Movement component tools. This tool-kit will then need to be widely promoted and included in training (preferably joint).

Text in red in the table = that which needs reviewing or creating, the rest can be used as of now

Movement Response Tool-kit		
	Pre-crisis phase	Emergency response phase
Reference documents	7 Fundamental Principles; Statutes of the Movement; NS mandate & legal base; Seville Agreement and Supplementary Measures; Constitution of the International Federation; Principles and Rules for Humanitarian Assistance; 7 pillars of security	
Mechanisms (structures and practices, systems and agreements to enable Movement coordination and cooperation)	1) Movement Cooperation Agreement 2) Tri-partite MoU (with annex for all NS providing assistance to sign up to) 3) Movement coordination meetings in country at different frequencies (Platform - leadership; Coordination - management; Technical - working level)	1) Mini-Summit (12-24 hours): face to face or virtual - HNS, Federation, ICRC to confirm any pre-disaster agreement and build a common voice, outline overall roles & responsibilities 2) Movement teleconference
Plans (narrative & financial documents for describing / mobilising resources, assessments, contingency plans, existing strategies & frameworks)	1. Joint contingency planning (incl. Movement simulations & exercises) 2. NS strategic plan 3. Well Prepared NS 4. NS SAF Plan	1) Joint Statement (resulting from mini-summit meeting) 2) Coordinated/joint assessments to inform coordinated planning 3) Movement Communication Platform 4) Common Narrative 5) Coordinated appeals 6) Special notes

<p>Key tools <i>(our global response teams and equipment, standards, guidance, procedures)</i></p>	<ol style="list-style-type: none"> 1) User guide/one-pager to the Movement Coordination Tool-kit 2) Templates for MCA & Tripartite MoU 3) Operational Movement Coordination tool (OMC) 4) Movement Security Framework, 'Safer Access' guidelines 5) Movement Guidance on: relations between the Movement components and military bodies; agreements with external partners 6) Code of Conduct for the Movement & NGO's in disaster relief 	<ol style="list-style-type: none"> 1) Operational Movement Coordination tool (OMC). If not used already in pre-crisis. 2) Emergency Needs Assessment guidance 3) Cash Transfer programming guidance 4) Movement Wide Operational Framework (template) 5) 4Ws template – who does what where and when 6) Emergency Plan of Action (template) 7) Global surge tools (ICRC's RDM, ERUs, FACT teams, HEOps, RDRT) 8) Mobilization table
---------------------------------------------------------------------------------------------------------------	---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------	-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------