COUNCIL OF DELEGATES

OF THE INTERNATIONAL RED CROSS AND RED CRESCENT MOVEMENT

Geneva, Switzerland
8 December 2019

Strengthening Movement Coordination and Cooperation (SMCC 2.0)

DRAFT ELEMENTS OF RESOLUTION

March 2019

Background

The draft elements of the proposed resolution on Strengthening Movement Cooperation and Coordination version 2.0 seek to provide an outline of the possible substance of individual paragraphs, without providing a definitive text for the proposed resolution.

Each paragraph is followed by a rationale explaining why it would be useful to include such a paragraph in the resolution.

This document is being shared for consultation with the members of the Council of Delegates in order to gather a first round of comments and feedback, and to gain an initial understanding of whether the proposed approach on the substance would be acceptable and garner consensus.

When providing comments and feedback on this document, please consider the following questions:
- Do you agree with the proposed elements for the preambular and operative paragraphs of the resolution?
- Are there any elements that are missing or should be included in the resolution?

Detailed comments on the wording of the draft elements of this resolution are not expected at this stage. There will be an opportunity to comment on specific wording at a later stage, once the "draft zero" of the resolution is available.

Introduction

As the humanitarian environment becomes ever more complex and competitive, it is essential for the International Red Cross and Red Crescent Movement (the Movement) – the IFRC, the ICRC and 191 Red Cross and Red Crescent Societies – to work in a coordinated and efficient way to maximize the support, assistance and protection we can collectively provide to vulnerable, at-risk and affected people and communities.

While recognizing that SMCC is not a panacea for all of the challenges we face as a Movement, the SMCC process, endorsed in Council of Delegates resolutions in 2013, 2015 and 2017, has resulted in substantial achievements both in operations and in thematic areas. It has notably contributed to a mindset change, a "SMCC spirit", which has positively influenced behaviour both at the leadership and operational level. This has resulted in better alignment through tools such as the SMCC toolkit, the mini-summit, SMCC pilot countries, work to enhance the interoperability of systems and the One International Appeal mechanism. These achievements, although at times possibly too slow or too limited, demonstrate that it is feasible, via SMCC, to change mindsets and implement both incremental and transformational changes.

Nevertheless, anecdotal and other research, such as the current lessons learning review of the One International Appeal mechanism, suggests that there is much work still to do. There is also a need for a new SMCC impetus in which all Movement components are actively invested. While SMCC has, from its inception, aimed to be inclusive and relevant for all Movement components, in recent times there has been much effort focused on strengthening operational coordination between the two Geneva-based institutions and their field structures. For the ongoing viability and success of SMCC, it is now essential to ensure active participation and full ownership by all Movement components to improve the efficiency and effectiveness of joint Movement action, eliminating duplication and unnecessary competition. Therefore, active participation and solid commitments from National Societies are central to the new resolution.

The proposed new resolution is not simply a continuation of current workplans; it builds on all the work done since the inception of SMCC to further transformational changes within the Movement so that we sustainably work together to do more and to do it better. It reflects the need for increased efficiency and coherence in Movement operations, including the complementary use of assets and the necessity to effectively scale up operations for collective impact. The resolution proposes a number of workstreams, which are bound together by two cross-cutting themes: (i) conferred responsibilities of the Movement components and (ii) Movement-wide visibility and resource mobilization.

Conferred responsibilities: The question of roles and responsibilities remains a foundational issue for the Movement. While there may be different perspectives on the issue, the resolution focuses on complementary action by various Movement components in accordance with the mandates or other permissions to operate that have been conferred by the international community, individual States and the Movement alike. The resolution could propose that we analyse and measure the comparative advantages of the interplay between these "conferred responsibilities".

Visibility and resource mobilization: Another fundamental element is ensuring predictable funding for the Movement's operations. This must be facilitated through effective and coherent Movement positioning, including through internal and external communication.

The resolution proposes workstreams centred on the interoperability of systems and data, complementary capacities, Movement readiness and localization.

While SMCC has cross-cutting connections and influences all major Movement initiatives due to the mindset change it has brought about, the resolution reflects a concrete operational focus. The proposed resolution is also consistent with the main humanitarian trends, especially cost efficiency and investment in local response.

The new resolution is proposed for a four-year time frame, with steering and monitoring to be carried out by a joint IFRC–ICRC team. A progress report will be prepared for National Societies on a regular basis (every 6 months) with more comprehensive progress reporting to the Council of Delegates in 2021 and a full report in 2023.

Preambular paragraphs (PP)

The preambular paragraphs of this resolution could:

1. Express the continued need for the Movement to work in a coordinated and efficient way to maximize the support we can collectively provide to vulnerable, at-risk and affected people and communities.

2. Recall the SMCC resolutions adopted at the 2013, 2015 and 2017 Council of Delegates.

3. Recall the Seville Agreement and Supplementary Measures as foundations for Movement coordination.

4. Note with appreciation the significant advances that have been achieved since the inception of SMCC in 2013, which have enabled the Movement to better respond to the needs of affected people.

5. Note in particular the achievements set out in the report on implementation of the most recent Council of Delegates resolution on this subject (R1/CD17).

6. Welcome the report on the lessons learning review of the One International Appeal funding modality and the proposed implementation of recommendations.

7. Note that the reports suggest that some areas of SMCC, such as achieving the interoperability of systems, require a longer-term commitment, while in others, such as SMCC literacy and mindset change, continuous reinforcement is needed.

8. Acknowledge that, in the increasingly complex and competitive humanitarian environment, the Movement must address the requirement to scale up and run coherent and evidence-based responses to medium- and large-scale emergencies.

9. Note the need to continue to work on these areas while adding other areas of priority, given the changing humanitarian landscape.

10. Acknowledge that the Movement must also be better able to demonstrate its collective cost-effectiveness and collective impact.

11. Note the importance of maintaining a purely operational focus for SMCC while reinforcing the adoption of a mindset of coordination in all of the work that we do.

12. Note, however, that to be successful, SMCC needs a new impetus, with solid commitments and investment from all Movement components.

Rationale

The proposed preambular paragraphs reflect the need for the Movement to work in a coordinated and efficient way to maximize the support we can collectively provide to vulnerable, at-risk and affected people and communities. The paragraphs note the achievements of the previous implementation periods, following the Council of Delegates resolutions adopted in 2013, 2015 and 2017. They also note the framework resolutions and documents which form the basis for coordination in the Movement.

The preambular paragraphs note that there is a need for continued, longer-term commitment to SMCC as well as for a new SMCC impetus in which all Movement components are actively invested to ensure that work in existing areas, such as SMCC literacy and mindset change, continues to progress and that new workstreams in priority areas are successful. The paragraphs allude to some of the new priority areas, necessitated by changes in the humanitarian landscape, and the need for the Movement to demonstrate its collective impact and cost effectiveness.

The paragraphs also note that there has been a lessons learning review of the One International Appeal funding modality, the results of which are expected soon and will provide further impetus for the new resolution.

OP1

The first operative paragraph of this resolution could welcome and endorse the report and recommendations on the implementation of the 2017 Council of Delegates resolution on SMCC and summarize the main findings of the report.

Rationale
The report forms the basis of this resolution, setting out the achievements and challenges of the previous implementation period and listing priority areas for the next implementation period.

OP2

The second operative paragraph could endorse the SMCC priorities identified in the report which aim to improve the capacity of the Movement to efficiently scale up and provide complementary responses to medium- and large-scale emergencies, with workstreams focusing on:

a. Ensuring efficient and well-coordinated use of conferred responsibilities in support of the conduct of operations and in influencing stakeholders at every level.
b. Increasing the funding share of Movement operations and reinforcing the visibility of Movement operations.
c. Ensuring Movement-wide consistent data collection and management in support of operations as well as internal and external information on the Movement footprint.
d. Pursuing the interoperability of systems to ensure agile and flexible support to operations.
e. Developing quality-controlled and complementary capacity mapping to ensure operations are provided with adequate and efficient competencies, including domestic ones.
f. Ensuring Movement readiness for response by employing existing SMCC tools, reflecting on whether other tools are required, developing an evidence base on what works well in coordination and considering different operational models to suit different contexts.
g. Promoting complementary local and international response while ensuring the coherent and sustained development of local capacities, including in resource mobilization.

Rationale

The new priority areas have been developed following consultation via two webinars with National Societies on an initial concept note prepared by the ICRC and the IFRC. The new priority areas are aimed at continuing SMCC work in some transformational areas such as the interoperability of systems while also reflecting emerging priority areas, which were informed by National Society contributions through the webinars. Additional detail on priority areas follows:

• **Interoperability**: The interoperability of systems is progressing steadily in the areas of logistics, global surge alignment and security. As this work is longer term in nature, it needs to be pursued beyond COD 2019 (for example, the focus on staff security in National Societies operating domestically). The resolution also proposes new actions under this workstream, including exploring a joined-up Movement data model to capture data under standard indicators to enable the Movement to more effectively reflect our coordinated impact.

• **Complementary capacities**: While a number of workstreams contribute to the complementarity of action, capacity mapping is an important enabler of complementarity within the Movement, built on a clear understanding of each institution's capacities and knowledge. This will enable better matching of these capacities to expressed needs when an emergency requires external support. Such mapping would need to include a quality assurance aspect to ensure the capacity provided is of an acceptable standard.

• **Movement readiness**: Improved Movement readiness for response at the national level is suggested as another priority area to enable Movement partners to predict what role they could/will play in a given response or in supporting a given National Society. While the

SMCC toolkit provides a number of tools and mechanisms to assist with country-level needs analysis and early joint planning (Movement Contingency Plan, Movement Country Plan, etc.), their use must be broadened to facilitate further the coordination and complementarity of the Movement response. The resolution also reflects the need to build up an evidence base of what works well in coordination and to explore different operational models to suit different contexts.

• **Localization**: The emphasis on the response being "as local as possible and as international as necessary" is at the heart of the Movement's future and is therefore a key aspect of the next phase of SMCC. This focus, which implies a stronger role for local actors, will require additional thinking and practice in terms of capacity enhancement in order to ensure impact. Linking reflection on the necessary collective support from Movement partners with the development of additional local capacities of National Societies is certainly critical and should allow the Movement to better link response impact with long-term sustainability.

OP3

The third operative paragraph could welcome the increased involvement of all Movement components, especially National Societies, in the development and implementation of activities and mechanisms linked to the above priorities.

Rationale

It is acknowledged that increased ownership of SMCC by all Movement components, especially National Societies, is essential to its continued success. Therefore, the objective is to develop specific workstreams that are led by one or a group of National Societies.

OP4

The fourth operative paragraph could request that implementation of the new priorities be undertaken over a four-year period so that outcomes can be better evidenced.

Rationale

Given the transformational ambition of SMCC and the fact that the changes proposed are often complicated to implement, a two-year time frame is not considered long enough to be able to concretely demonstrate the difference SMCC is making. A longer-term reflection would be helpful. The intention, therefore, would be to present a progress report at the 2021 Council of Delegates and a full report at the 2023 Council of Delegates.

OP5

The fifth operative paragraph could request the Steering Group to continue driving and monitoring the process, ensuring Movement-wide contribution and buy-in and reporting regularly to the Standing Commission and to all Movement components on progress.

Rationale

The Steering Group currently consists of ICRC and IFRC senior management, with support from a joint coordination team that monitors the work of technical teams tasked to implement certain aspects of the workplan. The purpose of the recommendation to retain this oversight group is to ensure centralized monitoring and reporting as well as continuity of purpose and methodology.