



United for humanity

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

3–4 December 2026, Geneva

Movement-wide principles for resource mobilization

(Resolution 2 of the 2017 Council of Delegates)

PROGRESS REPORT

October 2026

EN

CD/26/19
Original: English
For information

Document prepared by
the International Federation of Red Cross and Red Crescent Societies and
the International Committee of the Red Cross.

PROGRESS REPORT

Movement-wide principles for resource mobilization

EXECUTIVE SUMMARY

This is the fourth progress report on Resolution 2 of the 2017 Council of Delegates ([CD/17/R2](#)), Movement-wide principles for resource mobilization (resolution), following the [progress report](#) submitted to the Council of Delegates in 2024. It provides an overview of progress made over the past two years in implementing the resolution, focusing on the application of the Movement-wide principles for resource mobilization (principles) and its three key deliverables.

The 2024 progress report requested that an independent, comprehensive and inclusive process be undertaken to review the application of the principles. An independent third-party review conducted by Dalberg¹ assessed the application of the principles across the International Red Cross and Red Crescent Movement (Movement) and concluded that, while they remain relevant, they have not been consistently operationalized. The review outlines that the Movement's overall fundraising picture may show potential for increased collaboration and concluded that while collaboration and coordination is happening among components, it is often ad hoc, with the principles being sufficiently generic to not provide enough guidance for daily practice.

This progress report also examines progress achieved through the virtual fundraising hub (hub), established by the resolution with the purpose of facilitating Movement collaboration and “coordinating subsequent initiatives and Movement fundraising generally, sharing best practice in fundraising, and facilitating and coordinating the learning and development of fundraising staff within the Movement”. It confirms meaningful progress in the hub's strategic objectives and deliverables² – agreed by its steering committee in December 2024 – owing to the sustained commitment and contributions of a small group of partners, notably the International Federation of Red Cross and Red Crescent Societies (IFRC), the International Committee of the Red Cross (ICRC), the Swiss Red Cross, the Norwegian Red Cross and the Swedish Red Cross. This report is presented at a time of growing humanitarian need and declining public funding, reinforcing the importance of sustainable resource mobilization and financial resilience for National Red Cross and Red Crescent Societies (National Societies). Against this backdrop, the principles and objectives of the resolution remain highly relevant as a framework for collaboration, fundraising capacity development and resource mobilization across the Movement.

At the same time, progress in strengthening resource mobilization has also been driven by a broader set of investments and initiatives led by National Societies, the IFRC and the ICRC through a range of development, funding and technical support mechanisms. The hub is therefore viewed as part of this wider ecosystem of support, with its focus being specifically on strengthening National Societies' capacities in private-source fundraising. The findings presented in this report demonstrate both the continuing relevance of the principles and the importance of investing in the mechanisms required to operationalize them effectively across the Movement.

The recommendations of the Dalberg report will be taken into account as the hub defines its future strategy.

¹ Dalberg Consulting is an independent consulting firm.

² The hub's 2025–2026 strategic plan: [Strengthening Collaboration in Resource Mobilization](#).

1) BACKGROUND AND INTRODUCTION

The Council of Delegates adopted Resolution 2, “Movement-wide principles for resource mobilization”, in 2017 with the aim of strengthening collaboration across the Movement and maximizing fundraising potential. The resolution recognized that, by working together in a spirit of solidarity, complementarity and mutual respect, Movement components could increase fundraising effectiveness, strengthen financial sustainability and better meet growing humanitarian needs. To translate this vision into practice, the resolution established three deliverables: the creation of a virtual fundraising hub; the development of a fundraising investment mechanism for National Societies; and the improvement of fundraising data collection and analysis to support strategic decision-making.

The resolution was developed in alignment with the IFRC’s resource mobilization priorities, including the Federation-wide Resource Mobilization Strategy 2020, the Principles of Cooperation for Resource Mobilization and, more recently, the Global Resource Mobilization Strategy 2030, which emphasizes leadership in emergency fundraising, the growth of non-emergency income and the strengthening of National Society resource mobilization capacities. Similarly, the ICRC’s 2030 resource mobilization strategy states that fundraising efforts at the ICRC must be geared towards making the vision of the 2017 resolution a reality, with a central guiding principle in resource mobilization that what is good for the Movement is good for the ICRC and that, by working together, the Movement will be able to demonstrate its unique contribution as a trusted and effective humanitarian actor. The ICRC believes the hub represents a key mechanism for achieving that collective impact.

Since its establishment, the hub has supported a range of initiatives aimed at advancing the resolution’s objectives, including fundraising learning and networking, benchmarking and data-sharing, digital fundraising development through the iRaiser platform, and efforts to strengthen National Society domestic private-sector fundraising. These activities have contributed to capacity development and knowledge-sharing across the Movement while providing a platform for collaboration and the exploration of joint fundraising opportunities.

Nearly a decade after the adoption of the resolution, the operating environment has changed significantly. Humanitarian needs continue to grow, public funding is becoming increasingly constrained, and increasing commitment to localization reinforce the importance of diversified and sustainable resource mobilization and stronger National Society financial resilience, contributing to a stronger Movement overall.

In this environment, and when there is operational collaboration among Movement components, the value of Movement-wide collaboration in resource mobilization has become increasingly evident. The role of the hub in these situations is important. As the Movement adapts to a rapidly evolving fundraising landscape, the hub provides a unique mechanism through which Movement components can pursue the application of the principles, coming together to support the development of domestic private-sector fundraising capacity, contributing to the individual and collective financial sustainability of the Movement, and exploring joint initiatives when opportunities arise and when collaboration across all components adds greatest value. At a time when humanitarian needs are rising while funding is becoming more constrained, the ability to collaborate effectively on resource mobilization is no longer simply an opportunity – it is a strategic necessity.

Against this backdrop, an independent review conducted by Dalberg between November 2025 and March 2026 assessed the application of the principles and the effectiveness of Movement-wide collaboration in resource mobilization. Its findings, together with the progress achieved through the hub and investments by wider Movement components, provide an opportunity to reaffirm the vision of the resolution, strengthen collaboration where it adds greatest value, and ensure that Movement components are better equipped to mobilize the resources required to meet future humanitarian needs in an increasingly challenging funding environment.

2) REPORT ON PROGRESS

a) Progress on Annex 1 of the resolution: Movement-wide principles for resource mobilization in practice³

Following the 2024 Council of Delegates progress report, the IFRC, the ICRC and National Societies commissioned an independent review of how the Movement-wide Principles for Resource Mobilization have been applied in practice. Conducted by Dalberg advisers between November 2025 and March 2026, the review aimed to identify successes and challenges in applying the principles, assess alignment across Movement components, establish a common understanding of the issues faced by Movement components in fundraising, explore practical models for fundraising collaboration, and propose approaches for monitoring accountability.

Drawing on 25 interviews, 80 survey responses, 24 documents, 12 case studies and a multi-stakeholder workshop, the review found that collaborative resource mobilization is taking place across the Movement's components, but on a largely ad hoc basis. While the principles remain relevant and widely supported, they have not been consistently translated into an operational model for collaboration.

The review identified four situations where Movement-wide collaboration creates the greatest value: (i) when scale is important to donors; (ii) in highly visible humanitarian crises; (iii) where historical, diplomatic or diaspora links exist between countries; and (iv) where domestic and cross-border digital fundraising opportunities can be leveraged. Across these circumstances, the effectiveness of collaboration is influenced by three factors: leadership and culture, governance and accountability, and fundraising capabilities and operational processes.

The review concluded that the principles continue to provide a sound strategic framework, but have not delivered the step-change in collaboration originally envisaged by the 2017 resolution. Without greater clarity on when collaboration is expected and the stronger mechanisms to support it, opportunities for collective fundraising may continue to be missed.

Across these recurring factors, the review's findings indicate multiple factors that enable or constrain collaboration. These relate to (i) leadership and culture, (ii) governance and accountability, and (iii) capabilities and operational processes.

Leadership and culture: Where collaboration works, leadership explicitly prioritizes collaboration as a strategic choice, signalling an "abundance mindset" that frames other components as partners. In these cases, leaders encourage transparency, model collaborative behaviour, and give teams scope to prioritize collective outcomes.

Governance and accountability: Effective collaboration was found to be supported when incentives are in place to promote collaboration and when operational targets align. Indeed around 15 per cent of survey responses point to "ineffective governance" as a key contributor to unsuccessful collaboration, and ineffective accountability is seen as a persistent barrier to improved partnerships.

Capabilities and operational processes: These are found to help operationalize principles on collaboration, through dedicated tools, training and domestic private-source fundraising capacity-building efforts. Indeed, 18 per cent of responses point to staff capabilities as a contributor to successful collaboration; 14 per cent said limited staff capabilities hinder effective collaboration.

To address these challenges, the review made five recommendations: (i) reaffirm and support the operationalization of the principles by codifying specific contexts and circumstances where

³ Also "Enabling orientation 1, Fundraising Framework" from the hub's 2025–2026 strategy.

collaboration adds greatest value; (ii) build leadership commitment and a collaborative culture that supports transparent exchange and trust-building; (iii) enhance accountability and monitoring mechanisms; (iv) introduce, improve and expand fundraising capabilities and capacity-building efforts; and (v) strengthen the role of the virtual fundraising hub to better deliver on its mandate.

Given current capacity constraints, Movement leadership agreed that the immediate priority should be the first recommendation: establishing a clearer and shared understanding of where collaboration is expected and beneficial, from which the scope for development in Movement collaboration across the subsequent recommendations (ii–iv) will emerge in an iterative manner. Also, the 2027–2028 strategic planning process is expected to further define the future role and positioning of the hub within the Movement.

b) Progress on Annex 2 of the resolution: Deliverables – Transforming fundraising

1. The hub

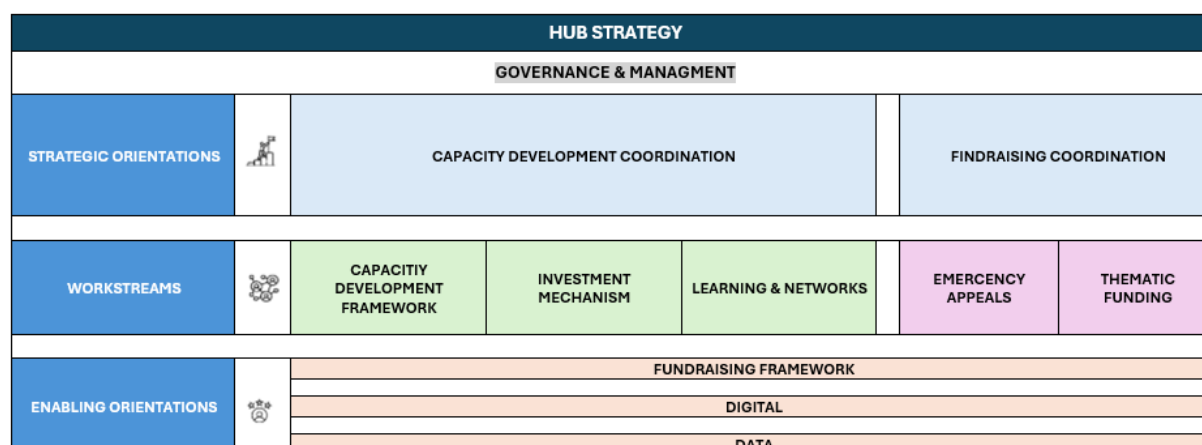
The challenges experienced by Movement components in 2023, together with subsequent reflection on fundraising collaboration and coordination during 2024, highlighted gaps in how the hub was functioning. While the hub had made important progress since its establishment in 2018, much of this had been focused on consolidating and managing fundraising tools rather than advancing the broader ambition of the resolution.

A new global lead was therefore appointed in February 2025 with responsibility for strengthening the hub's management and operational delivery in close collaboration with its steering committee. The steering committee's terms of reference were revised, and it approved the [2025–2026 strategic plan](#), "Strengthening Collaboration in Resource Mobilization", which repositioned the hub beyond the management of fundraising tools towards supporting fundraising investment, digital fundraising development and Movement-wide collaboration, while remaining aligned with the mandate and commitments of the resolution.

In 2025 and 2026, the ICRC and the Swiss Red Cross continued to provide financial support for the hub, consisting of funding for the global lead position and the digital project management position respectively. The IFRC provided staff time for some of the hub's key strategic initiatives. The Swiss Red Cross maintained its leadership role of the hub and its steering committee, in addition to leading the hub's capacity development and digital workstreams, and making an investment of more than 1 million Swiss francs per year in fundraising capacity development initiatives. The Swedish Red Cross and the Norwegian Red Cross continued to provide technical leadership and expertise across key initiatives.

The challenging financial environment has resulted in a reduction in available staff resources and limited availability of new resources to support the implementation of the hub's ambitions. As a result, progress during 2025 and 2026 relied heavily on some continued commitments and the utilization of historic underspend.

Given these constraints among the Movement's international components, and the lack of new funding emerging from the wider community of National Societies, the steering committee will explore different hosting and integration options for the hub in its next strategic phase, with a transition to be planned for and taking place between 2027 and 2028.



Today, the hub's activities are organized around two strategic orientations and three enabling orientations, delivered through five interconnected workstreams.

This section reports progress on: Strategic orientation 1, Capacity development coordination, and its three workstreams; Strategic orientation 2, Fundraising coordination, and its two workstreams; and Enabling orientation 2, Digital.

Enabling orientation 1, Fundraising framework, is reported above under section 2 a) on the Movement-wide principles, while Enabling orientation 3, Data, is reported below under the subsection on Data collection and analysis (subsection 2 b) 2.).

Strategic orientation 1: Capacity development coordination

In December 2024, the steering committee identified strengthening National Society domestic private-sector fundraising capacity as the hub's primary strategic priority. This reflected the growing importance of financial sustainability, localization and income diversification across the Movement. Stronger National Societies, capable of mobilizing predictable and flexible resources from their own markets, contribute not only to their own sustainability, but also to the overall resilience of the wider Movement.

While this priority is strategically relevant, the hub has also been working to ensure that its work is done in a coordinated way with other initiatives carried out by the IFRC, the ICRC and National Societies, for financial sustainability and domestic resource mobilization.⁴ The next strategic planning cycle should therefore help to ensure that the hub's work remains complementary and aligned with ongoing efforts in this area. Ensuring sufficient visibility of the hub's clearly defined scope and deliverables related to Movement-wide private-sector capacity strengthening, collaboration and coordination will help strengthen coordination across the Movement and maximize the return on investments made in National Society fundraising capacity development.⁵

Capacity Development Framework workstream

During 2025 and 2026, the hub developed a framework intended to help identify National Society fundraising maturity, match National Societies to appropriate support, and coordinate access to expertise, tools and investment opportunities. As part of this work, fundraising capacity data was consolidated from the Federation-wide Databank and Reporting System

⁴ Financial sustainability encompasses strengthening domestic resource mobilization through fundraising, paid domestic services and other locally generated income streams, while promoting income diversification, sound financial management, effective asset utilization, and investment in organizational capacities that support long-term resilience, sustainability and growth.

⁵ For example, The Localisation Alliance initiative, led by the Netherlands Red Cross in collaboration with the Swiss Red Cross, has been supporting a group of African National Societies to strengthen their financial sustainability, focusing on domestic fundraising with resource mobilization.

(FDRS), International Fundraising Leadership Forum (IFLF) benchmarking exercises and desk research. This analysis is being used to segment National Societies according to their fundraising maturity and potential, and to inform tailored development pathways.

The hub also integrated the Swiss Red Cross's model for domestic private-sector fundraising development, which provides a structured approach covering leadership engagement, market assessments, strategy development, fundraising channel selection, monitoring and reinvestment. Through Swiss Red Cross partnerships, IFRC regional collaboration and hub-supported activities, approximately 30 National Societies have received or are receiving support through this approach. Similar models have also been adopted by other partners, including the Swedish Red Cross.

Learning networks workstream

The hub's learning networks workstream – led by the Swedish Red Cross and with support from the IFRC and regional fundraising networks – continued to strengthen professional fundraising capacity across the Movement.

Key achievements include:

Global skillshares: Three global fundraising skillshares have been delivered since 2019, bringing together more than 200 participants from approximately 70 National Societies on average. Another global skillshare is planned for 2027.

Regional skillshares: In 2025, the hub supported fundraising events in Addis Ababa, Rome and Bangkok (hosted by the Asia Pacific Fundraisers Network), with participation from 327 fundraising professionals representing 104 National Societies.

Communities of practice: Active networks that focus on individual giving and corporate fundraising (within the wider community of practice dedicated to resource mobilization⁶) continued to share knowledge, opportunities and best practice through regular meetings and webinars.

Fundraising diploma: In partnership with the Institute of Sustainable Philanthropy, the IFRC continued delivery of the Red Cross Red Crescent Diploma in Fundraising Management. In 2026, its third year, the programme was opened globally for the first time, with 22 participants selected from 84 applicants, building on a network of 31 alumni from previous cohorts. [Testimonials from the 2026 cohorts](#) are available.

Webinar series: In 2026, the hub launched a 15-part online learning programme aimed at staff and volunteers who are new to fundraising, as well as senior leaders seeking a greater understanding of resource mobilization. Delivered throughout the year and facilitated by fundraising practitioners from National Societies and the wider fundraising sector, the [webinars](#) provide an introduction to core fundraising principles and practical approaches relevant to the Movement. Topics include fundraising strategy, ethics in fundraising and the development of key domestic private-sector income streams. Recordings and supporting materials are available through the [Resource Mobilization Community platform](#).

"Some experiences don't just teach you, they change you."
Fernando Perez-Ordoyo,
Spanish Red Cross
Fundraising diploma student

⁶ The IFRC-hosted Resource Mobilization Community has 2,276 members across 173 National Societies and provides an active forum for peer learning and the sharing of practical fundraising knowledge. The hub is active on the platform as a way of communicating its work.

Together, these initiatives continue to strengthen fundraising knowledge, professionalization and peer-to-peer learning across the Movement, while supporting the broader objective of improving National Society financial sustainability.

Strategic orientation 2: Fundraising coordination

The resolution envisages a Movement in which resource mobilization delivers greater value through collaboration than through the individual efforts of its components. It recognizes that the Movement's unique combination of local presence, global reach, trusted brand and complementary mandates creates opportunities for more coordinated approaches to fundraising in support of humanitarian action. In an increasingly competitive and sophisticated philanthropic environment, donors expect coherent, efficient and impact-driven solutions to complex challenges.

Within this context, the role of the hub is to facilitate collaboration among Movement components, broker opportunities for joint fundraising initiatives, including emergency appeals, global campaigns and strategic partnerships, and support coordinated approaches that can generate additional thematic income for the Movement by leveraging complementarity, donor interests and shared humanitarian priorities.⁷

Progress in this area during 2025 and 2026 was hampered by an increasingly challenging fundraising environment, combined with a lack of clarity regarding roles, responsibilities and priorities among Movement components. At the same time, some National Societies expressed a preference for the hub to prioritize support for domestic private-sector fundraising capacity development, resulting in less emphasis being placed on collaborative fundraising initiatives.

While five potential opportunities for joint fundraising were explored, none progressed to implementation. Following the successful cryptocurrency fundraising campaign for the Ukraine response, discussions took place around possible collaborative campaigns for other humanitarian crises, including Sudan and Myanmar, but they did not materialize.

The independent Dalberg review concluded that collaboration in resource mobilization occurs most effectively in specific circumstances rather than as a default approach. It recommended that the Movement components define more clearly the situations in which coordinated fundraising is expected and where it adds demonstrable value. Movement components broadly agreed with this conclusion, emphasizing that effective fundraising collaboration depends on prior operational alignment, clear roles and responsibilities, and a shared understanding of objectives and expected outcomes.

Enabling orientation 2: Digital

In 2021, the hub, with financial and leadership support from the Swiss Red Cross and technical support from the IFRC, introduced the iRaiser digital fundraising platform to strengthen digital fundraising capabilities across the Movement and support coordinated multi-country fundraising initiatives. The 2025–2026 strategic plan builds on this foundation by positioning digital fundraising as a broader strategic enabler for supporter engagement, income growth and fundraising capacity development.

As of 2026, 39 National Societies had joined the platform and collectively raised more than 48 million Swiss francs since its launch, with significant contributions coming from emergency

⁷ Resolution 2 of the 2017 Council of Delegates, Annex 2, states that the hub would be created with the purpose of “coordinating subsequent initiatives and Movement fundraising generally, sharing best practice in fundraising, and facilitating and coordinating the learning and development of fundraising staff within the Movement. Additionally, “the proposed virtual fundraising hub will be a base for driving fundraising excellence, accessing market intelligence, collectively exploring global partnerships and supporting the development of strategies for sharing best practice and organizational learning”.

appeals led by the Ukrainian Red Cross Society and the Lebanese Red Cross. National Societies raised 3.8 million Swiss francs through the platform in 2025 and more than 4 million Swiss francs in 2026 at the time of reporting. Interest in the platform continues to grow, with approximately 30 additional National Societies at various stages of assessment or implementation. Efforts are also underway to address payment gateway constraints that continue to limit onboarding in some markets.

To further accelerate digital fundraising growth, the hub has developed a proposal focused on three areas: (i) strengthening National Society digital fundraising capabilities through coordination, learning and investment; (ii) providing shared digital marketing support to help develop fundraising in high-potential markets; and (iii) developing and testing digital fundraising products, models and best practices that can be adapted and scaled across the Movement.

2. Data collection and analysis⁸

As one of the key deliverables of the resolution, the data enabling orientation aims to strengthen access to, and analysis and use of, fundraising data across the Movement. Its objectives are to establish a baseline of fundraising performance through global benchmarking, monitor Movement-wide fundraising trends, and support evidence-based decision-making and strategic investment to strengthen fundraising performance and protect the Movement's market share.

Progress has been made in improving the availability and quality of fundraising data through the IFLF peer review, coordinated by the IFRC. The benchmarking process now provides a more comprehensive picture of fundraising performance and trends across the Movement. However, further efforts are required to embed data-driven decision-making more systematically into leadership, planning and investment processes.

During 2025 and 2026, the data orientation was further positioned as a cross-cutting enabler supporting strategic decision-making and informing the development of longer-term investment approaches. Priority areas included: (i) developing key performance indicators to track the impact of fundraising capacity-development initiatives undertaken by National Societies; and (ii) identifying methodologies for broader Movement-wide data collection and analysis in areas where global coordination is required.

In 2025, 35 National Societies, together with the IFRC and the ICRC, participated in the peer review and collectively reported income of 11.4 billion US dollars. The 2026 exercise, involving 25 National Societies at the time of reporting, is due to conclude in September.

Early findings point to a significant change in the humanitarian financing landscape. Public funding declined by almost 22 per cent between 2024 and 2025, driven primarily by decreases in government funding. Among major humanitarian actors, reported reductions were particularly pronounced for the World Food Programme (28 per cent), UNHCR (32 per cent) and the Movement (23 per cent).

In contrast, private-sector income grew by nearly 6 per cent over the same period, largely driven by growth in major donor giving, legacies, foundations and single gifts. Corporate income declined by 1.4 per cent, marking a third consecutive year of decrease, while regular giving remained broadly flat despite continuing to represent the largest source of private-sector income. These trends reinforce the importance of strengthening private-sector fundraising, diversifying income streams and investing in long-term financial sustainability across the Movement.

⁸ Also "Enabling orientation 3: Data" from the hub's 2025–2026 strategy.

3. Investment in fundraising⁹

The resolution also called on Movement components to establish an investment mechanism that would provide seed funding for fundraising development and ensure that investment decisions are guided by data, evidence and market analysis. This ambition is rooted in Principle 4, “Investing to grow”, which recognizes that achieving long-term financial sustainability and humanitarian impact requires deliberate investment in resource mobilization capacities and capabilities.

During the period 2024–2026, the hub advanced the design and testing of an investment mechanism focused on strengthening National Society private-sector fundraising capacity. Its objective is to support the development of sustainable, predictable and flexible income streams by enabling National Societies to make strategic investments in fundraising growth, particularly in domestic private-source fundraising.

The approach is intended to contribute to both the financial sustainability of individual National Societies and to the overall resilience of the Movement. Recognizing the existence of complementary investment mechanisms, including the IFRC’s Capacity Building Fund (CBF) and the joint IFRC-ICRC National Society Investment Alliance (NSIA), the hub has focused on investments that support scalable domestic private-source fundraising initiatives in middle- and high-income countries.

Beyond supporting income growth, the proposed mechanism aligns with broader localization objectives by strengthening the ability of National Societies to mobilize resources within their own markets and reduce long-term dependence on externally sourced funding. To test the concept, the hub – together with the Norwegian Red Cross, Swiss Red Cross and the IFRC Regional Office for Europe – invested more than 406,000 Swiss francs in two initiatives focused on developing individual giving programmes. A third pilot is planned for the fourth quarter of 2026, bringing total investment to approximately 625,000 Swiss francs.

With a demonstrated proof of concept based on the three test cases in 2025 and 2026, a new model has been designed. It consists of a hybrid grant and a repayable revolving mechanism that enables National Societies to invest predominantly in individual giving, which is a contributing factor in establishing private-sector fundraising and, ultimately, towards in achieving financial sustainability.

3) RECOMMENDATIONS AND CONCLUSION

Over the next two years, the IFRC, the ICRC and National Societies, guided by the steering committee and through the hub, should:

1. reaffirm and operationalize the principles by defining the specific contexts and circumstances in which collaboration across Movement components adds the greatest value and should be actively pursued
2. use the 2027–2028 strategic planning process to clarify the hub’s governance, funding model and future role as an enabling platform for collaboration, learning and fundraising development, including exploring future hosting arrangements
3. ensure the evolution of existing initiatives, specifically in:

⁹ Also the investment mechanism workstream under “Strategic priority 1: Capacity Development Coordination” from the hub’s 2025–2026 strategy.

- a) National Society private-sector fundraising investment, in close alignment with the IFRC's leadership on financial sustainability and domestic resource mobilization, and more broadly with:
 - b) digital fundraising development, in close alignment with the IFRC's digital transformation strategy,
- 4. contribute to the review of existing Movement investment mechanisms supporting fundraising, resource mobilization and financial sustainability, and align the hub's investments in private-sector fundraising in order to maximize coherence, efficiency and collective impact
 - 5. invite National Societies, the IFRC and the ICRC to grow their support in developing and diversifying their private-source fundraising capacities by encouraging or facilitating systematic annual investment in National Societies' private source domestic fundraising development.