

# Appeal 2003-2004



International Federation  
of Red Cross and Red Crescent Societies

## International Cooperation

Promoting effective partnerships to strengthen capacities of National Societies

**Appeal no. 01.101/2003**

*Click on programme title or figures to go to the text or budget*

	2003 (In CHF)
<b>1. Federation Coordination</b>	<b>492,513</b>
<b>Total</b>	<b>492,513<sup>1</sup></b>

### Introduction

*“Strong National Societies are a first step towards creating a strong federation. However, to use its collective resources effectively and efficiently, the International Federation’s members must commit to ‘working as a federation’” Strategy 2010 (page 21)*

*“I dream of a Red Cross and Red Crescent Movement that reaches out to touch more people, in communities and in governments, mobilizing their willingness to lend a hand to others in their own communities and far away.” Strategy for the Movement (page 7)*

This global programme aims to take forward a number of specific initiatives designed to make a reality of the aspirations captured in the above two quotations. Within National Societies, the International Federation, and the whole Red Cross Red Crescent Movement including the ICRC, there is a frequently expressed desire to improve collective efforts to strengthen National Societies’ capacity so their programmes have a greater impact on the lives of vulnerable people.

Much has in fact been achieved during the 1990s and the start of this decade. In many parts of the world, more National Societies are seen as significant players rendering effective humanitarian service than 10 years ago. This is due in large part to an increased commitment and financing on the part of external partners to support National Society capacity building work. Nevertheless the Red Cross Red Crescent Movement is a complex organisation, and its patterns of international cooperation are driven by a range of sometimes competing incentives.

Both the International Federation’s *Strategy 2010* and the more recent *Strategy for the Movement* highlight that inadequately coordinated international cooperation continues to limit the impact of Red Cross Red/Crescent programming. The recently approved Secretariat change strategy pushes

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<sup>1</sup> USD 345,637 or EUR 336,885

this agenda further, identifying the facilitation of cooperation and coordination as one of the five key priorities of the Secretariat. This global programme seeks to address this weakness through activities that build on approaches that have been encouraged or initiated by Movement bodies such as the Council of Delegates and also participating National Societies.

## Background

During the course of the 1990s, the characteristics of international cooperation changed significantly. The decade witnessed the occurrence of a number of large and complex relief and rehabilitation operations. In response to these crises, National Societies in donor countries were able to mobilise massive resources often in the face of increasing competition from a growing number of new international NGOs. This competition brought with it strong incentives for several of these Societies to play a direct operational role in the field, parallel to the structures of the Movement's international bodies.

Many factors contributed to this shift. They range from the need to strengthen public visibility, to governmental donors requiring a direct monitoring and implementation role for National Societies receiving funding, to a general sense of dissatisfaction with supporting a sometimes static and often expensive international structure.

To respond to this situation and ensure effective international coordination during the emergency phase of large-scale disasters, the International Federation has developed a number of response strategies that take into account the above realities. These include tools such as FACT and ERU teams. Support for continuing these initiatives is the focus of a separate disaster management global programme. There is, however, still a lack of appropriate and agreed mechanisms for coordinating large-scale post-disaster relief and rehabilitation programmes in which there are often multiple Red Cross/Red Crescent actors on the ground.

Over the same period starting in the early 1990s, the International Federation started to take a more consistent and professional approach to National Society capacity building and development work. There were a number of important initiatives at the policy level, and the Secretariat took the lead in developing methodology and a range of programmes and supporting training materials in the fields of organisational and resource development. Several participating National Societies also significantly expanded their development-oriented programmes. The value of this type of work rose from under CHF 70 million in the early 1990s to over CHF 220 million by 2001. Throughout this period there has been a consistent trend with some 65% of this expenditure being on a bilateral basis and 35% provided through the Secretariat.

By the end of the 1990s, the ICRC too had increased its cooperation programmes with National Societies following the policy direction set out in its "Avenir" study. These programmes focus primarily on ICRC priority areas such as IHL dissemination, tracing and conflict preparedness, and there is an increasing emphasis on building general National Society capacity to function well in these areas.

In order to provide for a coordinated and strategic Movement approach to capacity building, the International Federation has developed the cooperation agreement strategy (CAS) process. This aims to ensure that international partners agree on how they will work together to support the long-term goals set out in a National Society's strategic development plan.

There is thus today both a challenge and an opportunity within the Movement to build incentives and a climate of trust and discipline to ensure that available resources are used in the most effective manner in post-disaster and development contexts. This is what this global programme sets out to achieve for the benefit of all Movement stakeholders - and first and foremost for the vulnerable people we seek to serve.

## **Achievements/lessons to date** [<Click here to return to the title page>](#)

Since the adoption of *Strategy 2010*, a number of advances have been made in the area of promoting better international cooperation

### 1. Strategy for the Movement

The Strategy is intended to build systematically on progress in fostering cooperation within the Movement since the 1999 Seville Agreement. It was adopted by the Council of Delegates in November 2001 after an extensive consultation process involving over 120 National Societies. It sets out 17 concrete action points based on three strategic directions: strengthening the components of the Movement; improving the Movement's effectiveness and efficiency through increased cooperation and coherence; and improving the Movement's image and its relations with governments and external partners. For several of these action points, the Federation Secretariat has been designated to take the lead.

Progress has been made in taking forward many of these action points during the past year, particularly in terms of harmonizing work between the ICRC and the Federation Secretariat. In the area of National Society capacity building, a pilot project on leadership training has been completed and is in the process of being evaluated. Updated harmonized planning instructions have been used by the field delegations of both institutions for the preparation of 2003 capacity building programmes, and in Latin America a common strategic framework covering both programme and geographic priorities has been developed.

While several of these activities are being carried out through other means, this global programme will focus on certain specific Movement Strategy action points as reflected in objective 1, as well as assuring the overall coordination of the Secretariat's implementation responsibilities.

### 2. Framework for International Cooperation

The development of a Framework for International Cooperation has recently been recognized as a valuable tool which will help the Federation improve its collective impact in disaster relief, rehabilitation, and development practices. The Framework was begun in 2002 and is currently in its initial stages. It stems from a realization that the current plethora of ad-hoc cooperation methods which involve lengthy and often difficult negotiations between partners get in the way of the Red Cross and Red Crescent making an effective impact on vulnerability. The Framework has been shared with National Societies and delegations in late 2002 for comments and suggestions for improvement.

In addition to the important ongoing work of monitoring the quality of partnership agreements and cooperation meetings, the Secretariat has recently produced draft model service agreements and corresponding guidelines. This has been in response to the growing requests from PNS that operate bilaterally for the Secretariat to provide a range of administrative services in the field to facilitate their international operations. It is hoped that these model agreements will facilitate service provision by setting out clearly the services the Secretariat will be able to provide and their agreed terms and conditions, thereby obviating the need to renegotiate agreements for each delegation and Society.

Further work will be conducted in 2003 to define and agree roles, and to promote and monitor the implementation of the Framework and the model service agreements as outlined in objective 2 of this programme. However it is noted that the absence of a baseline which describes the current range of cooperation practice and the impact that has on building sustainable National Society capacity has slowed progress in this area, with opinion being very divided about the efficacy of different methods of working. Carrying out an independent study to develop such a baseline is the focus of objective 3.

### 3. Cooperation Agreement Strategies (CAS)

CAS is being increasingly recognized as a key process for building long-term cooperation and partnerships within the Movement. Following a first experience of CAS during 1999-2001, the International Federation has been involved in the past year in developing a new round of CAS with more than 50 National Societies. These recognize that CAS needs to be a process for *joint* planning, *coordinated* action and *mutual* accountabilities between all partners, with the results of the process presented in a document which is used as a base for measuring practice and soliciting participation.

2002 also saw the elaboration from emerging experience of 3 simple communication tools to support the CAS process; a fact sheet describing the vision and goals of CAS; a Q & A sheet responding to a number of commonly asked questions; and a short reflection on CAS experience to date. Some of the main lessons to be learned from the experience so far are:

- A National Society's strategic plan is key to developing a CAS. Experience shows that if partners are consulted during the strategic planning process this is more likely to result in increased understanding and alignment with the National Society's priorities.
- In many cases, the National Society already has existing projects with a number of partners. It also has a strategic plan or is in the process of developing one. In this situation, the CAS process can be a useful mechanism for joint review and a more strategic future alignment of existing partnerships.
- CAS can cover one country or a number of countries depending on the partnership needs. The advantages of a regional approach is that it gives opportunities to explore how National Societies within a region can work effectively together.
- Most National Societies are in favour of the concept of coordinated partnership strategies as CAS aims to minimise overlap and to increase the impact of humanitarian resources for vulnerable people. However, experience to date has proved that there is an lack of clarity about the strategic intentions and future commitment and engagement of participating National Societies.
- There is limited experience to date of involving non-Movement partners in CAS. As this is key to diversity and sustainability, strategic partnerships such as the ones initiated for HIV/AIDS need to be explored at country and regional levels.

Throughout all the activities mentioned above, the engagement with the ICRC has increased with close consultations have taken place with the ICRC concerning the CAS process, partnership agreements, partnership meetings, and briefing of delegates. Attention will be given to ensuring that this progress is continued.

#### **Goal**

This global programme aims to build new and more cooperative ways of working to achieve strong National Societies delivering high quality services to the vulnerable populations in their countries.

#### **Objective 1**

To implement actions designed to increase the effectiveness of the Movement's strategic planning and its relations with governments as well as monitoring the Secretariat's overall implementation of the Strategy for the Movement.

#### **Activities**

- Design a process which permits the Federation and ICRC to monitor external trends relevant to the work of the Movement and analyze data from relevant sources to facilitate more coherent policies and approaches to issues of common concern. This will involve developing practical and flexible mechanisms to stimulate debate and capture knowledge from within and between National Societies, Federation and ICRC delegations and external organisations.
- Establish a joint Federation Secretariat / ICRC task force to analyze the data on external trends that is being collected and establish a methodology for evaluating and disseminating key elements among Movement components to assist their policy formulation work.
- Carry out a comprehensive study of the auxiliary role of National Societies in relation to governments. This will involve gathering information on how the relationship between National Societies and States has evolved over the past decade in different parts of the world in response to major changes in the economic and social environment. This study will be presented to the International Conference in November 2003 as part of the follow up to the Plan of Action adopted by the Conference in 1999.
- Update the current training tools on the Seville Agreement and make these available to National Societies and delegations.
- Coordinate the implementation of the action points in the Movement Strategy for which the Federation secretariat has been designated to lead. This will involve providing support and guidance to the respective departments in the Secretariat and collating and reporting on what has been achieved.

### **Expected Results**

- Improved strategic planning and decision making by National Societies and Movement bodies based on a better understanding of external trends relevant to the work of the Red Cross Red Crescent.
- A clearer appreciation by Movement bodies and States of the auxiliary role of National Societies in the light of needs in today's world.
- National Societies and Federation and ICRC delegates will have a better understanding of how the Seville Agreement promotes better cooperation and more effective action within the Movement.
- Good progress achieved in following through on all the action points contained in the Strategy for the Movement.

### **Indicators**

- National Society strategic plans and resolutions adopted by Movement bodies make explicit reference to being influenced by changing trends in the external environment.
- New and more focused agreements that outline specific roles and responsibilities in cooperation between National Societies and States.
- Continued progress in achieving harmonious working relations between National Societies, ICRC and the Federation.
- Conclusions of the Movement Strategy implementation report delivered to the Council of Delegates in November 2003.

### **Objective 2**

To achieve more effective cooperation and coordination among National Societies and Secretariat delegations in international assistance programmes.

### **Activities**

- Finalize the Framework for International Cooperation and align partnership and service agreements in consultation with National Societies, Secretariat delegations, and the ICRC to

reflect clear roles and responsibilities. Make available in official languages of the Red Cross/Red Crescent.

- Ensure alignment of agreed cooperation mechanisms in relevant documents such as appeals, agreements, Framework for international cooperation, CAS, Framework for Capacity Building and Guidelines for Partnership meetings.
- Promote agreed coordination mechanisms among the International Federation's members through partnership meetings and relevant workshops and carry out a survey to test their usefulness.
- Develop systems to monitor, gather and share good practice on the implementation and effectiveness of agreed cooperation tools

### **Expected Results**

- Clarification of the roles and responsibilities of National Societies and the Secretariat.
- National Societies and the Secretariat will use the Framework for international cooperation to decide on cooperation methods at field level.
- The Secretariat will be able to consistently share learning from cooperation processes with its members.
- Partnership meetings will serve as a forum for planning strategically, coordinating, analyzing and monitoring progress on strengthening capacities of National Societies and for providing the most effective services to vulnerable people.

### **Indicators**

- Lengthy and difficult negotiation time between partners for supporting relief, rehabilitation, and development programmes is reduced.
- Monitoring and knowledge-sharing systems (including intranet) are developed and regularly used to share experience in coordination and cooperation processes.
- The results of a survey amongst National Societies indicate that the quality of partnership meetings have improved.
- Results of partnership meetings show agreed action steps for improving coordination and cooperation, and strategies for programming with National Societies.

### **Objective 3**

To establish a baseline understanding of current cooperation practices in the Red Cross/Red Crescent and their impact on building sustainable capacity of National Societies.

### **Activities**

- Develop terms of reference and identify an appropriate academic / research body to lead a review of current cooperation practice within the Red Cross/Red Crescent. This to involve the creation of an information database; the elaboration of agreed qualitative and quantitative indicators; and the production of a number of case studies involving National Societies and partners, aiming to better understand current experience of cooperation and capture examples of good practice for wider sharing.
- To facilitate the review process, arriving at a working base line which partners recognize as an accurate reflection of current experience.

- On the basis of the outcomes and recommendations of this research, put in place within the International Federation measures to capitalize upon lessons learned and improve upon existing coordination and cooperation tools such as CAS, Framework for International Cooperation, and partnership agreements.
- Share externally with relevant bodies the case studies and the lessons learnt on promoting more effective international cooperation.

### **Expected Results**

- A high quality baseline in place which all National Societies recognize as an accurate description of cooperation practice in the International Federation today and which captures best practice through a number of participatory case studies.
- The outcomes and recommendations of the baseline study will highlight both the key challenges faced by the International Federation in ensuring good practice in international cooperation and innovative ways of moving forward.

### **Indicators**

- A finalized baseline study in place, accepted by National Societies as capturing current cooperation practice.
- A strategy in place to describe how the recommendations of the baseline study will be taken up and implemented.

### **Objective 4**

To have supported the facilitation of inclusive CAS processes resulting in high quality CAS documents that form the basis of cooperation between all Movement partners working to support the strategic priorities of individual National Societies.

### **Activities**

- Further develop with key stakeholders an approach and methodology for achieving eventual full CAS coverage for National Societies receiving long-term capacity building assistance from external partners. This will build on the experience gained from the development of second generation CAS during 2001-02 together with the experience of other organisations.
- Develop a guide to support those involved in CAS processes, either as participant or facilitator, and training materials to support the development of an inclusive CAS approach throughout the International Federation.
- Facilitate cross-regional workshops to CAS focal points, so they in turn can provide training and support to those involved in the development of the CAS - National Society staff (including PNS staff), ICRC, and other partners.
- Support an editorial process that ensures that high-quality CAS documents are produced with strong institutional personality and available in official languages of the Red Cross Red Crescent.
- Building on the basis of the experimental CAS web site, develop a learning network through regional and country delegations (supported through an interactive web-based platform) to share approaches and best practice in developing inclusive CAS with all stakeholders.

### **Expected results**

- Increased impact of National Society programmes based on improved coherence of external assistance being provided by PNS, ICRC and the Federation Secretariat.

- Secretariat demonstrating clear added value to the membership through facilitating the CAS negotiation approach.
- PNS will be able to demonstrate to their donors that their assistance is part of a coherent collective contribution that is making the maximum impact in improving lives of vulnerable people.

#### **Indicators**

- Key International Federation facilitators (from both National Societies and delegations) trained and involved in developing National Society expertise in negotiating CAS.
- Increased numbers of National Societies have high quality, fully inclusive CAS processes in place, covering all assistance received from partners. These negotiated frameworks are leading to more effective cooperation and increased impact of the programmes being implemented by National Societies.
- The process of negotiating the CAS has fully involved all interested stakeholders, who are committed to working within the agreed framework of CAS .
- Each CAS has a set of agreed impact indicators in place together with a monitoring framework.

#### **Critical assumptions**

- That National Societies, the Federation and the ICRC are committed to smarter ways to working together more effectively.
- The resources are available for the above activities to be realized.

*<Budget below - [Click here to return to the title page](#)>*

# BUDGET 2003

## PROGRAMME BUDGETS SUMMARY

Appeal no.: 01.101/2003

Name: International Co-operation

PROGRAMME:	Organisational Development	Health & Care	Disaster Management	Humanitarian Values	Federation Coordination	International Representation	Total
	CHF	CHF	CHF	CHF	CHF	CHF	CHF
Shelter & construction	0	0	0	0	0	0	0
Clothing & textiles	0	0	0	0	0	0	0
Food	0	0	0	0	0	0	0
Seeds & plants	0	0	0	0	0	0	0
Water & Sanitation	0	0	0	0	0	0	0
Medical & first aid	0	0	0	0	0	0	0
Teaching materials	0	0	0	0	0	0	0
Utensils & tools	0	0	0	0	0	0	0
Other relief supplies	0	0	0	0	0	0	0
<b>SUPPLIES</b>	0	0	0	0	0	0	0
Land & Buildings	0	0	0	0	0	0	0
Vehicles	0	0	0	0	0	0	0
Computers & telecom	0	0	0	0	0	0	0
Medical equipment	0	0	0	0	0	0	0
Other capital exp.	0	0	0	0	0	0	0
<b>CAPITAL EXPENSES</b>	0	0	0	0	0	0	0
Warehouse & Distribution	0	0	0	0	0	0	0
Transport & Vehicules	0	0	0	0	0	0	0
<b>TRANSPORT &amp; STORAGE</b>	0	0	0	0	0	0	0
Programme Support	0	0	0	0	32,013	0	32,013
<b>PROGRAMME SUPPORT</b>	0	0	0	0	32,013	0	32,013
Personnel-delegates	0	0	0	0	150,000	0	150,000
Personnel-national staff	0	0	0	0	0	0	0
Consultants	0	0	0	0	50,000	0	50,000
<b>PERSONNEL</b>	0	0	0	0	200,000	0	200,000
W/shops & Training	0	0	0	0	107,000	0	107,000
<b>WORKSHOPS &amp; TRAINING</b>	0	0	0	0	107,000	0	107,000
Travel & related expenses	0	0	0	0	20,000	0	20,000
Information	0	0	0	0	48,000	0	48,000
Other General costs	0	0	0	0	85,500	0	85,500
<b>GENERAL EXPENSES</b>	0	0	0	0	153,500	0	153,500
<b>TOTAL BUDGET:</b>	0	0	0	0	492,513	0	492,513