

Plan 2009-2010



International Federation
of Red Cross and Red Crescent Societies

Movement Cooperation

Executive summary

The third strategic direction of the International Federation's Strategy 2010 focuses on how to work together more effectively and this provides the impetus for the Movement cooperation programme. The mid-term review of the Strategy underlined that more needs to be done so that the Federation can: "act as one organisation", achieve a better balance of power and influence among National Societies (NS) and work more effectively with International Committee of the Red Cross (ICRC) to help each other achieve their objectives.

The Federation of the Future process which followed the mid-term review of Strategy 2010, concluded that a new operating model was needed for the Federation to be able to achieve the Global Agenda goals as adopted by the General Assembly. Cooperation and coordination activities underpin the new operating model. These activities are part of the core membership services, mainly the three services that aim at nurturing global and regional partnerships, facilitate networking and enable relationship management within the Movement.

The Framework for Action outlines different areas for improvement which National Societies, the Federation governance and its Secretariat should address to be better able to work according to the new operating model. The Secretariat's tasks under the sixth, seventh and eighth areas of improvement addresses cooperation issues, such as support to regional networks, operational alliances, Cooperation Agreement Strategy (CAS) processes, coordination in disasters and the need for training and guidance on managing cooperation relationships.

A key priority for National Societies is to manage their international cooperation issues, with other Participating National Societies, the IFRC and the ICRC to increase service delivery. The Movement cooperation programme supports this through the provision of policy, tools, methodologies, training and support through the zonal offices.

The focus of the 2009-2010 plan is to develop an integrated approach to cooperation issues at the country level. In order to support this, work will be undertaken with Participating National Societies and on the Development of the Code of Good Partnership with ICRC as part of ongoing work on partnership understandings and approaches. A pilot approach for network strategy development will commence in one zone and training for facilitation and coordination skill development will be delivered in several zones.

The overall purpose is to develop and implement a comprehensive framework to support effective cooperation within the Federation and the Movement. The anticipated outcomes are:

1. Policy development incorporates cooperation themes and issues and policies are integrated and complementary
2. Zonal teams are supported to facilitate more effective country and regional level cooperation
3. Existing country level cooperation approaches are consolidated

4. Enhanced understanding of the value of networks within the Federation
5. Learning and research on cooperation used to inform policy, strategy and practice
6. NS are engaged in process to resolve cooperation issues and develop a common framework for Movement cooperation
7. Improved coordination with ICRC
8. Movement cooperation Issues are identified and addressed by cross Divisional responses

The Movement cooperation programme enables the Secretariat in Geneva to support the zones and National Societies in working on cooperation issues to achieve their goals.

Movement cooperation supports more efficient and effective way for components of the Movement to work together with the express purpose of improving the lives of vulnerable people.

The total 2009-2010 budget is CHF 1,238,316 (USD 1,131,915 or EUR 788,736). [Click here to go directly to the summary budget of the plan.](#)

Context

The third strategic direction of the International Federation's Strategy 2010 focuses on how to work together more effectively and this provides the impetus for the Movement cooperation programme. The mid-term review of the Strategy underlined that more needs to be done so that the Federation can: "act as one organisation", achieve a better balance of power and influence among National Societies and work more effectively with ICRC to help each other achieve their objectives. In the review success was defined as "Acting as one organisation, sharing the same values, and a sense of collective responsibility, and determined to maximise the full potential of our global reach and resources, in order to achieve the greatest impact for our beneficiaries, and the greatest influence on other actors. All National Societies are equally valued and respected as members of the worldwide Red Cross Red Crescent Movement."

The Federation of the Future process¹ which followed the mid-term review concluded that a new operating model was needed for the Federation to be able to achieve the Global Agenda goals as adopted by the General Assembly. This operating model should encourage flexible working approaches and innovative ways to best use core competencies and resources of all National Societies and the Federation Secretariat. The components of the new operating model are core membership services, disaster management, global and operational alliances and intensified capacity building. It should however be underlined that the operating model is less about structure and more about changing mindsets and attitudes towards cooperation, and uniting around a shared commitment to increase impact.

Cooperation and coordination activities underpin the new operating model. These activities are part of the core membership services, mainly the three services that aim at nurturing global and regional partnerships, facilitate networking and enable relationship management within the Movement. The approach for the development of Global and Operational Alliances aims to create effective partnerships that enhance the use of resources, increases the capacity of National Societies and thus increases beneficiary impact. The Operational Alliances at country level build on the Cooperation Agreement Strategy approach wherever possible. Within the area of disaster management well-functioning coordination between Movement components is instrumental for an effective response.

¹ The Federation of the Future process followed on the Mid-term Strategy 2010 review and defines how the Federation was going to work together to achieve its mission of alleviating human suffering.

The Framework for Action outlines different areas for improvement which National Societies, the Federation governance and its Secretariat should address to be better able to work according to the new operating model. The Secretariat's tasks under the sixth, seventh and eighth areas of improvement addresses cooperation issues, such as support to regional networks, operational alliances, CAS processes, coordination in disasters and the need for training and guidance on managing cooperation relationships.

Priorities and current work with partners

The overall objective of the Movement cooperation programme presented in this plan will address the cooperation issues identified within the review of Strategy 20100, the Federation of the Future and the Framework for Action. The programme, its objective and activities build on what has been achieved within the programme during 2007 and 2008 and comprises:

- Development of an integrated approach to cooperation issues at country level through the combining of CAS and OA approach and learning to include coordination in disasters. This represents a move away from a top down Geneva led approach of implementing methodologies to a responsive approach that considers the broader thematic cooperation issues.
- To support this country level approach a focus of work will be to engage the National Societies in addressing cooperation issues and developing a cooperation framework within which all National Societies and the Secretariat will work. This will be underpinned by the development of the Code for Good Partnership which will contain principles for National Society international work.
- Further testing and refinement of the overall framework for RC/RC networks and centres and the guidance, for networks, building on best practice and using a pilot approach in one zone to extrapolate learning.
- Ongoing implementation of training on the Seville Agreement/Supplementary Measures for country level coordination, combined with work with ICRC on partnership understanding and approaches.

Work under core and confirmed programme funding will be related to the following outcomes:

- *Outcome: Policy development incorporates cooperation themes and issues and policies are integrated and complementary*

Activities to achieve this in 2009 will include playing leadership role within the network for the development of the Code of Good Partnership for the Council of Delegates meeting and providing support and expertise to the following policy processes: revision of the Federation's Development Cooperation Policy, review of the Principles and Rules for Disaster Relief, Strategy 2020.

- *Outcome: Zonal teams are supported to facilitate more effective country and regional level cooperation*

Activities to achieve this in 2009 will include support to zones to develop a strategy for promoting and supporting RCRC networks, to capture learning from DM networks, to prepare for partnership meetings and to respond appropriately to country cooperation and coordination issues.

- *Outcome: Existing country level cooperation approaches are consolidated*

Activities to achieve this in 2009 will include the development of an integrated approach to supporting improved cooperation at country level by bringing together existing approaches (CAS, OAs, MCFs, Movement Coordination in Disasters), implementing a communications strategy and holding a cooperation advisory group meeting to develop the policy framework.

- *Outcome: Enhanced understanding of the value of networks within the Federation*

Activities to achieve this in 2009 will include the development of a check list on role/responsibilities of network Secretariat focal points and support to one zone to develop a strategy for networks. In 2010 it will include capturing learning from DM network activities in seven zones funded by DFID.

- *Outcome: Learning and research on cooperation used to inform policy, strategy and practice*

Activities to achieve this in 2009 and 2010 will include the analysis and development of an understanding of cooperation and coordination trends among development agencies, international organisations and NGOs to share with stakeholders within the Federation and the exploration of a strategic alliance with an academic/research institution to develop a research agenda for Movement cooperation.

- *Outcome: Improved coordination with ICRC*

Activities to achieve this in 2009 will include the delivery of training, development of a common understanding of partnerships and the facilitation of dialogue between ICRC HQ, Federation Secretariat and PNS, by organising and facilitating the annual PNS meeting.

- *Outcome: Movement cooperation Issues are identified and addressed by cross divisional responses*

Activities in 2009 include the establishment and chairing of an inter divisional group on Movement cooperation issues and the exploration with relevant departments the ability to build common approach to building the capacity of NS to manage their own cooperation with Movement components, government, UN, non governmental organisations (NGOs) and private sector.

The Movement cooperation programme requires work with other divisions in the Secretariat, zonal staff, National Societies and the ICRC as Movement cooperation is a cross cutting issue. Relationships and joint work are described below.

Secretariat programme in 2009-2010

Movement cooperation

a) The purpose and components of the programme

Programme purpose
The overall objective is to develop and implement a comprehensive framework to support effective cooperation within the Federation and the Movement. The Movement cooperation programme will contribute to action points six, seven and eight within the Framework for Action.

The Movement cooperation programme budget is CHF 1,238,316 (USD 1,131,915 or EUR 788,736).

Cooperation is an enabling strategy to achieve the overall goals of the Federation and the Movement as expressed in Strategy 2010, the Global Agenda Goals and the Strategy for the Movement. It does this by following overall policies that define how we should work together. The overarching policy guiding the Movement's international activities is the Seville Agreement and its Supplementary Measures. The Principles and Rules for Red Cross and Red Crescent Disaster Relief and the Cooperation Development Policy are also important cooperation policies.

The different Movement components work, coordinate and make joint decisions through different cooperation arrangements: annual partnership meeting, regional networks, regular coordination meetings at country level, CAS processes, operational alliances or other cooperation or coordination set-ups. The development and continued function of these various cooperation arrangements are supported through training, coaching and the access of different tools such as guidelines, training

modules and agreement templates that can strengthen partners' cooperation skills. The Cooperation Programme as expressed here will mainly address the development of cooperation arrangements and support given to those through guidance, advice, training and tools.

The approach however, will move from a Secretariat led approach to one that responds to in-country needs and integrates the various tools and methodologies. This new approach was informed by the evaluation of the pilot phase of Operational Alliances, conducted in early 2008, the review of Movement cooperation early in 2008, the mapping of cooperation issues globally in the middle of 2008 and the CAS/OA learning conference in September 2008.

During the end of 2007 and the first quarter of 2008 a review of Movement cooperation within the Federation was undertaken. It focused on how the new operating model of the Federation and the ICRC's new strategic focus on ONS influences priorities, working approaches and the organisational function and structure of Movement cooperation within the Federation.

The findings of the review have changed the outcomes and activities of the 2008/09 plan to include an increased focus on;

- Participating National Societies
- ICRC
- intra-divisional work within the Secretariat and
- increased engagement with the external world to capture best practice in cooperation to ensure consistency of messaging and agreements on the reasons and purpose of cooperation.

There will also be an increased focus on skill development for zonal staff as this has been identified as an institutional deficit. This training will replace the negotiations training contained in the plan for 2008/09.

All activities outlined for 2008 were delivered other than objective 1, activity 1.1 which will receive increased focus in 2009 as highlighted above. The following outlines the components of work for which resources are sought (relating to the overall outcomes outlined in the executive summary):

<p>Outcome: Existing country level cooperation approaches are consolidated</p> <p>Activity 2009:</p> <ul style="list-style-type: none"> • Deliver 3 training workshops (OA, CAS, MCiD) at zonal offices <p>Activity 2010:</p> <ul style="list-style-type: none"> • Deliver 3 training workshops (OA, CAS, MCiD) at zonal offices
<p>Outcome: Enhanced understanding of the value of networks within the Federation</p> <p>Activity 2009:</p> <ul style="list-style-type: none"> • Ongoing testing and translation into other three languages of the guidelines for networks <p>Activity 2010:</p> <ul style="list-style-type: none"> • Disseminate guidelines for networks
<p>Outcome: Learning and research on cooperation used to inform policy, strategy and practice</p> <p>Activities 2009:</p> <ul style="list-style-type: none"> • Explore alliance with academic/research institution to develop research agenda for Movement cooperation • Monitor, capture and share learning about RC/RC networks <p>Activities 2010:</p> <ul style="list-style-type: none"> • Implement research project

- External evaluation of CAS/OAs
- Monitor, capture and share learning about RCRC networks

Outcome: NS are engaged in process to resolve cooperation issues and develop a common framework for Movement cooperation

Activity 2009:

- Engage and communicate with NS regarding CAS/OAs, MCiD and broader cooperation issues and the development of the Cooperation Framework

Activity 2010:

- Ongoing engagement with NS on priority issues

b) Profile of target audience and final beneficiaries

The Movement cooperation programme supports others within the Federation Secretariat to achieve their goals. Zonal staff are therefore the main target group of the programme and it will provide the necessary policy framework, tools, training and coaching to support this group to work with National Societies in developing cooperation and coordination arrangements. This might involve working directly with country/regional representations or National Societies in agreement with the relevant zone office. The table above outlines which type of support will be given; this will be further refined in dialogue with the zones. Services are also being provided to Participating National Societies for example regarding cooperation arrangements, providing programme agreements, etc. The policy development work and the cooperation with ICRC will involve liaison with various target groups at country, zonal or global level within the Federation or the wider Movement.

c) Potential risks and challenges

Given the context of change within the Federation Secretariat, the risk to the Movement cooperation programme relates to the ability of the Federation's new operating model to be implemented successfully. The major constraints to this being achieved relate to: human resource issues, lack of appropriate funding for the zones and the internal cooperation culture of the Secretariat. The strategies to address these include:

- a focus on supporting the zonal staff to work with National Societies according to their established priorities within the overall direction of the Federation Secretariat.
- the provision of training, tools and interim human resource support to the zones.

Role of the Secretariat

a) Partnership development and coordination

The notion of joint collaboration and partnership underpins the totality of the Movement cooperation programme. The overall aim of the programme is to create better partnerships within the Federation. Liaison takes place with other initiatives among National Societies, for example the Africa 8 National Societies, NEPARC. The unit is also represented in the Code of Good Partnership network to ensure that lessons are shared and learned in the development of the code.

There is a special relationship with ICRC headquarters to ensure that the cooperation within the Movement is further developed. This consists of statutory responsibilities, such as monitoring the implementation of the Seville Agreement and Supplementary Measures, but also aiming at improving relationships and creating well-functioning cooperation with ICRC for the benefit of National Societies and the beneficiaries they serve.

The unit maintains an understanding of broader cooperation issues through work being undertaken by the OECD-DAC and the Good Humanitarian Donorship work, in order to ensure consistency and complementarity of similar work within the Movement and the Federation.

Promoting gender equity and diversity

The mid-term review of Strategy 2010 identified the imbalance of power between National Societies as an issue that requires change. Although the Fundamental Principles and Cooperation Policy underline the importance of equitable relations among National Societies other agendas often thwart this ideal. Both the CAS and operational alliance processes provide concrete means by which National Societies and the Secretariat can work towards more equitable relationships and this was a major theme at the CAS/OA learning conference in 2008, the recommendations of which informed these objectives.

Cooperation processes and tools provided by the Movement cooperation programme also address issues such as the need for changing mindsets and behaviour in international cooperation and these issues will also be addressed in the training planned for 2009/10.

Quality, accountability and learning

The development of different cooperation agreements, such as the CAS and operational alliances concepts, is always based on research and learning internally from the Federation/Movement as well as from other organisations. Research and best practice regarding relations between northern and southern development NGOs were important in the development of the CAS and operational alliance learning conference in 2008 and the learning from this conference is being used to develop ongoing cooperation approaches and the development of Strategy 2020.

It has also been essential to take into consideration the learning from the work and cooperation between governmental development agencies, such as the harmonisation process within the OECD-DAC, the Good Humanitarian Donorship and similar initiatives and this is an ongoing process. Learning from the Tsunami and other disaster operations has been of particular importance when developing coordination tools in disasters.

The evaluation of the Pilot phase of operational alliances was used to finalise the OA manual and to consider a number of issues, such as those related to engagement of the Participating National Societies and communication within the Federation. In addition it led to a decision to undertake a review of long term CAS processes later in 2008 and early 2009.

In 2009, the integration of CAS, OAs and Cooperation in Disasters will be a major focus of the programme, utilising the learning gained throughout 2008 and an evaluation of CAS and OAs is planned for late 2010. During 2008, development work on measuring the adherence to and implementation of the Seven Ones approach to Global and Operational Alliances will be implemented and monitored.

Tools and material are developed with and/or tested with the target groups, both National Societies and Federation staff. The continued usage of the operational alliance advisory group in 2008 demonstrated the commitment to involve National Societies in the development of new cooperation arrangements and tools based on lessons learnt. In 2009 it is envisaged that a broader cooperation advisory group will be established to replace the Operational Alliance advisory group - reflecting the move towards responding to broad cooperation issues now that approaches and tools are available.

All targets established for the Movement cooperation programme are reflected in the internal performance management system for each staff member and they are held accountable for achieving the outcomes and activities as agreed at the beginning of each year.

The overall review of Movement cooperation within the Federation that in 2008 has influenced the programme priorities for 2009/10 as described above. The evaluation of the operational alliance pilot project stage in 2008 also influenced the activities planned for the move to an in-country cooperation response.

The Movement Cooperation Unit will take part in different reviews or evaluations of disaster response operations in regard to the coordination within the Movement. Other programme evaluations should also include a point on cooperation and partnership as the general reporting format for the Federation is already doing. In addition, the Unit is tasked with regularly monitoring the implementation of the Seville

Agreement and Supplementary Measures. This will provide information about the functioning of coordination mechanisms between the Federation, ICRC and National Societies within a specific country.

How we work	
<p>The International Federation's activities are aligned with its Global Agenda, which sets out four broad goals to meet the Federation's mission to "improve the lives of vulnerable people by mobilizing the power of humanity".</p>	<p>Global Agenda Goals:</p> <ul style="list-style-type: none">• Reduce the numbers of deaths, injuries and impact from disasters.• Reduce the number of deaths, illnesses and impact from diseases and public health emergencies.• Increase local community, civil society and Red Cross Red Crescent capacity to address the most urgent situations of vulnerability.• Reduce intolerance, discrimination and social exclusion and promote respect for diversity and human dignity.
Contact information	
<p>For further information specifically related to this plan, please contact:</p> <ul style="list-style-type: none">• In the Federation Secretariat: Jo Pollett, Acting Manager, Movement Cooperation Unit; Jo.Pollett@ifrc.org; phone; + 41 22 730 43 33; fax: + 41 22 730 03 95.	