

**Annual Report of the International Federation of  
Red Cross and Red Crescent Societies  
and the International Committee of the Red Cross on the  
Implementation of the Seville Agreement <sup>1)</sup>**

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**2002**

## **1. Introduction**

The 2001 Council of Delegates adopted the first Strategy for the Movement, which described the adoption of the Seville Agreement as "a milestone in a revitalizing process of the Movement". Action 8 of the Strategy sets the objective in this regard: "Increase the degree of knowledge of the Seville Agreement among all components of the Movement and promote a common understanding on the lead roles of each component, including their application in situations requiring a lead agency".

Implementing the Seville Agreement is thus part of implementing this overall Strategy. The present report covers the year 2002. It lists the achievements and challenges in numerous operational situations, assesses the growing number of training sessions on the Seville Agreement within the Movement, and sets out a number of issues to be further studied in the framework of the *Strategy of the Movement* and implementation of relevant Council of Delegates resolutions (such as Resolution 2 of the 2001 Council).

In addition, to complete this document, National Societies are requested to review the Report on the implementation of the Seville Agreement, as part of the signatories of this Agreement, independent from the International Federation as such and from the ICRC, which are the other signatories."

## **2. Operational overview**

### **a) Africa**

For many years the International Committee of the Red Cross has been working closely with the Red Cross Society of the **Democratic Republic of the Congo**. The ICRC is the Movement's lead agency in responding to the needs of the victims of the long-running civil war in that country. The eruption of the Nyaragongo volcano in January 2002 – in a country already affected by armed violence – gave a new dimension to the ongoing operations. The Movement's response to that natural disaster was well coordinated from the beginning, as a fact-finding mission led by the International Federation of Red Cross and Red Crescent Societies was already on the scene at the time, supported by a regional disaster response team. The Federation and the ICRC were thus able to quickly coordinate their work both in the field and in Geneva, while sharing information with Societies wishing to take part in the relief operation. However, despite the many coordination mechanisms in place, some participating Societies did not coordinate their activities within the established structures. Indeed, some even went to the region without consulting either the ICRC or the Federation about needs and programmes planned.

By means of the regular consultation mechanism set up in January 2002, the Federation and the ICRC held regular talks on how to coordinate support to the National Society of **Angola**, especially regarding governance, management and branch structures. Following the cessation of hostilities, many National Societies manifested an interest in working in Angola. The ICRC facilitated a Federation fact-finding mission aimed at assessing the capacity of the Angola Red Cross and its potential role in the country's rehabilitation process. Discussions on coordination of programmes between the various partners within the Movement were under way.

The ICRC's role as lead agency has been recognized and widely respected in the case of **Guinea**, in particular with regard to cooperation with the UNHCR. This made possible sustained and independent Red Cross action in conflict-affected areas. Regular coordination meetings were held with representatives of all Movement components present in that country.

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<sup>1)</sup> Adopted by the Standing Commission on 18 February 2003

The Federation supports refugees and NS capacity building in Guinea while the ICRC is the lead agency supporting IDPs, IHL, prisons, and speaks on behalf of the Movement as necessary.

In **Liberia** the ICRC is the lead agency, working with the National Society to support the IDPs and returnees. The Federation has re-established its support to the National Society in areas of capacity building in the field of strategic plan development, systems and CAS.

The humanitarian response to the violent uprisings in **Côte d'Ivoire** in September 2002 was well coordinated (weekly meetings in Abidjan). The Red Cross Society of Côte d'Ivoire, the ICRC and the Federation assumed their respective roles in emergency relief, holding regular consultative meetings (National Society and ICRC: food and medical aid) and continuing their capacity-building work (National Society and Federation). In the affected region, the start of an AIDS-related project, to be carried out bilaterally by the French Red Cross and the Côte d'Ivoire Red Cross, had to be postponed. The Spanish Red Cross was also involved in discussions on the planning of further activities.

In Southern Africa, the Federation assumed the lead agency role in providing support to the drought victims in the region. The initial Appeal launched in May was revised in July seeking support for 1.3 million beneficiaries in Lesotho, Malawi, Swaziland, Zambia and Zimbabwe. Coordination mechanisms have been set up through regular consultation meetings with the National Societies as well as partnership meetings that include the ICRC and donor societies.

There have been several other instances in Africa where the ICRC, the Federation and various National Societies managed to work harmoniously within their respective mandates, e.g. Sierra Leone, Madagascar, Burundi and the Republic of the Congo.

## **b) Asia and Pacific**

In **Indonesia**, cooperation between the Movement's components was especially good. A bilateral agreement between the Indonesian Red Cross Society and the ICRC was signed at the end of 2001 with a view to gradually expanding the cooperation framework to include other partners, above all the Federation. In the field of emergency preparedness and capacity building, this cooperation included the Danish and the Australian Societies.

In **Afghanistan**, the sharing of tasks within the Movement (including the acceptance of the ICRC role as the lead agency and a clear division of responsibilities regarding Afghanistan itself and surrounding countries) went well while the armed conflict was raging. The Afghan Red Crescent Society was in as much turmoil as the country in general. During and after the conflict the Society's leadership changed several times. Among the issues still to be addressed were insufficient knowledge about the Movement within the Society's leadership, an unsatisfactory basis within Afghan law, and lack of financial support from national sources. The Federation's continuing capacity-building work with the Afghan Society (focused on health) is particularly useful.

The Nepalese Red Cross Society was under increasing threat from the conflict in **Nepal**. Several of its leaders had been injured or even killed by one of the warring parties; others had been arrested by that party's adversary. The reasons given in all cases were excessively close links to the opposing side. The ICRC supported the Nepalese Red Cross while providing guidance to the few National Societies interested in offering their help in this difficult situation. It was a major challenge to use the capacity of the Nepalese Red Cross while maintaining existing development programmes without too much disruption.

In **Sri Lanka**, the signing of a cease-fire agreement brought with it not only the first glimpse of peace for the country's population but also all the uncertainties of a situation of transition. In terms of Movement coordination, the ICRC was scaling down its activities, while the Sri Lanka Red Cross stepped up its own and extended them to former combat zones. The Federation was also increasing its support for the National Society. The Seville Agreement was being studied with a view to defining changing responsibilities in such transition periods. It is likely to reach a situation of co-ordination of lead roles. A draft Memorandum of Understanding between Sri-Lanka Red Cross Society, Federation and the ICRC defining roles and responsibilities of all three components in the internal situation is under discussion and will be concluded in the first half of 2003.

In **East Timor**, the ICRC and the Federation continued working together to support the establishment and the development of a new National Society in that country. The Australian Red Cross took active part in this endeavour through a bilateral agreement with the Cruz Vermelha de Timor Leste.

### c) Americas

The ICRC and the Federation stepped up their efforts to harmonize their support in building the capacity of **Latin American** National Societies. As previously agreed, the ICRC and the Federation Secretariat gathered all their heads of delegation as well as their cooperation (ICRC) and development (Federation) delegates from the region for a two-day workshop in Panama in order to set joint priorities in terms of countries and programmes and draw up a concerted plan of action to implement the Strategy for the Movement in the region. Examples of coordination include the fact that the ICRC regional delegation in **Mexico** was hosting a Federation development delegate, that the ICRC and Federation offices in **Trinidad and Tobago** were examining the possibility of sharing office space, and that steps were now automatically being taken to ensure a joint approach to support for National Societies in Central and South America.

In **Peru**, a trilateral agreement was signed between the Peruvian Red Cross, the ICRC and the Federation to coordinate the process of revising the National Society's statutes. In **Colombia**, a tripartite cooperation agreement was signed between the Colombian Red Cross, the American Red Cross and the ICRC regarding humanitarian aid in the south of the country. Further bilateral sector agreements (following the framework agreement signed in 2001) were also concluded between the Colombian Red Cross and the ICRC. However, despite repeated discussions on the matter, some National Societies continued to work in Colombia without coordinating with or consulting the ICRC. This made for security and image difficulties for the "Red Cross" in that country due to a lack of co-ordination and respect for the lead of the ICRC in conflict-related matters. The Federation has agreed with the Colombian Red Cross, after consultation with the ICRC, to send a delegate to support community health programmes in communities where there are long term IDPs.

### d) Europe

The Movement's response to the June 2002 floods in **southern Russia** and the **Northern Caucasus** represented a complex and large-scale emergency operation: a natural disaster affecting an estimated 250,000 persons occurred in and around a conflict zone. Together with the Russian Red Cross, the ICRC coordinated and carried out the operation while the Russian Red Cross and the Federation prepared projects to deal with the aftermath. During the emergency phase, the ICRC dealt with the media and the rest of the Movement, in close consultation with the Russian Red Cross and the Federation.

In **Yugoslavia**, following the diversion of relief supplies by the Belgrade branch of the Yugoslav Red Cross in 2001, the Federation and the ICRC had to temporarily assume responsibility for the Society's relief work while simultaneously addressing the Society's capacity-building needs, and helping it to rebuild an effective and credible relief-distribution system. As of mid-2002, the Yugoslav Red Cross and its two republic branches (the Serbian Red Cross and the Montenegrin Red Cross) were able to manage the relief operation in accordance with international accounting standards. The contracts with donors are still held by the Federation, however from mid-June 2003 the Yugoslav Red Cross will take over these and take the full responsibility for the operation. The Society was also in the process of reviewing its statutes, with the support of the Federation and the ICRC. Given the relatively stable post-conflict phase in the country it has been agreed that there is no direct requirement for a lead agency. The National Society is taking responsibility for its programmes and operations, supported by the Federation and ICRC in the areas of their respective lead roles. It is widely accepted by all partners that the ICRC continues to take the lead in matters relating to the Kosovo conflict, including the welfare of Internally Displaced Persons. In general there is a satisfactory co-ordination and implementation of lead roles.

### e) Middle East

In **Israel and the autonomous (Palestinian) and occupied territories**, the ICRC pursued its role as the Movement's lead agency, coordinating its expanding humanitarian response. By year's end there were 11 partner Societies supporting this operation. Thanks to their support, the ICRC was able to

bring direct help to numerous families. Besides supporting running costs and providing medical supplies and equipment for the Emergency Medical Services of the Palestine Red Crescent Society, the ICRC repeatedly made representations to the Israeli security forces and political authorities with a view to ensuring respect for the Society's medical activities, enabling it to maintain its vital first-aid and ambulance services for the wounded and sick. Meanwhile, the ICRC and the Federation were working together with Israel's Magen David Adom, supporting the efforts of that Society to respond effectively to acts of violence. An emergency-response unit was therefore being set up to supplement the existing response system in Israel. A particularly innovative application of the Seville Agreement has been the division of roles and responsibilities between the ICRC (as lead agency, coordinating the Movement's response to the fighting) and the Federation (lead role in developing the Palestine Red Crescent Society and the Magen David Adom) to bring about fruitful cooperation and thus help implement Resolution 6 (emblem) of the 2001 Council of Delegates.

With growing political and military tensions regarding **Iraq**, the ICRC and the Federation, together with the Iraqi Red Crescent Society and Societies of countries surrounding Iraq, intensified discussions aimed at ensuring a coordinated, effective operation if and when the situation would require humanitarian action. In October 2002, the two Geneva-based organizations agreed on an operational framework to this end (see the enclosed Joint Statement of 17 October 2002).

### **3. Harmonization of systems and procedures between the ICRC and the Federation**

The ICRC and the Federation provided the 2001 Council of Delegates with a written update on this subject. The areas where most significant progress was made were logistics (*Emergency items catalogue 2002*), harmonized planning for work with National Societies (Joint instruction in June 2002 for field delegations on disaster and conflict preparedness, promotion of international humanitarian law and fundamental principles and values, restoring family links and organizational development) and a converging approach to external relations and advocacy (Policy on a concerted approach adopted by the joint senior management in May 2002). The harmonization process was generally well received in both organizations and was having a positive effect on relations both in Geneva and in the field. It was also appreciated by the National Societies.

Likewise, the Federation and the ICRC cooperated in various other fields of interest to the National Societies such as communication, relations with the private sector, review of National Societies statutes (also required by the Strategy for the Movement [see Action 4]), and implementation of Resolution 6 (emblem) of the 2001 Council of Delegates.

### **4. Training on the Seville Agreement**

Several joint training sessions designed to take advantage of existing events were proposed in the course of 2002. Thus, 23 National Societies organized Basic Training Courses for international delegates, totalling 575 participants. Some internal courses were also organized by National Societies for their own staff and volunteers (no statistics available).

Six joint welcome courses have been organized during the year.

As part of its introductory training for new delegates, the ICRC organized seven courses (150 participants) where International Federation has a contribution and the Federation likewise seven courses for all new Federation delegates (70 participants) where ICRC has a contribution.

Finally, various other courses (for example, FACT training and Regional Disaster Response Team training) included a component on the Seville Agreement (for example, the "From Principles to Action" CD ROM, which was disseminated within the Movement and shared with almost 8,000 other entities).

### **5. Challenges in implementing the Seville Agreement**

Some of the challenges arising from the Seville Agreement are very similar to those regarding implementation of the Strategy for the Movement, of which the Seville Agreement is part. These challenges are as follows.

☒ The Strategy for the Movement and Resolution 2 of the 2001 Council of Delegates (relating to the implementation of the Agreement and the conduct of international relief operations) clearly set out the respective tasks of the Movement's different components. **The ICRC and the Federation increased their cooperation to fulfil their obligations. Some National Societies took positive initiatives while others were slower to implement.** The persistence of certain National Societies to resort to uncoordinated bilateralism or even to conduct international programmes without involving the host National Society has to be mentioned. A full implementation of the Strategy for the Movement should aim to terminate such practices.

☒ Conflicts such as the ones affecting Afghanistan and the Middle East have attracted welcome involvement from National Societies hitherto less active or completely inactive in Movement-led operations. Notable examples are a number of Red Crescent Societies in Asia and the Middle East. In September 2002 those Societies participated for the first time in the newly established National Societies Donor Forum, hosted by the British Red Cross. These steps are positive. **There is a clear need to engage with these Societies in more regular and detailed dialogue about the division of roles and responsibilities within the Movement.** It is up to the Federation, the ICRC, and the Societies themselves to ensure adequate dialogue between them.

☒ As indicated in the Strategy for the Movement (Action 8, final implementation measure), there is still insufficient experience in **how best to handle situations of transition** in accordance with the Seville Agreement. Current cases (Sri Lanka and Angola) should be analysed more thoroughly so as to provide better guidance and advice to the National Societies, ICRC field delegations and the Federation Secretariat.

☒ Improved procedural guidelines on operation coordination and conduct after the lead agency changes hands also need to be introduced. Experience suggests that this should cover areas such as security, communications.

☒ Likewise, experience so far appears to indicate that the Seville Agreement does not give sufficiently clear definition of a pre-conflict phase. Therefore, some generic indicators of this phase should be developed, so that it is clearer for all components of the Movement as to when the lead agency concept should be introduced.

☒ As part of its responsibility to ensure that resources mobilized for international relief operations are properly managed, the lead agency (usually the ICRC or the Federation) must put in place the necessary financial safeguards, reporting and control mechanisms (particularly in its operational partnership with National Societies). This involves (1) where needed, the **strengthening, monitoring and financial management of the Society concerned** and (2) **cultivation of an institutional culture of accountability and financial responsibility among the leadership of all National Societies, so that they themselves will act decisively and appropriately whenever diversion or mishandling of aid is suspected.**

Annex: Joint statement by the ICRC and the International Federation on the potential humanitarian crisis in Iraq and region - for internal Movement use

**JOINT STATEMENT**  
**by the ICRC and the International Federation**  
**on the potential humanitarian crisis in Iraq and region**  
**for internal Movement use**

Geneva, 17 October 2002

Dear Colleagues,

The ICRC and the International Federation are deeply concerned with the humanitarian consequences that could arise from a potential further escalation of the crisis in Iraq. This would create a considerable responsibility for the Movement to live up to the resulting humanitarian challenges and will certainly raise the concerns of National Societies whose support will be crucial to participate in the required humanitarian operations. It is therefore essential that the International Red Cross and Red Crescent Movement adopts a well-coordinated approach in its humanitarian response.

**ORGANISING PRINCIPLES FOR THE INTERNATIONAL MOVEMENT RESPONSE**

**IN IRAQ**

For Iraq, it has been agreed that the ICRC assumes the function of Lead Agency to coordinate the international Movement response (in medical and material assistance, health, water, sanitation and shelter programmes). These services will be provided together with the Iraqi Red Crescent Society and with the support of other Movement actors. Promotion of International Humanitarian Law, protection and restoring family links will also remain key areas of focus for the ICRC. The ICRC assumes responsibility for the management of the security of the Movement staff. The Iraqi Red Crescent Society remains responsible for the physical safety of its staff and may decide to apply security measures put in place by the ICRC delegation in Baghdad.

The activities of the International Federation in Iraq are based on its lead role to strengthen the Iraqi Red Crescent, providing the necessary expertise to assist the Society in coping with the expected sharp increase of demands put on its operational and managerial structures. Particular attention will be given to support the National Society in programme management in order to enhance its effectiveness and efficiency.

**IN NEIGHBOURING COUNTRIES**

Should the need for an international humanitarian operation be confirmed in neighbouring countries not directly affected by the conflict, all components of the Movement will be invited to contribute to the international relief efforts under the leadership and general coordination of the International Federation.

The ICRC will continue to support and work with those National Societies in their dissemination work, restoring family links, mine-related action and some emergency preparedness support if necessary.

**PREPAREDNESS WORK**

In Iraq, work currently underway includes the preparation to respond to increased needs by all the components of the Movement, in case of escalation of hostilities.

The ICRC is currently planning to address urgent needs for potential health, water and shelter emergencies in close consultation with the Iraqi Red Crescent Society. Pre-positioning of stocks is ongoing to allow flexibility and rapid response to the needs of the resident and potentially internally displaced population. The ICRC also supports the reinforcement of the National Society's capacity to restore family links, to carry out dissemination activities, as well as the reinforcement of the physical infrastructure for communications during a crisis, including the operating rules and frequencies to be used.

The International Federation has stepped up its support to the disaster preparedness of the Iraqi Red Crescent Society with further management training in its headquarters and branches, Community Based First Aid training of volunteers in the districts and rural areas and pre-positioning of stocks.

In the countries with common borders with Iraq, the International Federation is coordinating the preparation of contingency plans with each concerned National Society for a possible influx of refugees. Key activities include support to the definition of roles of each Society within their national context, scaling up of their operational capacities, accelerated disaster preparedness training sessions and pre-positioning of minimum stocks.

## **MOVEMENT COORDINATION MECHANISMS**

Should the plans need to be activated, they will be implemented through the following mechanisms of coordination:

- Coordination of the international relief operation within Iraq will be done, security-allowing, in Bagdad, regrouping the ICRC, the Iraqi Red Crescent Society, the International Federation and the Participating Societies directly involved, under ICRC leadership;
- Coordination of the operations in the surrounding countries not directly affected by the conflict will be ensured through regional mechanisms, regrouping the National Societies present and active in the context, ICRC and the International Federation, under the leadership of the International Federation;
- At Geneva-level, a specific support group will be set up and entrusted with the responsibility for coordination between both institutions and information-sharing between the two field coordination groups mentioned above;
- Ad hoc meetings will be organised as necessary, involving all relevant Movement partners and specialists;
- A Memorandum of Understanding will be concluded between the ICRC and the International Federation, outlining technical arrangements to implement the present framework.

Taken the delicate and complex political and security situation in and around Iraq, communication will require special attention. In accordance with the Seville Agreement and the subsequent communication's policy agreed by both institutions, the ICRC will act as the spokesperson concerning the international Movement operations in Iraq and formulate the Red Cross and Red Crescent partners' response to public interest in the conflict. The International Federation will equally act as spokesperson for the potential Movement operations in neighbouring countries not directly affected by the conflict.

At all times, the humanitarian aims of the Movement shall prevail over all other considerations, and will strive to distinguish itself as an impartial and independent humanitarian Movement, capable of resisting outside interference or political pressures for the ultimate benefit of the victims.

The ICRC and the International Federation are confident that all National Societies understand and share our commitment to clear overall coordination procedures in order to enhance of the Movement as a whole. Priorities will be established to respond to the needs arising from a potential large-scale conflict in the region, and thereafter proposed to all National Societies wishing to participate in the operations.

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