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# THE INTERNATIONAL COMMITTEE OF THE RED CROSS (ICRC)

## THE ROLE AND ACTIVITIES OF THE ICRC IN LATIN AMERICA AND THE CARIBBEAN

### **The challenge of reconciling effective operations with National Societies' long-term development goals**

According to its mandate, the International Committee of the Red Cross (ICRC) acts in situations of armed conflict or internal violence, offering protection and assistance to victims. During recent years the ICRC's operations in Latin America and the Caribbean have decreased in relative terms, which reflects a positive development: situations of conflict and tension are giving way to more democratic and peaceful solutions.

The last three years have seen the closure of the delegations in Chile, Nicaragua, and El Salvador, leaving only two operational delegations—those in Peru and Colombia. There are reasons for concern in various parts of the region, however, due among other factors to the persistence of the socioeconomic crisis, which is a potential cause of instability.

The relations of the ICRC with the National Societies are much different from those of the Federation. In general terms, they are more distant and more sporadic, and based on visits of Regional Delegates. In countries where there is no conflict or internal strife, the ICRC supports National Societies in preparing for possible conflicts. It concentrates mainly on programs to disseminate International Humanitarian Law (IHL) and Red Cross Principles, as well as tracing missing persons. This support is generally well appreciated.

In a conflict situation, the ICRC operates as far as possible in cooperation with the National

Red Cross Society of the country concerned. Its primary interest in such cooperation is to ensure that it can effectively carry out its mission. It also supports the National Society's operational capacity in order to make it an effective partner in its own humanitarian work.

In defining support for a National Society, the ICRC's policy is to keep in mind the long-term development needs of the Society. Experience from some recent situations shows, however, that it is not easy to reconcile the two objectives: to operate efficiently and to take into account the long-term development needs of a National Society. At its best the latter gains operational experience, expands its activities because of increased resources, and sees its image enhanced. As the ICRC closes down its operation in a country, the National Society faces the dilemma of either finding new funding sources or cutting back its activities while simultaneously establishing new services with whatever resources it can mobilize. The ICRC recognizes that its disengagement necessarily leads to a restructuring of the National Society, since needs in peacetime are different from those in time of war. It thus becomes crucial that support provided by the ICRC during an operation should prepare the National Society for a post-conflict situation, enabling it to become as self-sufficient as possible both financially and in human resources. In this respect there is also room for improved coordination within the Movement.

Another area that needs increased attention from both the ICRC and the Federation is the situation of those National Societies that cannot protect their own integrity against outside interventions, cannot find a proper balance in their

relations with their Governments, or cannot operate according to Red Cross Principles. In addition to the present approach, which focuses mainly on the legal aspects of a situation, such as a National Society's statutes, a more developmental formula allowing for monitoring of a situation before it becomes critical is called for.

### ICRC mandate and structure

The ICRC derives its mandate from the Geneva Conventions of 1949 and their two Additional Protocols of 1977. The Statutes of the International Red Cross and Red Crescent Movement confirm this mandate and further define the ICRC's tasks. According to these Statutes, the ICRC works for the application of the provisions of International Humanitarian Law applicable in armed conflicts and undertakes the tasks incumbent upon it under this law. It acts primarily in times of international or non-international armed conflict, or of internal strife, to give protection and assistance to military and civilian victims of such situations and their consequences. As a specifically neutral and independent institution, and as an intermediary between parties to a conflict, it can take humanitarian initiatives within the limits of its mandate.

The ICRC's main activities include visits to persons deprived of their freedom, such as prisoners of war, civilians caught in a conflict situation or security detainees; tracing; medical and relief activities, and dissemination. During its visits to places of internment or detention, the ICRC's objective is to see that all prisoners are treated humanely. The work of the ICRC Tracing Agency consists of searching for persons whose families have lost contact with them or who have disappeared, of making it possible to exchange Red Cross messages in situations where normal means of communication have been interrupted, and of organizing family reunions and repatriations. Medical and relief activities focus on people in conflict areas where no other organizations have access. Dissemination of International

Humanitarian Law and the Red Cross's basic Principles is carried out in countries where the ICRC operates to convince parties to respect the Law and the protective Red Cross emblem.

The ICRC is a private and independent Swiss institution, which co-opts its members from among Swiss citizens. The Committee comprises 15 to 25 members, who make up the Assembly. An Executive Board is responsible for the general conduct of affairs. It consists of not more than seven Committee members. The President of the ICRC presides both over the Assembly and the Executive Board. A three-member Directorate is responsible for managing the organization, which in 1993 had a staff of some 650 persons at its headquarters in Geneva. The Directors are in charge of the Principles, Law and Relations with the Movement, Operational Activities (Operations and Central Tracing Agency), and General Affairs (Communication, Finances, Administration, and Human Resources).

In addition to its headquarters staff, the ICRC acts through a global network of 64 Delegations. Among them are Regional Delegations, which cover a number of countries and have certain operational responsibilities in addition to tasks that are characterized as "humanitarian diplomacy." The Regional Delegates respond to emergencies caused by outbreaks of violence, give logistical support to ICRC operations in other countries, perform visits to security detainees, etc. They are also expected to develop and maintain regular contacts with Governments, regional organizations, National Red Cross and Red Crescent Societies, and other interlocutors.

### Activities in Latin America and the Caribbean

Because of the dramatic increase in crisis and conflict situations around the world, the number of ICRC operations globally, as reflected in its annual Emergency Appeals, has almost doubled in recent years. The Appeal of 1990, for all ICRC operations, amounted to CHF 361.1 million,

whereas the 1993 Appeal asks for CHF 632.3 million.

Latin America's share during the same years has decreased both absolutely and relatively. Approximately 8% of the total in 1990, it was somewhat over 3% in 1993, down from CHF 29.7 million to CHF 21.6 million.

In 1990 the ICRC still had four country delegations in Latin America (Chile, Nicaragua, Peru and El Salvador). Out of a total of 76 ICRC delegates based in the region at the end of 1990, almost half were based in Central America, and of the relief and medical supplies distributed more than half were distributed in that area. El Salvador alone had 22 ICRC delegates and Nicaragua had 10. By 1993 all but the Peru delegation had closed down, leaving the ICRC's remaining activities in the other countries to be covered by five Regional Delegations. These cover the following countries and territories:

Bogotá:	Colombia, Ecuador, and Venezuela
Brasília:	Brazil, French Guiana, Guyana, and Suriname
Buenos Aires:	Argentina, Bolivia, Chile, Paraguay, and Uruguay
Guatemala City:	Belize, Cuba, the Dominican Republic, Guatemala, Haiti, Mexico, and the English-speaking Caribbean
San José:	Costa Rica, El Salvador, Honduras, Nicaragua, and Panama.

In early 1993 the ICRC viewed the overall situation in Latin America as still quite uncertain. Since the conclusion of peace agreements in Nicaragua and El Salvador, and a surge of general optimism about the establishment of democracy, the ICRC has followed developments in Haiti, Venezuela, and Brazil with some concern. The situations in Cuba and in Colombia are also being closely monitored.

In Peru in early 1993, the ICRC maintained a delegation of 40 expatriate staff plus 83 local employees, working with a budget of CHF 11.7 million. As the country is plagued by two guerrilla movements, with no prospect of peace talks,

the ICRC estimates that its operation will continue growing during 1993. The main components of the operation are visits to people detained by all parties, protection of civilians from violence, provision of relief for victims of conflict, coverage of the costs of medical care for victims, and promotion of knowledge and acceptance of International Humanitarian Law. There is limited cooperation between the ICRC and certain branches of the Peruvian Red Cross in carrying out these activities.

## Relations with National Societies

### *Policy regarding development of National Societies*

According to the Statutes of the Movement, the development of National Societies falls under the mandate of the Federation. The ICRC has a subsidiary responsibility for contributing to these efforts, however. An early attempt to define the role of the ICRC in National Society development was made in connection with the production of the League Strategy for the Eighties, in which ICRC contributions were defined in an annex to the document. In the Agreement between the ICRC and the League,<sup>1</sup> the ICRC role has been defined as provision of technical and legal assistance in constituting and reconstituting National Societies, dissemination of International Humanitarian Law and the Fundamental Principles, including the participation of National Societies in their promotion and application, preparation of National Societies for action in case of a conflict, and training of their leadership in the fields under the mandate of the ICRC.

The primary interest of the ICRC in cooperating with National Societies is to ensure that it can effectively carry out its mission, i.e., that victims of an armed conflict or internal disturbance receive protection and assistance. Toward this end, and to facilitate its own humanitarian work in a country affected by a conflict or where there is a risk of such a situation, it aims at supporting or strengthening the National Soci-

ery's operational capacity in order to make it an effective partner in ICRC operations.<sup>2</sup>

In conflict situations the ICRC aims at strengthening a weak National Society through training its staff and volunteers in the following areas: promotion of the Fundamental Principles and International Humanitarian Law, tracing, medical and other health-related activities, relief including logistical preparations, as well as telecommunications, administration, and accounting. Provision is also made for deploying specialists from participating National Societies for specific development programs, in which cases approval would be sought from the Federation. Such staff would work under the head of the ICRC delegation.

In peacetime the ICRC will decide on its cooperation using the following criteria, among others: the willingness and ability of a National Society to develop towards autonomy, sources or factors of instability and potential conflict in the region, the gravity of humanitarian problems in a country and action taken by the authorities or other institutions, ICRC and National Society relations with the authorities, Federation or Participating Society involvement, role of the National Society within the Movement and in the region, and the ICRC's own resources. The priority areas of cooperation in such cases would be dissemination, legal advice on humanitarian law and statutory matters, and tracing. The ICRC may also extend its cooperation to areas relating to preparation of a National Society for activities to be carried out in case of conflict, such as training of auxiliary medical staff and teaching of the ICRC's working principles.

It is the ICRC's policy that a National Society should assume responsibility for a given program as early as possible. For this reason, emphasis is put on training of its volunteers and staff. Branch development and creation of innovative programs to enhance the Society's public image are additional priorities. The ICRC further commits itself to training its delegates to work together with the National Societies, to coordinating its policies regarding National Society development and delegate training with the Federation and the

Henry Dunant Institute, to holding consultations with the Federation on programs of cooperation with National Societies, and to monitoring and evaluating these programs.

Most ICRC operations include a dissemination program carried out by its delegations in close conjunction with the local National Society. Dissemination is also carried out as a preventive measure in countries where the situation is more stable. In these cases the ICRC helps National Societies that wish to prepare and implement such programs and to train their officers. The objectives are defined as follows: to encourage respect for International Humanitarian Law and help prevent violations of its provisions, to improve the effectiveness of humanitarian action, and to strengthen the Movement's identity and cohesion while increasing awareness of the differences between the ICRC, the Federation, and the National Societies.

### *National Societies' experience in cooperating with the ICRC*

It is, of course, not realistic to expect that all objectives spelled out in policy documents can be fully translated into practical action in real situations, which vary according to outside factors (conflict, tension, or peacetime) as well as the different actors (National Societies, delegates in the field, etc.). Indeed, National Societies' range of experiences in cooperation with the ICRC varies considerably, depending on the circumstances of such cooperation. A rough division into two categories of National Societies can be made in this regard: those who have experienced the presence of an ICRC delegation in connection with an operation in their own countries, and those whose contacts have been limited to visits of ICRC delegates and occasional situations of cooperation, such as training or financial or material support for a certain activity.

In general terms it can be said that the relations of most National Societies with the ICRC are, as already mentioned, more distant and more sporadic than those maintained with the Federa-

tion Secretariat. In some cases they may be quite frequent (Central America) and in others rather scarce (English-speaking Caribbean). The ICRC is seen as an organization which has its own dynamic and is not very open to the outside. Its delegations are likened to UN or diplomatic representations, and its attitude toward National Societies is often perceived as paternalistic. Its policies and working practices are not always well understood. On the other hand, the support provided by the ICRC is much appreciated; it is regarded as generous and useful, and something that is provided without too many strings attached.

Most National Societies which have not had a permanent ICRC delegation in their country, but have received visits and support from ICRC delegates, regard this experience in positive terms. A frequent ICRC contribution has been support for training in International Humanitarian Law and Red Cross Principles, whether in the form of training courses or material, or both. In some cases the ICRC contributes to the salary of a Dissemination Officer placed at the National Society headquarters. Such is the case, for instance, in Costa Rica and Venezuela. Many National Societies express their interest in continued cooperation with the ICRC in this field. Another area in which many National Societies recognize the training support of the ICRC is tracing; a regional workshop was organized some time ago for the Caribbean. Workshops have also been held on National Society activities in case of conflict (Argentina) and for local medical personnel in war surgery (Haiti). In addition, the ICRC has made visits to political prisoners and detainees, and has provided medical and other relief material (Bolivia, Haiti). Some National Societies have expressed concern about eventual budget cuts within the ICRC and a consequent decrease in support for their programs.

There are a limited number of National Societies which have experienced the presence of a permanent ICRC delegation in their country in recent years. Of these, Chile, Nicaragua, and El Salvador saw the delegations close down between 1990 and 1992; only the ICRC delegation in Peru

was still in place in early 1993. The Regional Delegation in Guatemala, established in 1988, monitors the situation in that country.

The presence of an ICRC delegation necessarily has an impact on the National Society and that Society's image in its own country. This impact is by no means one-dimensional or unproblematic, and the experiences vary.

The impact on the image is normally considered quite strong. This comes across in two quite different ways. Firstly, the Red Cross as such, and as a consequence also the National Society, becomes better known among the population and gains more respect and admiration for its work. Its image is greatly enhanced. To this positive effect, however, must be added the quite common misconception about the financial resources available to the National Society. The people, observing the important infrastructure as well as the relief activity carried out by the ICRC, get the impression that the Red Cross, including the National Society, is rich and so does not need their help. This translates into difficulties in local fund raising.

Regarding the impact on the National Society itself; its activities and development, the Chilean experience, which goes back to the seventies, is described by the members of that National Society as "long and profound, but very reserved." In the case of Peru again, because of the extremely uncertain internal situation of the National Society, the bases for a common understanding with the leadership do not exist for the ICRC, and cooperation has been limited to certain branches. The experiences relating to Nicaragua and El Salvador will be taken up in greater detail later.

To understand the way the ICRC establishes a delegation and runs an operation, it is necessary to keep in mind that the organization works and thinks in terms of emergencies, and its needs are often immediate. In a conflict situation the ICRC must be able to count on a National Society that can provide support at the political level, help the ICRC in its approaches to the authorities, and be operational from a logistical point of view. In helping National Societies enhance their effectiveness, the ICRC's main aim is meet-

ing urgent needs. At the same time, its aim is to keep in mind the need for the National Society's long-term development and to contribute to it within the framework of the ICRC's mandate as described above. The effort to accomplish both objectives simultaneously has turned out to be difficult in practice.

When launching an operation, the ICRC often has to bring a large number of expatriate delegates as well as large amounts of material and equipment into the country. It also needs to hire local personnel, which in many cases is done from among the National Society's volunteers. It will further provide financial and material support in keeping with its policy. Cooperation with the ICRC will enhance the National Society's capacity in the sense that its staff and volunteers will go through a valuable learning experience, and that its material and financial resources will be increased. The National Society may become artificially strong, however, and be able to expand its activities to an unprecedented level, which cannot be maintained once the ICRC operation is completed and the external assistance disappears. For this reason it is crucial to ensure from the very beginning that the assistance provided to the National Society is of the kind that allows it to maintain its activities in the long run, or in other words, that the assistance contributes to its self-sufficiency in human, financial, and material resources. To highlight this dimension of relations between the ICRC and a National Society in an operational situation, the recent operations in Nicaragua and especially in El Salvador can serve as examples.

The scaling down of ICRC activities in Nicaragua led to the departure of its delegation in 1991. The conflict—the reason for the ICRC presence—had ended and the country was entering a phase of recuperation and reconstruction, with its resources depleted and its infrastructure in ruins. The National Society found itself in a similar situation, which in a short while was to turn into an acute internal crisis. According to the ICRC, however, the Nicaraguan Red Cross received approximately USD 6.6 million in support during 1984-1990, of which USD 1.5 million was ear-

marked for assistance programs. This meant an annual level of support of around USD 1 million, which included vehicles, spare parts, a vehicle workshop, and salary support for National Society personnel. In early 1993, as a consequence of this crisis, the Federation regarded Nicaragua as one of the region's priority recipients of development support because of its multiple needs, both as to the National Society's operational capacity and the vulnerability of the country's population.

In El Salvador, the closure of the delegation, anticipated since the peace talks showed signs of progress, took place in 1992. According to the ICRC the National Society had received approximately USD 6.5 million in support since the establishment of the delegation in 1979, an annual average of more than USD 550,000. During 1990 and 1991, according to the Salvadoran Red Cross, the ICRC's contributions were USD 528,000 and USD 242,000, respectively, which represented 30% and 26% of the National Society's budget. The support consisted of material and equipment for the medical and ambulance services, including the Blood Bank, as well as support for branches and personnel costs. In the experience of the ICRC, this massive support enabled the Salvadoran Red Cross to back various ICRC activities conducted in the context of the conflict (relief, blood donation, medical activities, etc.) very effectively, in addition to the main purpose of the ICRC presence in El Salvador, namely, providing protection for people arrested in connection with events in the country. According to the ICRC, it also allowed the National Society to acquire considerable experience of working in a conflict situation, enhanced its public image, developed its activities in the fields of dissemination, tracing, blood services, and improved budget management.

In early 1993 the Salvadoran Red Cross found itself in a situation where the ICRC had effectively departed and a major part of the National Society's external assistance had come to an end. The Society was now left with the choice of either finding alternate funding sources

or scaling down its activities at the very moment when it faced the challenge of restructuring its services to meet the needs of the population, a large part of which had been deprived of basic services during a decade of conflict. In this context and in an effort to help the National Society to develop a fund-raising program, the Federation chose the Salvadoran Red Cross as one of the pilot Societies for its resource development program initiated in 1992.

By virtue of its mandate, the ICRC is in charge of coordinating all Red Cross activities in a conflict zone. Its experience from such situations is that it becomes subject to different kinds of pressures, whether from wealthy Participating National Societies wishing to assist the National Society concerned, by donors responding to ICRC appeals for assistance, or by the National Society itself, which puts forward real needs, but sometimes also needs that are not properly assessed. For all these reasons, according to the ICRC, the amount of assistance given to the Salvadoran Red Cross assumed great proportions.

In this specific case, the ICRC first raised the issue of its gradual withdrawal with the National Society in July 1987, asking it to take appropriate steps in anticipation. It then gradually scaled down its financial contribution while maintaining a level that it considered sufficient to enable the Society to carry out its traditional activities. It further encouraged the National Society to engage in fund-raising activities and to streamline its operations. According to the ICRC, the two institutions kept up a constant dialogue throughout all this period, and far from finding itself simply receiving assistance, the National Society had requested it in the strongest terms. Finally, the ICRC regularly reexamined the question of its withdrawal and the assumption of certain programs by other institutions, among other things encouraging the Federation to take over and ensure a smooth transition after its withdrawal.

Because of its mandate, the ICRC cannot justify to donors and the international community its presence in a country once a conflict is over. But it also recognizes that its disengagement necessarily leads to a restructuring of the Nation-

al Society in the country concerned, as the needs of that Society in peacetime are obviously different from those in time of war. This leaves the International Red Cross and Red Crescent Movement with a certain dilemma concerning the criteria for support of a National Society, which need to be the same for all the parties concerned right from the beginning of an operation. This is all the more important since ICRC support of a National Society in such a situation often exceeds what it has been receiving or will receive through other channels, such as the Federation or Participating National Societies, for its development efforts. The ICRC, the Federation, the Participating National Societies, and the Operating National Society will have to reach a common understanding about the approach and priorities, for otherwise there is no prospect for a successful handover once a conflict has come to an end. This obviously requires from all parties a degree of long-term planning and coordination that has not yet been achieved. The process would be much enhanced if the National Societies concerned would have a viable Development Plan as well as a Framework for Development Cooperation, which would guide the other components of the Movement in situations like this.

### *Integrity of National Societies*

As already noted, the issue of integrity refers to situations in which a National Society cannot protect its own integrity against outside intervention, as from Government, and/or cannot work according to the Fundamental Principles of the Red Cross because of internal problems.

The observance of the Fundamental Principles by National Societies is one of the areas of responsibility of the ICRC as well as of the Federation. One point clearly emerges from the findings of a recent study carried out by the ICRC concerning this issue, namely, that some National Societies have a problem in establishing a proper balance between their role as auxiliaries to the Government and respect for the Principle of

independence, as well as their relations in general with the authorities. This observation coincides with the findings of the present Study of Latin America and the Caribbean

Since its establishment in 1988, the ICRC delegation has tried to support and advise the Guatemalan Red Cross concerning its relations with the Government as well as the reform of its statutes. The internal problems of this National Society have practically paralyzed it for several years, however, and the ICRC has been unable to develop any cooperation programs with it. As already stated in the chapter dealing with the Federation, the situation of the Guatemalan Red Cross is an example of the Red Cross Movement as a whole not having found a way to assist one of its member National Societies to emerge from a long-standing deadlock, thus depriving the population of much needed services.

Another unfortunate example is Peru. Because of that National Society's extremely difficult internal situation, which is also reflected in its relations with the Government, the ICRC has come to the conclusion that it cannot cooperate with the leadership of the Peruvian Red Cross in carrying out its operation, which is the most extensive one in the whole continent. The problem has existed for a number of years and neither the Federation nor the ICRC nor the two together,

have found a working formula for assisting the National Society to return to a normal situation.

The Agreement between the ICRC and the Federation states that if it is observed that a National Society cannot protect its own integrity or work according to the Fundamental Principles, the two institutions will consult each other about measures to take, either jointly or separately. In the latter instance, they will keep each other informed concerning any measures adopted and the consequent evolution of the matter. From the perspective of the situation in Latin America and the Caribbean, it appears that the problem has not so much been the lack of consultations than the lack of working solutions, or a policy that would define options for action.

There is clearly a case here for the Red Cross and Red Crescent Movement to define a policy as well as practical procedures for assisting a National Society to resume its activities as understood under the criteria for their recognition. The efforts by the Mixed Commission formed by the ICRC and the Federation, which have mainly concentrated on the legal aspects of National Society statutes, are not sufficient as a solution. A formula is needed that allows adequate monitoring of a situation before it becomes critical and that concentrates on its developmental aspects.



## **CONCLUSIONS AND RECOMMENDATIONS TO THE ICRC**

### **Conclusions concerning the ICRC**

The image of the ICRC among the National Societies in the Americas region is generally speaking quite positive, even if most Societies do not have regular contacts with this institution. It is regarded as highly professional in its field, and its support to the National Societies, both in training and other kinds of assistance, is much appreciated. In fact, the ICRC is viewed as an organization with abundant resources, and not infrequently as having a somewhat paternalistic approach towards the National Societies.

The experience of cooperation between the ICRC and National Societies in conflict situations ranges from a very close and long-standing working relationship (El Salvador) to practically no cooperation at all (Peru). Some lessons can be drawn from these situations, however.

The National Societies have without doubt benefited from the presence of the ICRC in their countries and from participation in its operations, gaining operational experience, an increase in their resources with subsequent expansion of activities, and an improved image, for example. For the National Societies, however, the transi-

tion from a long period of conflict, including activities auxiliary to the ICRC, to a period of reconstruction with a much more restricted budget has not been easy. Nor has it been unproblematic for the ICRC to put into practice its policy of incorporating a National Society's long-term needs into considerations regarding support in an acute conflict situation. An effort needs to be made to ensure that this support prepares the National Society for a future situation, however. Closer coordination with the Federation and eventual Participating Societies is necessary.

An even more troublesome situation relates to the issue of the integrity of National Societies. The Movement as a whole has until now not succeeded in finding a formula to assist National Societies with integrity problems. The consequences have been regrettable for the National Societies concerned (Guatemala, Peru), as well as for the people whom these Societies are supposed to assist. These situations have also damaged the image of the Red Cross beyond their individual countries. Urgent attention needs to be paid to finding practical solutions to this problem, which is the responsibility of both the ICRC and the Federation

### **RECOMMENDATIONS TO THE ICRC**

- 1. Take into account the long-term development needs of National Societies**
- 2. Ensure smooth transition from the conflict phase to the reconstruction phase**
- 3. Coordinate peacetime development assistance with the Federation**
- 4. Establish a policy and mechanisms to help National Societies with integrity problems**

- 1. Ensure that the long-term development needs of a National Society are taken into account during an ICRC operation in a conflict situation. To this end:**
  - 1.1 Consider support to a National Society in the light of its Development Plan and Framework for Development Cooperation, if they exist.
  - 1.2 Analyze a National Society's development needs in view of its estimated capacity to respond to the requirements of a post-conflict situation, paying special attention to self-sufficiency in financial and human resources. Produce a plan with clearly stated, measurable goals, include regular evaluations.
  - 1.3 Coordinate development efforts with the Federation and major Participating Societies from the very beginning of an operation. Keep all parties regularly informed.
  - 1.4 Coordinate the production of the Annual Appeal Document with the Federation's Development Appeal, paying special attention to National Society support.
  - 1.5 Train delegates in issues related to sustainable development of National Societies. Prepare guidelines for delegations on how to plan support to them and on mechanisms of coordination with the Federation
- 2. At the end of a conflict situation and the consequent departure of an ICRC delegation, help the National Society to adjust to the disengagement without risking vital functions. To this end:**
  - 2.1 Maintain regular contacts with the National Society concerning the planned disengagement and its anticipated consequences.
  - 2.2 Organize consultations with the Federation and interested Participating Societies about the future of existing programs and the need for new ones. Provide ample information on the progress and funding of programs supported by the ICRC

## **Conclusions and recommendations to the ICRC**

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- 3. In peacetime, coordinate development efforts with the Federation, whose mandate this is, in order to have a common approach and optimize the use of resources. To this end:**
  - 3.1 Keep the Federation regularly informed about assistance planned and provided to National Societies in the ICRC's fields of activity.
  - 3.2 Share Agreements of Cooperation signed between the ICRC and National Societies with the Federation
  
- 4. Seek a common approach with the Federation in order to assist National Societies with problems concerning their integrity, whether due to a danger of outside intervention and/or lack of ability to operate according to the Fundamental Principles. To this end:**
  - 4.1 Define a joint policy that goes beyond the legal aspects of National Society statutes, encouraging early positive action with a developmental approach.
  - 4.2 Establish criteria for monitoring a National Society's situation as regards its integrity and application of the Principles. Develop concrete mechanisms for assisting a National Society with identified integrity problems.

**SOURCES**

1. Agreement between the ICRC and the League, signed on October 20, 1989.
2. ICRC Contribution to the Development of National Societies, Policy of the ICRC adopted by the ICRC's Executive Board on July 5, 1990.