

MOPAN Performance Evidence

International Committee of the Red Cross (ICRC)

Part II. Technical and Statistical Annex



Explanatory Note

MOPAN is the only collective action mechanism that meets member countries' information needs regarding the performance of multilateral organisations (MOs). Through its institutional assessment report, MOPAN provides comprehensive, independent, and credible performance information to inform members' engagement and accountability mechanisms.

MOPAN's assessment reports tell the story of the multilateral organisation (MO) and its performance. Through detailing the major findings and conclusions of the assessment, alongside the MO's performance journeys, strengths, and areas for improvement, the reports support member's decision-making regarding MOs and the wider multilateral system.

In 2022, MOPAN decided to break down the assessment reports into two parts. The first part, titled "**Analysis Summary**", provides the key findings of the assessment, whereas the second part, titled "**Technical and Statistical Annex**", provides detailed background on how the individual scores have been calculated, whilst providing the complete list of evidence documents and the full survey results.

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PART II: Technical and Statistical Annex

Part II: Technical and Statistical Annex provides the background to the key findings and scores presented in the first part of the report. It starts by outlining the underlying analysis of each score by key performance indicators, micro-indicators and elements. Then, it lists the documents used as evidence for analyses and scores. Last, it summarises the results of the external partner survey that fed into the assessment.

Annex A: Performance analysis

Methodology for scoring and rating

The approach to scoring and rating under MOPAN 3.1 is described in the 2020 Methodology Manual,¹ which can be found on MOPAN's website.

Each of the 12 key performance indicators (KPIs) contains several micro-indicators (MIs), which vary in number. The KPI rating is calculated by taking the average of the ratings of its constituent MIs.

Scoring of KPIs 1-8

The scoring of KPIs 1-8 are based upon an aggregated scoring of the MIs. Each MI contains several elements, which vary in number, that represent international good practice. Taking the average of the constituent scores per element, a score is then calculated per MI. The same logic is pursued at aggregation to the KPI level, to ensure a consistent approach. Taking the average of the constituent scores per MI, an aggregated score is then calculated per KPI.

Scoring of KPIs 9-12

The scoring of KPIs 9-12 is based upon a meta-analysis of evaluations and performance information, rated at the MI level and aggregated to the KPI level. For KPI 9, results against the mandate and contribution to cross-cutting results are given equal weight. KPIs 9-12 assess results achieved as assessed in evaluations and annual performance reporting from the organisations.

Rating scales

Whenever scores are aggregated, rating scales are used to translate scores into ratings that summarise the assessment across KPIs and MIs. The rating scale used under MOPAN 3.1 is shown below.

 Highly satisfactory (3.51-4.00)	 High evidence confidence
 Satisfactory (2.51-3.50)	 Medium evidence confidence
 Unsatisfactory (1.51-2.50)	 Low evidence confidence
 Highly Unsatisfactory (0.00-1.50)	
 No evidence / Not applicable	

A score of "N/E" means "no evidence" and indicates that the assessment team could not find any evidence but was not confident of whether or not there was evidence to be found. The team assumes that "no evidence" does not necessarily mean that the element is not present (which would result in a zero score). Elements rated N/E are excluded from any calculation of the average. A significant number of N/E scores in a report indicates an assessment limitation (see the

¹ MOPAN 3.1 Methodology Manual, 2020 Assessment Cycle,
http://www.mopanonline.org/ourwork/themopanapproach/MOPAN_3.1_Methodology.pdf

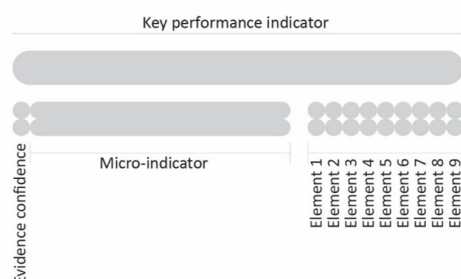
Limitations section at the beginning of the report). A note indicating “N/A” means that an element is considered to be “not applicable”. This usually owes to the organisation’s specific nature.

Changes to MOPAN’s rating system

MOPAN’s methodology is continuously evolving, and a recent notable change concerns how ratings (and their corresponding colours) are applied based on the scores at micro indicator (MI) and key performance indicator (KPI) levels. Compared to the pre-2019 rating scale, the threshold for each rating has been raised to reflect the increasing demands of organisational performance in the multilateral system. The underlying scores and approach to scoring are unaffected.

ICRC’s scoring overview

The below graphic provides a “snapshot” of ICRC’s scoring against the MOPAN framework of key performance indicators (KPIs), Micro-Indicators (MIs), and elements by the five performance areas (Strategic Management, Operational Management, Relationship Management, Performance Management, and Results).



RATINGS	Rating colours	KPI/Mis Scores threshold	Elements scores	RGB	CMYK
Highly satisfactory	Green	3.51-4.00	4	14/135/62	85/20/95/7
Satisfactory	Yellow	2.51-3.00	3	155/166/99	45/22/70/5
Unsatisfactory	Orange	1.51-2.00	2	243/147/37	0/50/90/0
Highly unsatisfactory	Red	0-1.50	1-0	190/23/23	15/100/100/10
No evidence / Not applicable	Grey	NA or NE	NA or NE	218/218/218	0/0/0/20

EVIDENCE CONFIDENCE	Colours	RGB	CMYK
High confidence	Dark Blue	34/45/86	99/88/35/30
Medium confidence	Medium Blue	21/112/184	86/50/0/0
Little to no confidence	Light Blue	149/183/219	46/20/5/0

Strategic management

KPI 1: Organisational architecture and financial framework									
1.1 Long-term vision	4	4	4	4	4				
1.2 Organisational architecture	4	4	4	4					
1.3 Financial frameworks	4	3	4						

KPI 2: Cross-cutting issues									
2.1 Humanitarian principles	4	4	3	4					
2.2 Protection / IHL	4	4	4	3					
2.3 Human rights	4	3	3	3	3	3			
2.4 Environment and climate change	3	3	3	3	3	3			

Operational management

KPI 3: Operating model and resources support relevance and agility									
3.1 Resources aligned to functions	4	4	4	4					
3.2 Resource mobilisation	4	3	4	3	3				
3.3 Decentralised decision-making	4	3	4	4	3	4	4		
3.4 Performance-based human resources	4	4	3	4	2				
3.5 Financial and administrative processes	3	4	3	4					
3.6 Crisis response	4	3	4	4	3	3			

KPI 4: Cost and value consciousness, financial transparency										
4.1 Fiduciary controls	4	4	4	3	3	3				
4.2 Transparent resource allocation	4	4	4	4	3					
4.3 Results-based budgeting	3	4	3							
4.4 Oversight and assurance	3	3	3	3	3	3				
4.5 Value for money	3	2	4	3	3	3				
4.6 Counterterrorism rules	4									
4.7 Data management	4	3								
4.8 Whistle-blowers	2	3	2	3	2					2
4.9 Safeguards to prevent and respond to SEAH	4	3	3	3	2*	2.5*	3	3	2.5*	

Relationship management

KPI 5: Planning and intervention design support relevance and agility										
5.1 Targeting need and vulnerability	3	3	4	3	3					
5.2 Conflict sensitivity and do no harm	4	3	4							
5.3 Risk management	4	4	4	3	2					
5.4 Contributes to overall response	4	3	4	4	4	3				
5.5 Integration of cross-cutting issues	3	3								
5.6 Anticipatory responses	4	4	4							
5.7 Accountability to affected populations	4	3	3	3	4	4				
5.8 Empowering national governments	4									

KPI 6: Work in coherent partnerships										
6.1 Partnerships based on results and equality	3	3	4	4	4	3	2			
6.2 Quality funding to partners	3	3								
6.3 Localisation	3	3	4	3	2	2	3			
6.4 Effective evolution and exit from humanitarian activities	3	3	3	3	3	3	3	3		
6.5 Global policy and advocacy	4	4	4	4						

Performance management

KPI 7: Results management										
7.1 Logical frameworks	4	3	3							
7.2 Results architecture	2	3	3	3	3					
7.3 Results are communicated transparently	3	3	4							
7.4 Results-based management	3	2	3	3						

KPI 8: Evidence-based planning and programming applied										
8.1 Independent evaluation function	3	3	3	3	2	3				
8.2 Monitoring systems	2	3	2	2						

Results

KPI 9: Delivery of Results										
9.1 Results achieved	3									
9.2 Gender outcomes	3									
9.3 Environment and climate	2									
9.4 Protection of vulnerable goods	3									
9.5 Cross-cutting issues (as defined in KPI 2)	3									

KPI 10: Relevance										
10.1 Responding to needs	4									

KPI 11: Efficient delivery										
11.1 Cost efficiency	3									
11.2 Timeliness	3									

KPI 12: Sustainability										
12.1 Building resilience	3									

* Note on Elements 5, 6 and 9 in MI 4.9: Elements have two parts (a and b) and therefore score provided here is an average score for the element

Performance analysis table

This section provides the background to the scoring of individual key performance indicators across the five performance areas, by including detailed analysis and score justifications at the level of micro-indicators and elements. It also highlights the key sources of information used for analysis and scoring. For more information on the assessment methodology, please refer to Chapter 4, Part I of the report.

As highlighted under Part I: Chapter 4, certain indicators have been adapted to fit the organisation's context. Any adaptations and interpretations to the standard methodology are underlined within the performance analysis table.

Strategic Management

KPI 1: Organisational architecture and financial framework enable mandate implementation and achievement of expected results

KPI 1: Organisational architecture and financial framework enable mandate implementation and achievement of expected results	KPI score
Highly satisfactory	3.89
The ICRC's publicly available Institutional Strategy is explicitly people centred and anchored in humanitarian principles and international humanitarian law. The strategy clearly articulates the ICRC's unique mandate and history, and its specific role in the international response architecture through its work with and within the Red Cross and Red Crescent Movement. The document contains eight strategic orientations, which are integrated into the ICRC's annual operational planning and budgeting processes, complemented by a detailed implementation plan. The ICRC's strategy is subject to a continuous and dynamic process of analysis and review grounded in financial and operational realities, as well as contextual and risk analysis. The ICRC's organisational architecture is aligned to its strategic vision. Structures have been reviewed during the assessment timeline to promote and incentivise strong co-operation across the organisation, including relationships between the country level and regional delegations and headquarters, and across thematic sectorial (or métier) areas. The ICRC's governance structures provide adequate oversight. Audit, control, compliance and risk management functions are integral to its architecture and these have been strengthened significantly since the creation in 2017 of the Ethics, Risk and Compliance Office (ERCO). The ICRC's organisational structure provides flexibility; the organisation is engaged in a continuous set of change processes in response to ongoing contextual changes and risks. After its financial crisis in 2023, it has strengthened its financial governance, with the creation of a Chief Financial Officer at the Directorate level, with a clear statutory mandate and reporting directly to the Director General. The ICRC has worked proactively to maintain financial stability and flexibility during a period characterised by organisational and global financial shocks and ongoing sector-wide uncertainty. The organisation has benefited from the lessons it learned from measures implemented during its 2023 financial crisis. In order to calibrate spending to the funding realities of 2025 and 2026, it has taken early measures to reduce spending including a 16.9% overall reduction for the 2026 budget. Financial stability is also managed through careful use of reserves and close attention to liquidity. It does so by drawing on its financial reserve, having rebuilt this to approximately CHF 1 billion (USD 1.29 billion), while working towards a fully recalibrated budget. In response to sustained budget pressure, stricter prioritisation frameworks now guide resource allocation. In support of its clear comparative advantages, the ICRC has developed an evolving set of financial regulations and mechanisms that enable the organisation to respond to unforeseen complex emergencies and crises. These mechanisms include the budget extension, which triggers emergency funding to launch	

or rapidly scale up an operation with flexible funding to manage sudden needs that were not included in the initial annual budgets. This demonstrates that financing provisions are in place that enable the organisation to anticipate and plan for contingencies arising from sudden onset and emerging crisis situations, including concurrent large-scale crises.

MI 1.1 Strategic plan is based on clear comparative advantage and addresses global commitments and need in the crises of today and tomorrow	Score
Overall MI rating	Highly satisfactory
Overall MI score	4.00
Element 1: A publicly available people-centred strategic plan (or equivalent) focuses on global commitments and addressing, with a view to ending, humanitarian need in the crises of today, and preventing (where appropriate) and anticipating the crises of tomorrow, and is aligned with humanitarian principles and International Humanitarian Law.	4
Element 2: The strategic vision is based on a clear analysis and articulation of comparative advantage, including how the organisation fits into the international humanitarian and crisis response system.	4
Element 3: The strategic vision is accompanied by an operational plan that identifies intended results and assigns clear responsibility for their achievement.	4
Element 4: The strategic vision is prioritised against a realistic assessment of available resources.	4
Element 5: The strategic vision and operating framework are regularly reviewed and revised as needed to ensure continued relevance, with attention to emerging and escalating crisis risks.	4
MI 1.1 Analysis	Evidence documents
1.1.1. The International Committee of the Red Cross (ICRC) has a publicly available, people centred Institutional Strategy, which is fully aligned with its unique mandate. The strategy is centred around centrality of protection and international humanitarian law (IHL); response to emergencies capabilities; new technologies; human resources capabilities; and enabling systems. The current ICRC Strategy 2024–2027 is grounded in and reinforces the organisation's humanitarian mission "to protect and assist people affected by armed conflict and other situations of violence". The strategy is primarily anchored in the ICRC's "mandate enshrined in IHL, the Geneva Conventions and the statutes of the International Red Cross and Red Crescent Movement". The organisation "adhere[s] to the Movement's Fundamental Principles, primarily that of humanity and the overriding respect for human dignity, as well as to neutrality, impartiality and independence" (see MI 2.1). The current strategy addresses global humanitarian challenges, recognising "over 100 ongoing conflicts around the world" – a number that has risen to 130 since the strategy was published. It articulates the ICRC's objective to be a "leading force for humanity", providing principled, effective, cooperative humanitarian action and collective impact in all crises. It mobilises states party to the Geneva Conventions, engages with non-state armed groups, and participates in regional and global multilateral forums to reinforce the universality of IHL. The strategy sets out eight strategic orientations to enhance the relevance and impact of the ICRC's work, including five focused on the delivery of the ICRC's mandate and three focused on enabling systems.	1, 2, 3, 4, 7, 9,10, 240, 241, 243, 244, 245, 246, 247, 248, 314, 341

The five strategic orientations focusing on strengthening the relevance and impact of the ICRC's delivery of its mandate are:

1. Upholding the centrality of protection and the role of a neutral intermediary.
2. Promoting International Humanitarian Law as a global political priority, with efforts focused on "upholding IHL in dialogue with states and non-state armed groups" and affirming its link with peace.
3. Enhancing the response impact in acute and protracted phases of conflicts, as well as other situations of violence.
4. Affirming the ICRC's identity within the International Red Cross and Red Crescent Movement.
5. A new humanitarianism for a changing world.

These are combined with three enabling strategic orientations related to the ICRC's own organisational readiness and efficiency:

1. risk management and financial stability;
2. digital transformation; and
3. staff skills, trust, cohesion and responsibility.

The strategy is people centred, and accountability to affected populations (AAP) is a cross-cutting approach. AAP is understood to include facilitating the meaningful participation of conflict-affected people and ensuring that protection work takes their distinct needs and context-specific capacities into account. In keeping with the ICRC's specific mandate, the organisation focuses on a range of objectives under the 'enhance response' commitment which includes 'preparation, contingency planning, prepositioning of stocks, training and early action' (detailed under KPI 5).

Senior ICRC staff have welcomed the latest strategy and described it as a "rallying call" for the organisation to refocus on its core protection and assistance mandate; a purposeful consolidation around core values after a period of rapid growth. The organisation's mandate and values remain fit for purpose and of critical importance, but the latest strategy is based on the understanding that ambitions need to be better aligned to current and ongoing shifts/global realities. Of respondents to the MOPAN survey, 91% agreed that the ICRC's strategies and policies demonstrate a clear vision and mandate.

To deliver the ICRC's mandate with constrained resources, delegations are grouped into three categories to guide investment. Category 1 are described as "cannot-fail"; category 2 are protracted crises requiring strict prioritisation, and category 3 are diplomatic hubs. Staff also stress a shift to "ICRC-centricity" in support of the strategy. This involves aligning human resources with the institutional strategy and emphasising the ICRC's mission and the "duty" of its staff to serve in Category 1 delegations.

1.1.2 The ICRC is a unique body, entrusted by governments, under IHL, with the specific role of protecting and assisting people during armed conflict. Its strategic vision is deeply rooted in a comprehensive analysis of its unique mandate, operational strengths, and its specific role within the complex international humanitarian system that has evolved over many decades. The ICRC's strategic vision focuses on its comparative advantages: serving as the guardian of and reference organisation for IHL, embodying more than 160 years of knowledge. It explicitly recognises the need to retain this position and to continue to promote, clarify, and develop this body of law to ensure that its work remains relevant for contemporary conflict

and the evolving landscape of conflicts, including the use of new technologies, such as the increasing prevalence of harmful information and cyber warfare. The role as guardian of IHL falls under the Institutional Strategy's second strategic orientation. This strategic orientation has been actively implemented through the ICRC's Global IHL Initiative since the latter's launch in September 2024. The ICRC actively engages with states, diplomats, academia, and broader networks of actors in global and regional forums to promote the adherence to IHL and advocate for humanitarian concerns. It also acts as a legal technical resource to engage in a dialogue with these actors. Its New York delegation is a permanent observer to the UN General Assembly, and, in this capacity, it highlights the plight of conflict-affected people and works to gain recognition among world leaders as the reference organisation for IHL. Its Luxembourg delegation acts as the ICRC's global cyber hub, addressing the challenges of new technologies in a digital context and contributing to shaping best practices among international organisations and states.

At delegation and regional levels, the ICRC has a number of distinct functions as part of the international humanitarian and crisis response system. The ICRC plays a specific leadership role within the Red Cross and Red Crescent Movement, taking responsibility for directing and coordinating international activities conducted by the Movement in armed conflicts and other situations of violence. This is part of the fourth strategic orientation, which underlines the ICRC's commitment to strengthening the Movement as a credible and impactful global humanitarian network through cooperation with National Societies and the IFRC. This aligns with the Seville Agreement 2.0, under which the ICRC acts with host National Societies as joint co-conveners for coordinated Movement responses in armed conflicts, ensuring clear direction based on shared needs analysis and a division of tasks rooted in complementary mandates and expertise. As well as National Societies, the ICRC coordinates with a diverse range of operational and other actors, including local authorities, state and non-state actors, faith-based organisations, UN agencies and other international and regional organisations, to ensure optimal use of assistance, inclusion of different perspectives, avoiding duplication, and working according to its comparative advantages. Of survey respondents, 89% agreed that the ICRC's strategies and policies clearly reflect its comparative advantage.

1.1.3 The ICRC's vision is clearly articulated in its current strategy and is supported by its eight strategic orientations – five on enhancing the delivery of its mandate and three on its enabling systems and organisational readiness. The eight strategic orientations are fully embedded in the organisation's annual planning and budgeting processes and are reinforced by a comprehensive Institutional Strategy Implementation Plan. Phase 1 of the implementation plan provides a structured roadmap for delivering the strategic objectives. It outlines key initiatives under each strategic orientation with corresponding milestones. Clear ownership is ensured through the explicit naming of lead departments and collaborating departments for each key strategic initiative.

The ICRC has a **results-based management approach**, with defined objectives and outcomes and corresponding strategies, plans of action, and indicators. This approach is embedded in the annual internal planning process, known as **Planning for Results (Pfr)** (further information in KPI 7). The annual appeals and various regional appeals communicate these objectives, plans of action, indicators, results and associated budgets to donors. Each of the eight orientations in the strategy has an overarching goal. The **Implementation Plan** specifies **indicators** for monitoring progress towards these goals.¹ Within the implementation plan, specific key initiatives are listed with direct outcomes that quantify the expected impact.² Regional appeals present detailed plans

of action with indicators. The Evaluation Office promotes the generation of objective data to influence decision-making and planning processes. Responsibility for achieving these results is clearly assigned throughout the ICRC's organisational structure and operational frameworks (see below, MI 1.2). The Project and Activity Management (PAM) tool, though still relatively nascent, is designed to better track outcomes, and is being rolled out across métiers to standardise project management and promoting shared learning. ICRC staff described the PfR system as the "nervous system" of the organisation, with the move towards a multi-year cycle, reported from 2026, to align with the strategy and mapping objectives to "target populations" aligned to the Geneva Conventions.

1.1.4 The ICRC's strategic vision is redefined every four years (the current strategy covers 2024-27) with operational plans based on a dynamic assessment of needs and available resources. This ongoing process of assessment and adjustment is embedded in the Institutional Strategy Implementation Plan, which underpins the strategy and informs annual planning, budgeting, and resource mobilisation processes. Overall, this approach ensures that strategic ambitions remain aligned with financial realities and operational capacity.

The strategic orientations on which the ICRC Strategy is centred, are "integrated into the organisation's annual planning and budgeting processes and are complemented by an implementation plan". The 2025 Appeals Overview reinforces this, stating that the CHF 2.17 billion appeal for 2025 represents "the backbone requirements for an effective humanitarian response and an ambitious yet careful reinforcing of services in line with the ICRC's Institutional Strategy".

Each delegation sets its budget through the Planning for Results (PfR) process based on each PfR's detailed contextual analysis and its framing of objectives, risks and budgeting for the year ahead. This approach ensures that programmes and budgets are developed with a clear understanding of needs and existing limitations. The annual appeals communicate these objectives, plans, indicators, and corresponding budgets to donors. The ICRC Financial Regulations describes the ICRC's overall budget, which encompasses headquarters, field and global set-up (including logistics, service centres, shared service centres, and technology and information global costs), all subject to a yearly cycle. The Directorate (i.e. the ICRC's Senior Management Team) holds overall responsibility for these budgets, developing the orientations and budgetary parameters for the annual planning and budgeting processes, while delegating their preparation, implementation, and monitoring to relevant offices and departments. The Directorate's plans are subsequently validated by the Assembly Council and the Assembly. Annual Governance and Oversight Activity reports are produced.

The ICRC states clearly that operational flexibility is directly impacted by the type of funding it receives, and that their own ability to align with the strategy derives, in part, from operational flexibility which increases with the proportion of non-earmarked funding available (see reference KPI 4).

1.1.5 The operating framework is subjected to review and revision, particularly to take account of emerging and escalating crisis risks. The Institutional Strategy Implementation Plan Phase 1 clarifies that milestones for key initiatives are set for the period up to 2025, for example, to specifically ensure flexibility to adapt to evolving circumstances and needs. Monitoring of the strategy's progress is continuous, with the Directorate conducting **quarterly reviews and assessments of the ICRC's performance**, using an institutional monitoring framework to analyse key success factors. A dedicated review of the current strategy will be conducted in the **second half**

of 2026 to inform the next Institutional Strategy. The Office of the Director-General reinforces the ICRC's ability to anticipate and adapt to change.

The ICRC's internal programme management documentation detailing the PfR process includes acknowledgment that changes in the operational environment may necessitate changes to plans and targeted results. This is also reflected in external-facing publications: The ICRC's Appeals 2025 resource mobilisation document acknowledges the highly volatile security situations and varying actual needs in the field. Consequently, "modifications to, and/or cancellations of, planned programmes could occur". To ensure that donors are informed of major operational shifts, the ICRC may release operational updates or revised appeals (including budget extension appeals) to describe updated plans and where applicable, revised targets. It may update mobilization tables (for goods suitable for cash-for-kind contributions) in response to emergencies, to reflect changing realities.

Serious or significant contextual changes are handled through the use of the **Crises and Emergency Management Framework**. This is an overarching concept that defines **crisis management definitions, structures, processes, means, and tools**. It serves as a 'by default' mechanism for crises without specific Standard Operating Procedures (SOPs). A crisis is defined as a situation that exceeds organisational capacity to cope with normally foreseen tasks, posing a serious threat to the organisation's operational continuity or reputation, or confronting it with extraordinary needs beyond its capacity to respond. Activation of the framework takes place after crisis identification, and/or as part of an ongoing review of crisis operations.

MI 1.1 Evidence confidence

High

MI 1.2: Organisational structure and governance arrangements are set up to deliver on the strategic plan

Score

Overall MI rating

Highly satisfactory

Overall MI score

4.00

Element 1: Organisational architecture is aligned with the strategic vision and promotes and incentivises strong co-operation across the organisation, including between field, regional, and headquarters levels, and across thematic areas.

4

Element 2: Governance structures provide adequate oversight and do not allow for abuse of power at any level.

4

Element 3: Internal oversight (and controls) capacity is right-sized – focused on ensuring good governance and the delivery of effective and efficient results, while avoiding disincentives that may cause harm to the operating context, to the programme, or the organisation.

4

Element 4: The organisational structure provides flexibility to adapt as contexts and risks evolve.

4

MI 1.2 Analysis

Evidence documents

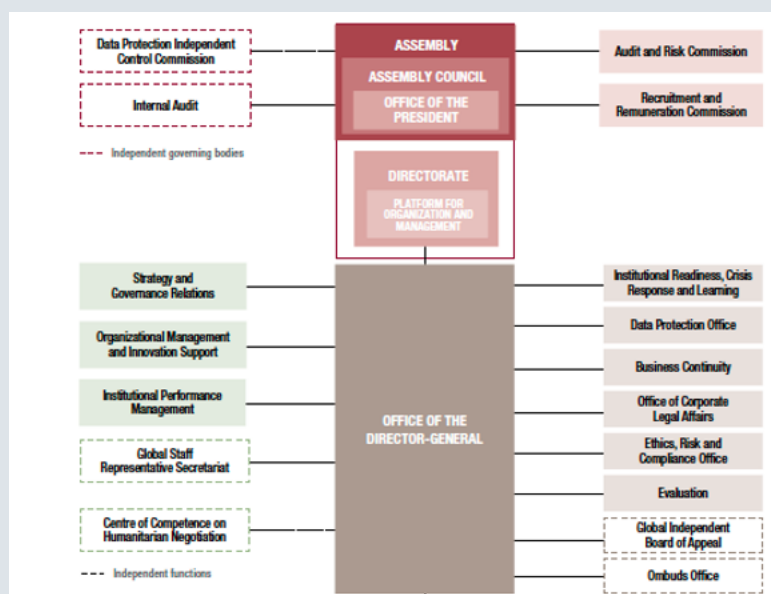
1.2.1 The ICRC's organisational architecture is aligned with its strategic vision, and promotes and incentivises strong cooperation between field, regional, and headquarters levels and across thematic areas. There are clear delineations of responsibility, purposeful initiatives for co-ordination and staff cohesion and structural design. The current strategic vision is built around eight orientations which are directly integrated into annual planning and budgeting processes and aim to enhance relevance,

impact, and institutional readiness. The Institutional Strategy Implementation Plan details how these strategic orientations are translated into key initiatives, each with specific outcomes and assigned departmental leads, indicating a clear top-down alignment from strategy to operational execution.

The ICRC has taken intentional steps to better align its organisational structure with strategic priorities and in recognition of the constrained funding environment. A new organisational model, developed post 2023 and in line with the Institutional Strategy, identifies ten key parameters that are consistently considered in organisational transformations, including relations between headquarters and the field, digital transformation, and financial and staffing set-ups. As shown in Figure 1 below, the Assembly sits at the top of the ICRC's organisational structure and defines the institutional strategy. The Directorate is ICRC's executive body, accountable to the Assembly. It ensures the implementation of the institutional strategy, annual objectives, and decisions adopted by the Assembly and Assembly Council. It also oversees ICRC's quarterly performance and internal oversight, drawing on an institutional monitoring framework, and provides recommendations to enhance performance while addressing and managing risks across the organisation. **The Office of the Director-General** specifically oversees the implementation of the Institutional Strategy and related priorities, ensuring strategic management and enhancing organisational resilience. The Director-General is also responsible for coordinating the work of all ICRC staff.

1, 2, 6, 8,
9,10, 243,
244, 245, 315,
501

Figure 1. ICRC Organisational Chart



Source: ICRC Annual Report 2024, p.388, [link](#)

Operations are managed across five geographical regions, each overseen by a **Regional Director at headquarters**. The regional directors lead a **multidisciplinary regional team** representing various headquarters services (e.g. protection, essential services, logistics, law, communication, cooperation, human resources, finance). The aim is to coordinate and focus the support from these services and ensure the **overall coherence of the ICRC's response**. Regional overviews in appeals documents show how field activities are integrated into regional strategies and budgets.

1.2.2. The ICRC's governance structures provide adequate oversight. Audit, control, compliance and risk management functions are integral to its architecture, and these have been strengthened significantly since the creation in 2017 of the Ethics, Risk and Compliance Office (ERCO). The ICRC operates a decentralised assurance model where departments and delegations have management responsibility, but ERCO provides a specific accountability role. ERCO assumes functional line management responsibilities for second-line risk and assurance experts, while operational line management remains with departments/delegations. **This structure supports both central oversight and local accountability.**

In 2023, the ICRC experienced a financial crisis that significantly impacted its operations, resulting in budget cuts, staff reductions and the scaling back of humanitarian activities in several regions (see MI 1.3). The strategic prioritisation of financial governance has been elevated since this crisis, with the Chief Financial Officer's role elevated to the Directorate level, with a direct line to the President.

A number of structures are designed to support cooperation across thematic areas. These include multidisciplinary teams composed of specialist and generalist staff to carry out comprehensive analyses, set objectives, and define and implement action plans. The Institutional Strategy identifies six Cross-Cutting Approaches. The platform for organisation and management (POM), composed of each department's operating managers, addresses organisation and management issues that require a cross-functional approach and response, explicitly strengthening interdepartmental collaboration and co-ordination. The ICRC's Protection and Prevention programmes are designed to complement and strengthen each other to achieve the shared outcome of respecting the lives, dignity, rights, and well-being of conflict-affected people and increasingly demonstrates the opportunity to ensure coherence across programme or métiers areas of delivery.

The **Institutional Strategy Implementation Plan Phase 1** explicitly shows that key initiatives often involve multiple lead and collaborating departments across thematic areas. Documents detail a comprehensive set of policies and guidance detailing ICRC's organisational architecture. While the documentation presents a static snapshot, staff describe a dynamic and ongoing process of restructuring, driven by a need to slim some structures and reduce transaction costs while consolidating around the latest strategy. The restructuring is described as significant, reducing 'intermediary', mostly regional, layers. The 2026 budget reflects a 16.9% overall budget reduction. The budget reduction process aims at streamlining intermediary structures and reducing headquarters-serving decentralised positions (DCPs) as a priority, with the aim of cutting less severely at field level. Shifts also include the strengthening of Global Shared Services (GSS), centralising back-office functions (Finance, HR, IT) into regional hubs.

1.2.3. The ICRC's internal oversight and controls capacity is right-sized. It is focused on ensuring good governance, the delivery of results, and the management of risk. The organisation's internal control framework, which includes the 'three lines model' and risk-based approach and control mechanisms, is robust. The ICRC's internal oversight and control systems are a set of dynamic processes involving all levels of the organisation, from senior management to field staff. At the highest/strategic level, they aim to ensure good governance, avoid harm and ensure effective and efficient results. Overall, the ICRC's internal oversight and control capacity is robust. Its systems and structures have been strengthened and have increased in capacity over the past five years. They appear 'right sized', as they are under a constant and considered process of reassessment and revision, in response to shifts

in the operational environment and donor environment. Systems are variously focused on proactive risk management, clear accountability, and continuous improvement through a multi-layered defence system and extensive monitoring (more details are provided under KPI 5).

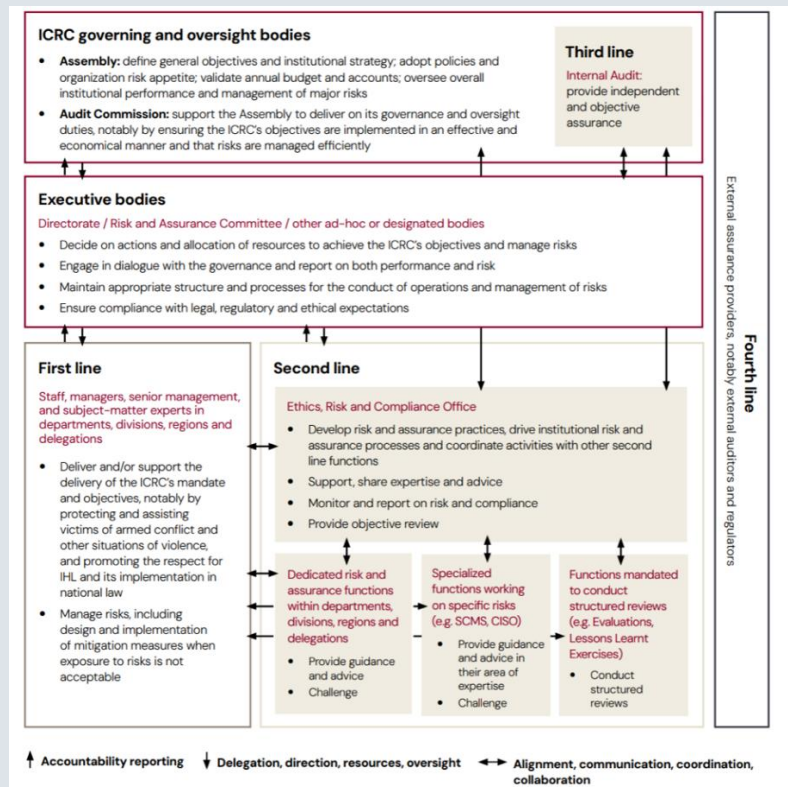
Integral to its internal architecture, the ICRC has an array of audit, control, compliance and risk management functions, which have strengthened significantly since the creation of ERCO in 2017. Ultimate organisational oversight sits with the Assembly, supported by the Assembly Council, which monitors institutional risks against the organisational strategy, and oversees violations of the Code of Conduct. Figure 1 summarises the ICRC's organisational architecture, through the lens of risk management (explored in more detail under KPI 5.3). This model delineates roles and responsibilities within its internal control system. The ICRC also employs a risk-based approach. This entails selecting and developing controls where they are most needed, adapting their nature and frequency, after assessment of risk and mitigation measures. Key control activities include segregation of duties, preventive and detective controls, centralised policies and procedures, IT General Controls, monitoring and reporting, evaluations and data analytics. The INSIGHTS repository, which compiled all internal control findings to facilitate trend analysis and resource prioritisation, is no longer maintained, but the STEER repository provides a system for tracking exceptions and effective remediations.

The Internal Audit Unit reports to the Assembly and is otherwise independent. It assesses the extent to which the ICRC is in control of its activities at field and headquarters, independently of senior management. It provides independent assurance on the effectiveness of governance, risk management, and internal control mechanisms.

ERCO was created in 2017 to strengthen the development and maintenance of global processes and tools for risk management, assurance, investigations, and compliance reporting. It supervises the Investigation Unit and the Code of Conduct framework implementation. ERCO ensures co-ordination among the second-line functions and communication with governing bodies and senior management. The Audit and Data Protection Independent Control Commissions, along with the Platform for Organisation and Management (POM) complete the audit, control, compliance and risk management functions.

The ICRC's Directorate is key to ensuring good governance. The implementation of an internal oversight system and optimal management of financial resources is one of the 'orientations' in the latest institutional strategy. The Assembly exercises ultimate oversight, supported by the Risk and Audit Commission. Entity-wide controls, evaluated annually, form the foundation for establishing effective internal controls across the entire organisation. Oversight and control mechanisms also focus on avoiding disincentives and harm, as well as systems to avoid fraud and financial irregularities.

Figure 2. The Three-Lines model



Source: ICRC Governance and Oversight 2025 Report, internal document, p.5

1.2.4. The ICRC's organisational structure provides flexibility to adapt its responses to ongoing contextual changes and risks. Currently, this includes the significant changes taking place in the UN system as a result of the depletion of front-line response after funding cuts. While the ICRC is independent of the UN, the organisation recognises itself as part of wider humanitarian ecosystems. It will participate in wider reform conversations, including those flowing from the UN 80 process and the humanitarian reset. The ICRC has provided examples of a level of engagement in the UN 80 process. Overall, however, the ICRC's process of change is geared toward consolidation around its own mandate. The ICRC also notes that its engagement with and positioning on the humanitarian reset takes place with and through its participation in the Red Cross and Red Crescent Movement.

The ICRC's operational framework explicitly aims to optimise internal resources and identify opportunities for effective results and efficiency gains. The principle of efficiency, which is implicit throughout the organisation's ethos, aims for the best possible relationship between resources employed and results achieved, while effectiveness ensures specific objectives are met. The 2024 activities demonstrate efforts to streamline financial processes, aiming for greater efficiency. Simplification of procurement processes in logistics resulted in a 25% reduction in procurement lead time. The "no regrets" approach in crisis response emphasises decisive action over waiting for a full picture to ensure timely and impactful humanitarian action.

The ICRC has a set of simplified or "fast track" procedures, adapted from standard procedures, that can be enacted to enable rapid responses to an escalating emergency,

designed to speed up HR, finance, and procurement. The global logistics network and GSS model provides agility in emergencies, such as taking over accounting for delegations that need to scale up rapidly, and staff also referred to the need to rapidly close the delegation in Niger at the request of authorities, as well as surge support to Sudan. A Business Continuity Policy was adopted in Feb 2024, requiring all departments and delegations to have contingency plans in place. This was driven by lessons from COVID-19 and the 2022 data breach when the ICRC discovered a cyberattack on servers holding its data (detailed under KPI 4). In parallel, staff described a continuity mindset, a shift from continuity <i>planning</i> to continuity <i>thinking</i>. This includes the use of drills and tabletop exercises (these latter started in 2024), working across the organisation, including inputs from regional and operational delegations and Luxembourg, considering the potential response to disasters, crises and complex/large scale conflicts. Staff described conducting around fifteen tabletop exercises, which proved useful, resulting in recommendations, actions and a management response. Of survey respondents, 87% agreed that the ICRC organises and operates itself in a way that fully supports its mandate and strategy.	
MI 1.2 Evidence confidence	High

MI 1.3: Financial framework supports mandate implementation	Score
Overall MI rating	Highly satisfactory
Overall MI score	3.67
Element 1: A single integrated budgetary framework brings together core-funded priorities and earmarked programming, ensures transparency, and applies clear needs-based criteria for core funding allocations.	4
Element 2: The organisation is financially stable, based on liquidity, the level and diversity of funding sources, the balance between core and earmarked funding, asset and inventory management, surplus or deficit management, financial reporting (internal and external), and financial risk management.	3
Element 3: Financing provisions are in place for anticipatory action and for contingencies arising from sudden-onset and emerging crisis situations, including concurrent large-scale crises.	4
MI 1.3 Analysis	Evidence documents
1.3.1. The ICRC's budget allocation process is driven by assessed operational needs and the organisation resists allocation by earmarking. The ICRC's budget is divided into envelopes, covering headquarters and decentralised positions; field; and global set-up (including logistics, service centres, shared service centres, and technology and information global costs). Its funding model is based on voluntary contributions from a diverse range of supporters/donors. Its funding base includes states party to the 1949 Geneva Conventions, supranational organisations, international institutions, National Red Cross and Red Crescent Societies, and both public and private sources through financial and in-kind support as well as services. Operational independence and flexibility are one foundation of the ICRC's comparative advantages, made possible because of non-earmarked or loosely earmarked contributions. While	1, 2, 3, 6, 7, 8, 9, 10, 240, 241, 315, 317, 318

donors can apply earmarking (allocations exclusively for specified operations), non-earmarked funding allows the ICRC to use resources flexibly.

Of survey respondents, 67% agreed that the ICRC's financial framework and systems effectively support the implementation of its mandate and strategy.

Financial management is anchored in the Planning for Results (PfR) cycle, in line with the 2024-27 institutional strategy. The organisation continues to operate a distinctive "plan, implement, fund" model, especially for relief operations, whereby emergency response actions are planned based on assessed and emerging needs and implemented even if funding is not yet fully secured, with reserves used to bridge gaps when needed. This process involves a comprehensive contextual analysis, an assessment of needs, vulnerabilities, and capacities, and direct engagement with affected people to ensure their perspectives are included in activity design. This analysis informs the objectives, plans of action, indicators, and corresponding budget for each operational context and is the foundation of the ICRC's needs-based planning framework. While planning is shifting from a purely annual cycle to a multi-year approach (structured as 2+2 years) to better align with the four-year strategy, budgeting remains largely annual due to donor funding cycles. Budget construction begins with the Directorate setting a global financial envelope based on expected income, which is then allocated to regions and delegations. Delegations develop their budgets within these parameters and in line with strategic orientations, with the final budget validated by the Assembly in November.

The ICRC has clear and specific regulations for managing its assets, particularly inventories, including an annual check on physical inventories and a system to mitigate over-stocking. Financial reporting follows the principle of transparency and with a financial monitoring function, backed by financial risk management. The ICRC has an established Internal Control Framework based on the internationally recognised COSO model. This system, structured around a "three lines" model, is designed to ensure reliable reporting, safeguard assets, and prevent fraud. The framework promotes a risk-based approach, ensuring that control activities are focused where they are most needed.

1.3.2 The ICRC is financially stable and has worked proactively to maintain stability during a period characterised by financial shocks and sector wide uncertainty.

Financial stability is managed through careful use of reserves and close attention to liquidity. During 2025, the ICRC has accepted a deliberate, time-bound loss of 113 million CHF, planning to spend more than it receives in income by drawing on reserves of approximately CHF 1 billion while working towards a balanced budget. A central metric is the liquidity ratio, with a target of holding sufficient cash at all times to finance the next six months of operations. At the time of data collection, the ICRC reported holding 98.33% of this target. In 2023, the ICRC experienced a financial crisis that significantly impacted its operations, resulting in budget cuts, staff reductions and the scaling back of humanitarian activities in several regions. The financial crisis of 2023 was followed by a period of stress which continued into 2024, with the organisation announcing a 13% reduction in its budget to CHF 2.1 billion, down from CHF 2.4 billion in 2023. This followed its initial 2023 budget launch of CHF 2.8 billion, which aimed to address escalating humanitarian demands but faced an estimated 25% funding shortfall. These financial constraints have forced the ICRC to prioritise its core humanitarian activities while making difficult decisions regarding programme reductions and operational restructuring. Staff stated openly that the financial crisis of 2023 was felt deeply across the organisation as cuts were decided and enacted upon quickly. However, it has placed the organisation in a much stronger and more insightful position to administer an organisational restructuring

process in 2025 due to the global humanitarian finance cuts. In its 2025 appeal, the ICRC underscored the persistent financial challenges it faces.

In response to financial pressures, the organisation implemented substantial cost-cutting measures, leading to significant workforce reductions in 2023. Structural reforms put in place since 2023 include the elevation of the Chief Financial Officer to Directorate level, reporting directly to the President. This change was intended to ensure that financial governance carries real decision-making authority, reflecting a recognition that the organisation is now more financially exposed. Alongside this, there has been a deliberate cultural shift to strengthen financial literacy across the organisation. Heads of Delegation are now held more directly accountable for their budgets, marking a move away from an operational culture where activities proceeded regardless of cost, towards one that requires explicit consideration of what can realistically be afforded.

The ICRC's treasury unit has clear principles (including balanced books and appropriation of net surplus/deficit) for managing its treasury to ensure operational continuity through liquidity. It prioritises security, liquidity and return, in that order of importance. It manages daily funds, cash-flow and surplus funds, and sets investment rules. It also handles a reserve of discretionary, unrestricted funding which allow the pre-financing of responses and operational continuity. Following the 2023 budget crisis, ICRC has prioritised cash management and significantly strengthened reporting and oversight, through a series of dashboards.

In response to sustained budget pressure, stricter prioritisation frameworks now guide resource allocation. Delegations are categorised into three groups. Category 1 covers “cannot fail” contexts, such as Gaza, Ukraine, and Sudan, which retain full operational autonomy and resources. Category 2 includes protracted or post-conflict settings, such as Libya and the Central African Republic, where delegations face tight prioritisation and significant budget reductions, often in the range of 30–40 per cent. Category 3 consists of diplomatic missions or contexts in which the organisation is preparing to exit. The assessment of which Delegations fall into which categories take place in parallel to the PfR process. In high-intensity crises, delegations are also instructed to narrow their palette of services, focusing on a limited set of core activities rather than a broad, potentially dilutive programme offer.

Financial stability is now being managed through careful use of reserves and close attention to liquidity. During 2025, the ICRC has accepted a deliberate, time-bound loss of 113 million CHF, planning to spend more than it receives in income by drawing on reserves of approximately CHF 1 billion while working towards a balanced budget. A central metric is the liquidity ratio, with a target of holding sufficient cash at all times to finance the next six months of operations. The model relies heavily on unearmarked, flexible funding – currently around 47-50 per cent of total income – to address underfunded operations and maintain a firewall between donor preferences and operational decision-making.

1.3.3 In support of its clear comparative advantages, the ICRC has developed an evolving set of financial provisions, mechanisms and regulations that allow it to respond to unforeseen emergencies and crises. These mechanisms include budget extensions, emergency funding operations and flexible funding, to provide the flexibility required to manage sudden needs that were not included in the initial annual budgets. The ICRC's Crises and Emergencies Management Framework (CEMF) details the organisation's approach to handling crises, defined as circumstances that pose a serious threat and demand coordinated action under uncertainty and time pressure. This

framework distinguishes between a normal operating mode, an emergency operating mode, and a crisis operating mode. This allows the ICRC to scale its response according to the severity of the situation and to utilise fast track procedures designed to speed up deployment and procurement during crises. The ICRC's financial framework allows for the reallocation of resources between and within delegations during the year to respond to evolving crises, using a resource buffer made possible by relatively high levels of unearmarked funding. The ICRC's strategy and operational planning incorporate crisis preparedness and contingency stocks and funding.

The public annual report is the overarching reporting document for donors, and ad hoc reporting is produced to fulfil certain donor requirements when feasible and aligned with ICRC operational and funding priorities. For its larger economic security programmes, the ICRC provides detailed tables of required assistance items, published on the ICRC Extranet for Donors. These 'mobilisation' tables serve as an initial planning tool for National Society partners making in-kind or cash contributions. Diversity helps mitigate the risk of over-reliance on a single donor. The ICRC launches annual appeals to seek funding for its activities worldwide. It places high value on the flexibility which comes through non-earmarked (core) funding, which enables the organisation to direct resources where needs are greatest, deliver on its priorities, respond quickly to sudden crises, and maintain a level of financial stability and a necessary safety net.

There is a significant connection between the ICRC's financial independence, its reputation and its comparative advantage. Throughout interviews at delegation level, ICRC staff cited the importance of the ICRC's partial/managed financial independence and being able to follow through consistently on commitments and plans, with one staff member noting this as key to operational independence. Another noted the importance of "where you have a crisis to not have to wait for potential funding to respond".

MI 1.3 Evidence confidence

High

KPI 2: Structures and mechanisms in place and applied to support the implementation of global frameworks for cross cutting issues at all levels

KPI 2: Structures and mechanisms in place and applied to support the implementation of global frameworks for cross cutting issues at all levels

KPI score

Satisfactory

3.42

The humanitarian principles of humanity, impartiality, neutrality and independence make up, together with the Movement-specific principles of voluntary service, unity and universality, the Fundamental Principles that govern every aspect of the ICRC's and the Red Cross and Red Crescent Movement's work. As such, humanitarian principles are both core to the ICRC's mandate – the ICRC is constructed around them – and a deeply embedded cross-cutting issue across all operations and programmes. Within the Movement, the ICRC has a statutory role to maintain and disseminate the Fundamental Principles to ensure respect for the work of Movement components among states, parties to conflict and communities.

Humanitarian principles are consistently and frequently cited as a central theme throughout the ICRC's governance frameworks, strategic plans, regional plans, doctrines, guidance, and programming documents (including in their Planning for Result (PfR) business case documents). The ICRC has a clear structure and plan for the delivery of mandatory training for all front-line staff, with completion rates of 90%+ across all regions. The ICRC Code of Conduct is one of the core documents guiding

staff on how to embed humanitarian principles across their work, and there are systems and spaces in place for staff to discuss and receive support on the practical, pragmatic application of humanitarian principles. The ICRC has a number of mechanisms in place to track its implementation of humanitarian principles and compliance of International Humanitarian Law (IHL) by parties to conflict.

The ICRC's strategy and doctrine uphold the central nature of protection and the promotion of respect for IHL to the organisation's work, as does all its general and technical guidance. Analysis of protection and IHL issues is central to all needs and risk analyses. The ICRC has a range of key guidance and good practice centred around the Geneva Conventions and a wealth of resources on addressing protection and IHL dilemmas in the midst of operations. There is also guidance and policies outlining the ICRC's intersectional approach, including on accountability to affected populations (AAP) and inclusive programming. Some field staff noted that while guidance is clear, capacity to deliver on all commitments can sometimes be lacking at field level, linked to the reduced field presence of specialist staff and the reliance on field officers to cover multiple technical areas which constrains their ability to fully implement commitments or provide comprehensive technical guidance. This makes them dependent on their sub-delegations and delegations, but these are also stretched due to decreasing funding and staff numbers in recent years.

The ICRC has a clear set of principles and guidance on gender equality and non-discrimination and sees these as central to its values and mandate. The organisation's Sex, Age and Disability Data Disaggregation (SADDD) Framework provides guidelines to ensure that disaggregated data is consistently collected, analysed and used across the organisation, including to inform programming, prioritisation and accountability. The ICRC also has an Inclusive Programming Policy to ensure that gender context, including an overview of gender relationships and coping strategies of women, girls, men and boys, informs programme design. While evidence is limited, the ICRC has mechanisms to support gender equality in participation and leadership including its Gender, Diversity and Inclusion Policy which covers the institution's internal and outward-facing commitments. As financial and human resources are increasingly limited, gender equality issues remain a priority but are addressed through the more limited lens of IHL provisions. Gender balance and participation are embedded through the programming cycle.

While the ICRC has a range of policy documents, guidance and commitments focused on the environment and climate change, it has limited capacity to implement and measure these in the field. At field level, the ICRC's engagement on environment and climate change is undertaken through its humanitarian programming, policy and legal work, and agreements with National Societies, with limited investment in action by local actors. The ICRC invested in climate change through its Climate and Environment Transition Fund (CETF), a multi-year initiative that spanned from 2022 to 2024, followed by investment funded through an annual Climate and Conflict Special Appeal, launched in September 2025. It has a general Framework for the Integration of Climate Risks into ICRC Operations (2023), which includes a practical guide for delegations preparing their PfRs and a technical annex for the different relevant department. The framework introduces the organisation's approach and objectives for climate action, outlines the pathways for integrating climate risks, and provides guidance for management teams and coordinators.

The main objective of integrating climate risk into ICRC operations is to reduce the exposure of communities and programmes to climate hazards while remaining

accountable to affected populations. Environmental protection and climate adaptation are part of systematic programming: The Plan of Action, which details how the ICRC aims to translate the Climate and Environment Charter for Humanitarian Organisations (2021-24) and its specific commitments into practice, has integration of climate and environmental risks into programmes as a key focus area. The ICRC approach includes efforts to promote a more resilient future for communities and to green its own operations but is affected by diminishing resources resulting in less oversight from and reporting to headquarters on these efforts.	
MI 2.1 Appropriate safeguards are in place, and respected, to ensure the respect of humanitarian principles in all aspects of operations	Score
Overall MI rating	Highly Satisfactory
Overall MI score	3.75
Element 1: Humanitarian principles are explicitly referenced in strategic plans, job descriptions, programming documents, contingency plans and other relevant documents.	4
Element 2: Mandatory training programmes are in place for all front-line staff on humanitarian principles.	4
Element 3: Systems or spaces for dialogue and debate are in place to support decisions on applying humanitarian principles in practice, particularly in complex dilemmas.	3
Element 4: Mechanisms are in place to regularly track the implementation of humanitarian principles and International Humanitarian Law in all aspects of the MO's work in crises, to reflect and learn, and to implement course corrections when required.	4
MI 2.1 Analysis	Evidence documents
2.1.1 The humanitarian principles of humanity, impartiality, neutrality and independence are part of the Fundamental Principles that govern every aspect of the ICRC's and the Red Cross and Red Crescent Movement's work. As such, humanitarian principles are both core to the ICRC's mandate – the ICRC is constructed around them – and a deeply embedded cross-cutting issue across all operations and programmes. Humanitarian principles are consistently and frequently cited as a central theme in the ICRC's governance framework, strategic plan, regional plans, doctrines, guidance and programming documents (including PfRs) and throughout other relevant documents. The policy orientations of the ICRC's Institutional Strategy 2024-27 commit the organisation to continually stress the relevance of humanitarian principles to its own work and that of the Movement. Within the Movement, the ICRC has a statutory role to maintain and disseminate the Fundamental Principles to ensure respect for the work of Movement components among states, parties to conflict and communities. ICRC doctrine is a large collection of high-level guiding documents that provide long-term direction for the organisation's work, based on its history, principles and international humanitarian law, to ensure consistent, predictable and credible action. Many of these doctrines reinforce and reaffirm the ICRC's role in promoting and strengthening international humanitarian law and humanitarian principles. These include: Doctrine 1 (mission), Doctrine 4 (situations of violence below the threshold of armed conflict), Doctrine 5 (PREV – prevention policy), Doctrine 7 (external communications), Doctrine 15 (IHL violations), Doctrine 16 (field security concept), Doctrine 17 (the ICRC's position on hostage taking), Doctrine 46 (neutral intermediary role), Doctrine 49 (assistance policy), Doctrine 58 (confidential approach), Doctrine 62 (cooperation with National	5, 12, 16, 32, 61, 84, 98, 119, 120, 121, 122, 123, 124, 125, 126, 127, 128, 129, 130, 132, 133, 136, 139, 140, 141, 142, 143, 144, 145, 146, 147, 148, 152, 166, 203, 204, 319

Societies), Doctrine 63 (the invocation of international human rights Law), and Doctrine 65 (protection policy).

The practical application of humanitarian principles is central to the ICRC's operational practice. The ICRC Code of Conduct is one of the core documents guiding staff on how to frame the humanitarian principles in relation to their work, and there are a number of systems and spaces in place for staff to discuss and receive support on the practical, pragmatic application of humanitarian principles.

Humanitarian principles are referenced across ICRC policies and guidance. These include the Gender, Diversity and Inclusion Policy; the Accountability to Affected People Institutional Framework; the Framework for Environmental Management in Assistance Programmes; the Inclusive Programming Policy; the Code of Conduct For Employees of the International Committee of the Red Cross; the Code of Conduct Policy Preventing and Responding to Sexual Exploitation, Sexual Abuse and Sexual Harassment; and the Professional Standards for Protection Work by Humanitarian and Human Rights Actors During Armed Conflict and Other Violence, a document endorsed by other humanitarian actors. Humanitarian principles are also referenced in the special appeals on Addressing Sexual Violence.

Of survey respondents, 94% agreed that, in all aspects of its operations, the ICRC promotes respect for humanitarian principles through appropriate and well-established safeguards.

The Internal Staffing Model Parameters document stresses that a career in the ICRC demands unwavering commitment and dedication to the ICRC's mission, principles, and values. Programme documents typically make reference to humanitarian principles within the strategic objectives or indicators to keep in sight the principles that these objectives and indicators are trying to achieve. ICRC staff at headquarters and delegation level were entirely consistent in stressing the central nature of humanitarian principles to the work of the ICRC.

The Professional Standards for Protection Work by Humanitarian and Human Rights Actors During Armed Conflict and Other Violence, which details how to adhere to and implement humanitarian standards and principles, is aimed not only at ICRC staff but all organisations in this space.

2.1.2 Humanitarian principles are at the heart of the Movement's identity and key to bringing consistency to the movement's response around the world. As such are embedded across institutional trainings. The ICRC has a clear structure and plan for the delivery of mandatory training for all front-line staff and while field staff cite some delays, data shows completion rates of 90%+ across all regions. Its Integrity Toolkit references two mandatory Institutional trainings for all staff, available on the ICRC platform iLearn: The ICRC Code of Conduct (launched in 2018) training and the all-staff refresher Integrity training (rolled out in 2022). The ICRC's own data shows that training on the Code of Conduct is in place and accessible by a high percentage of staff across the globe. ICRC policies and guidance also make reference to the "Welcome to the ICRC" course and the recently revised Staff Integration Programme (new version launched in 2024).

The Staff Integration Programme (SIP) has evolved over the years in answer to the changing environment and the needs of the ICRC, organised by the Learning and Development teams in Geneva and the five regional hubs. With the introduction of the Institutional Strategy 2024-2027, the SIP was redesigned to align with the generalist

vocation needed for ICRC staff and includes a wide range of themes, including IHL / humanitarian principles training and using concrete operational scenarios to immerse staff in challenging and realistic situations.

The ICRC e-learning required for each year includes the key mandatory e-learning course for all staff, “Understanding Protection”, which was launched in 2024. The ICRC reports that currently almost 3,300 staff have completed this training. This course is designed to deepen their understanding of protection and enhance their ability to apply the humanitarian principles in operational contexts, ultimately strengthening the ICRC’s impact on the ground.

Humanitarian principles are a common thread in core ICRC trainings. Courses are designed to encourage peer-to-peer exchanges and reflection on how to effectively integrate humanitarian principles into programmatic approaches. A particular emphasis is placed on the operationalisation of humanitarian principles, ensuring that staff at all levels are well-equipped to uphold the ICRC’s core values in their work.

The People Strategy 2020-2025 makes reference to the importance of training. Under the “Protecting our People” key initiative there is an aim to ensure strong delivery, attendance and impact of core ICRC trainings including Staff Integration Programme (SIP), Security Awareness and Field Experience Training (SAFE), Security and Crisis Management Support (SCMS), ICRC Management Programme (IMAP), Humanitarian Leadership and Management School (HLMS).

Staff at sub-delegation level consistently stated that the majority of staff has undergone the mandatory training, including on the Code of Conduct. However, at field capital level, many interviewees stated that there were delays in the provision of mandatory training, especially for national staff. Sometimes the delay would span several months or as much as one year.

2.1.3 The ICRC has system and spaces for dialogue and discussion especially to unpack complex dilemmas faced when applying humanitarian principles in practice. Doctrine 1, which covers strategies for fulfilling the ICRC’s mission, outlines how to translate the PfR’s comprehensive analysis into specific activities. This allows space for debate and deliberation on how to apply humanitarian principles in the most effective way in practice.

Addressing dilemmas in the operationalisation of humanitarian principles is central to the ICRC’s planning cycle. In country, Planning for Results (PfR) sessions at field level and preparatory meetings at sub-delegation/office level feed into “Etat-Majors” at the delegation level. At the central level, regular discussions take place between Regional Directors and Heads of Delegations, including during the Annual Planning Meetings (APM) in Geneva, which bring together all Heads of Delegations and senior staff in the Operations Department (Regions and Programmes) and other departments. The ICRC also notes that the annual global meetings of programme coordinators, such as the Protection Coordinators’ Meeting, include opportunity for dialogue on dilemmas around operationalising humanitarian principles.

Beyond the planning processes, day-to-day field activities have built-in briefing and debriefing sessions aimed at fostering discussion around the complex dilemmas staff face when implementing humanitarian principles in their daily work.

Initiatives such as ‘Our Shared Dilemmas’, whereby ICRC staff come together and discuss an issue which is then shared across the organisation through an accompanying

blog, create the space to discuss and interrogate the application of humanitarian principles through complex and real-life examples and challenges.

The Professional Standards for Protection Work by Humanitarian and Human Rights Actors During Armed Conflict and Other Violence emphasises the importance of lessons learning and investment into learning and encourages critical discussion to enhance staff's ownership of and responsibility for protection strategies informed by humanitarian principles. It outlines how ICRC and other organisations can create the spaces for such critical discussions.

2.1.4 A number of mechanisms are in place to track the ICRC's implementation of humanitarian principles and promotion of respect for International Humanitarian Law.

Turning first to mechanisms to track promotion of respect of IHL: Monitoring respect for IHL by parties to conflict is at the core of the ICRC's mandate to strengthen protection for all people affected by armed conflict. To fulfil this mandate, the ICRC has developed a robust and comprehensive tool for engaging in a confidential protection dialogue with parties to the conflict. The tool is used to record, process and safely store information collected on alleged violations of IHL and their humanitarian consequences and keep track of actions taken to follow up on documented events and individual cases. It tracks protection actions across key areas such as: (i) Detention, where it facilitates the follow-up of individual cases of detainees registered by the ICRC and the reporting on visits to places of detention, (ii) Protection of Family Links (PFL), allowing the management of cases of persons reported as missing by their relatives, with specific attention to potential violations involving enforced disappearances by parties to the conflict; and (iii) the Protection of Civilian Populations (PCP), supporting the ICRC's monitoring of IHL violations by parties to conflict in the conduct of hostilities and the treatment of civilians and persons who are hors de combat (former combatants no longer in a position to participate in fighting).

In response to the evolving nature of warfare and the increasing use of digital technologies, in the last few years the ICRC has invested in its capacity to integrate the use of Open-Source Information (OSI) in its protection documentation and analysis for evidence-based protection dialogue. It has recruited OSI specialists at HQ level and in the field, where OSI analysts work directly within protection teams.

A centralised Protection "Health Check" Dashboard is in the process of being consolidated for use across all regions, building on an exercise conducted by Africa Region since 2025. It is based on a standardised set of quantitative and qualitative indicators, with the aim to provide a unified, actionable overview of protection activities (detention, PCP, PFL and forensics), including protection dialogue, at country, regional and global levels. This tool is likely to strengthen evidence-based decision-making, accountability and institutional learning, by contributing to enhancing internal capacity to assess the impact of protection dialogue.

Turning to the ICRC's tracking of its implementation of humanitarian principles: In relation to results-based management, the Analysis & Evidence (A&E) Unit is responsible for the ICRC Department of Operations' holistic approach to results-based management, which aims to "enhance the quality and relevance of the ICRC's humanitarian response" throughout a programme's lifecycle. The ICRC states that various policy initiatives and products (tools, reports, public events and debates) contribute to reflection on the practical implementation of humanitarian principles in operations. It notes that these policy-focused studies provide a longer time span of

review and compare operationalisation of principles across conflict contexts to complement the focused monitoring of the A&E unit. Among other things, the A&E Unit is tasked with supporting thematic analyses, monitoring, accountability and learning. A key part of this monitoring is to ensure that activities across the organisation are underpinned by humanitarian principles and respect for IHL. Interviews indicate that the A&E Unit is helping delegations use evidence and monitoring data to inform operational decisions and make course corrections. The Unit supports delegations in collecting evidence, defining indicators, and conducting prioritisation exercises to guide key decision-making. Staff reported that while tools are not always used for real-time discussion, the creation of the A&E Unit has improved access to data and strengthened the use of evidence across the organisation. The Unit has also encouraged even greater openness to internal evaluation and evidence-informed approaches. Challenges remain in this difficult area, including some variation in practice and inconsistent uptake of tools, but overall the A&E Unit is enabling consistent tracking, learning, and reflection at programming level, which help the ICRC to regularly monitor the implementation of humanitarian principles, reflect on practice, and make course corrections where needed.	
MI 2.1 Evidence confidence	High
MI 2.2: There are systems and processes in place, and respected, to ensure that protection, including child protection, and IHL/human rights are at the centre of all operations²	Score
Overall MI rating	Highly Satisfactory
Overall MI score	3.75
Element 1: Guidance, processes and/or other systems and checks are in place to ensure that the most critical protection and human rights concerns are addressed in a given context. <u>No adaptations made to the element but we note that the ICRC's mandate is on International Humanitarian Law (IHL) and prevention of IHL breaches rather than promotion of human rights per se.</u>	4
Element 2: Analysis of protection and human rights/IHL issues is part of MO standard needs and risk analyses.	4
Element 3: Guidance and good practice are in place on how to resolve protection and human rights/IHL dilemmas into operations.	4
Element 4: Practical actions are in place to target and support the most vulnerable groups and individuals and is sufficiently resourced.	3
MI 2.2 Analysis	Evidence documents
2.2.1 The ICRC's strategy, doctrine, and general and technical guidance uphold the central nature of protection and the promotion of respect for IHL to the organisation's work. The current Institutional Strategy (2024-27) has a clear focus on "upholding the centrality of protection and the role of a neutral intermediary". The ICRC appropriately uses IHL as its central reference, rather than human rights, in keeping with its distinct	12, 28, 32, 47 61, 99, 126, 132, 136, 137, 153, 155, 156, 157, 158, 159,

² Elements are in line with the guidance provided by the Global Protection Cluster

mandate. Guidance and doctrine place a strong emphasis on the importance of the ICRC's protection work across all the contexts in which it works.

162, 163,
164, 165,
166, 173,
196, 371

Adding depth to the strategy and doctrine, the ICRC has numerous pieces of technical guidance that reaffirm the centrality of protection, whether or not protection is explicitly the subject. For instance, the Accountability to Affected People Institutional Framework describes the ICRC's protection-led, multidisciplinary approach to humanitarian response, and underlines how IHL and humanitarian principles provide the foundation for its work. The Institutional Framework on Internal Displacement is grounded in IHL and protection and situates the ICRC within a network of stakeholders protecting the rights of IDPs, including the UN Special Rapporteur on the Human Rights of IDPs, the UN Special Advisor on Solutions to Internal Displacement, and UNHCR.

Protection-specific policies include the ICRC Child Safeguarding Policy, which establishes guidance for protecting children and reflects the ICRC's commitment to accountability toward children and their families across all its activities and programmes. The policy reaffirms the ICRC's commitment to the "best interests of the child", bringing together principles from human rights and humanitarian action. The Professional Standards for Protection Work by Humanitarian and Human Rights Actors During Armed Conflict and Other Violence sets out a framework for response for protection actors, ensuring adherence to "the letter and the spirit of the relevant bodies of law, i.e. human rights law, international humanitarian law and refugee law".

The ICRC has established field-level mechanisms and initiatives to reinforce the implementation of its IHL-specific protection mandate in diverse contexts. These include bringing together field and headquarters staff to identify concrete measures, guidance on dialogue with authorities, and institutional approaches to emerging risks including digital threats. The ICRC provides legal advice to delegations, conducts staff training on issues such as child protection, and publishes technical guidance including the Professional Standards for Protection Work to promote coherent and consistent protection responses. Resolutions and frameworks adopted by the Movement further support reflection, learning, and programmatic adaptation in field operations.

Of survey respondents, 87% agreed that the ICRC places protection, including child protection and that of other vulnerable groups, at the centre of all operations through its systems and processes.

2.2.2 Analysis of protection and human rights/IHL issues is a central thread of the ICRCs needs and risk analyses. The Understanding People's Needs – Guiding Principles for Multidisciplinary Needs Assessments (MDNAs) document supports ICRC staff in the design of coherent, multi-disciplinary responses in alignment with the ICRC's core mandate and identified priorities, among which protection is core. The document details how to include protection concerns when capturing information to guide interventions. Staff at delegation level consistently confirmed that protection of and assistance to affected persons is the primary intended outcome for ICRC operations. This emphasis is reflected in the ICRC's risk analysis and needs assessment guidelines and monitoring tools.

Of survey respondents, 87% agreed that the ICRC promotes a needs-based approach through its operations and strategies.

2.2.3 The ICRC has a range of key guidance and good practice centred around the Geneva Conventions and a wealth of resources on addressing protection and human rights/IHL dilemmas in the midst of operations. Key guidance for the ICRC in respect of

protection and human rights dilemmas include Doctrines and the Geneva Conventions, which set the parameters of the ICRC's work. In 2025, the ICRC published an updated Commentary to the Fourth Geneva Convention, which includes a dedicated section on international human rights law, and sections on several transversal issues such as the gendered impact of armed conflicts, disability inclusion, and special care for children.

According to the Customary IHL Chapter 32, titled Fundamental Guarantees, human rights law applies at all times even though there are some derogations in some cases during a state of emergency. The chapter re-affirms that IHL and human rights law complement one another, working together to uphold and strengthen rules that apply not only during armed conflicts but in all contexts. The chapter provides tangible examples of the types of key dilemmas the ICRC may face, unpicking problems of upholding human rights in a conflict setting, and factoring in the do no harm approach to management of humanitarian operational delivery.

One of the ways in which the ICRC offers guidance and highlights good practice on IHL dilemmas to both internal/external audiences is through its flagship publication, *ICRC Reports on IHL and the Challenges of Contemporary Armed Conflicts*. These reports have been published every four years since 2003.

The ICRC's 'Protection Toolbox' is a centralised resource providing all staff with procedural and practical tools to effectively carry out protection work. The toolbox's guidance is categorised into six key areas: (1) Protection General; (2) Persons Deprived of Liberty; (3) Protection of Civilian Population; (4) Protection of Family Links; (5) Forensics; and (6) Protection Data. There is supporting materials to help field teams integrate the specific vulnerabilities of children, internally displaced people and migrants (including refugees) into their protection analysis and response, as well as guidance on specific issues such as the protection of healthcare and addressing sexual violence.

Another toolkit, developed in 2025 and launched in Q1 of 2026, helps delegations integrate a new technology/digital lens into their protection documentation, analysis and response, with a focus on the use of drones, cyber operations, connectivity disruptions and harmful information, and cross-cutting AI-related dimensions. The toolkit includes documentation guidance, institutional positions, speaking points and decontextualised examples of interventions to support bilateral dialogue with parties to the conflict and new stakeholders such as tech companies to address protection challenges related to new technologies and digital risks.

2.2.4 While ICRC has a wealth of information outlining its intersectional approach, including a range of guidance and policies centred on AAP and inclusive programming, capacity to deliver on all commitments can be lacking at field level.

Staff noted that although expectations were high, there were challenges in applying policies and guidance, especially in situations where the ICRC is the sole aid actor. In such cases, heavy reliance was placed on the judgement and capacity of field teams.

The ICRC's specific policies and frameworks outlining its intersectional approach include the Code of Conduct and associated policies; the Accountability to Affected People (AAP) Institutional Framework; the Inclusive Programming Policy; the Vision 2030 on Disability; the Sex, Age and Disability Data Disaggregation Framework; the Protection Doctrine; the Professional Standards for Protection Work; and the Strategy on Addressing Sexual Violence (2018-25).

Doctrine 49 outlines the ICRC's assistance policy in which unmet, essential needs are assessed through a two-step decision-making process. The first step is the identification

of priority groups based on their need for protection under IHL, vulnerability to discrimination (including risks linked to nationality, religion, ethnic origin, sex, gender, membership of a social group, political opinions, or other characteristics that may lead to arbitrary discrimination), as well as crisis severity and other factors. Once this is done, the second step is to determine most appropriate intervention, ensuring alignment with the ICRC's strategy and expertise and maintaining coherence across métiers. When drafting problem analyses for PFRs, the ICRC looks at all 'affected target populations' (ATPs), in defining ATPs. It adopts a diversity inclusion lens since "factors like gender, age, disability, and other diversity aspects may result in specific vulnerabilities within each group." The ICRC considers this approach an effective way to identify and reach the most vulnerable groups.

MI 2.2 Evidence confidence

High

MI 2.3: Organisation is set up to deliver gender outcomes, including at global level³

Score

Overall MI rating

Satisfactory

Overall MI score

3.17

Element 1: Dedicated policy statements seek to overcome gender inequalities, and to address sexual and gender-based violence.

4

Element 2: Gender indicators and targets including the IASC and OECD gender marker, and sex- and age-disaggregated data are fully integrated into the MO's strategic vision and corporate objectives, and systematically measured, from baselines to results.

3

Note: No adaptations made to the element but the assessment acknowledges the ICRC's status means that it may not specify IASC or OECD.

Element 3: An assessment of the gender context, including an overview of gender relationships and coping strategies of women, girls, men and boys is used to inform programme design.

3

Element 4: Programming supports gender equality in participation, leadership and access to resources, and guards against unintended result.

3

Element 5: Human, financial and training resources are available and used to address gender equality issues.

3

Element 6: Gender balance and participation is taken into account across all aspects of the programming cycle, including a systemic approach to disaggregated data, and key gender stakeholders are systematically consulted and participate, including in feedback mechanisms.

3

MI 2.3 Analysis

Evidence documents

2.3.1 The ICRC has a clear set of principles and guidance on gender equality, non-discrimination and addressing sexual and gender-based violence, and sees these as central to its values and mandate. The ICRC's Gender, Diversity and Inclusion Policy specifies that the principle of equality, including gender equality and non-discrimination, is grounded in international law and is central to the ICRC's values and the delivery of impartial, effective humanitarian action. Gender equality is seen as particularly important, both because of its universal relevance and because lessons learned in advancing gender equality can help inform efforts to address other forms of discrimination and inequality. The Gender, Diversity and Inclusion Policy provides an

61, 132, 136,
158, 159,
162, 163,
164, 165,
166, 172,
173, 259

³ Elements are in line with the guidance provided by the IASC Gender Handbook for Humanitarian Action

overarching framework for diversity and inclusion. Additional targeted strategies continue to be developed to remove barriers and strengthen the quality and accountability of humanitarian work.

The ICRC has incorporated a gender perspective into its mandate to work for the understanding, dissemination of knowledge and faithful application of international humanitarian law. This has entailed the development of legal and policy recommendations to promote non-discrimination, notably in the updated ICRC Commentaries to the Geneva Conventions and two legal reports: Gendered Impacts of Armed Conflict and Implications for the Application of International Humanitarian Law (2022), and IHL and a Gender Perspective in the Planning and Conduct of Military Operations (2024).

The ICRC has consistently prioritised addressing sexual and gender-based violence (SGBV) in armed conflict and other situations of violence, guided by its 2018–2025 strategy. This framework promotes a survivor-centred, multidisciplinary approach that integrates prevention, risk mitigation, and response via comprehensive care, community engagement, and respect for IHL. Successive Special Appeals on Sexual Violence have reinforced and refined this commitment. The 2019 Appeal sought CHF 26.9 million to consolidate prevention and response efforts across delegations. In 2020, CHF 20.9 million was requested to further integrate SGBV interventions into broader programmes and reduce stigmatisation. The 2021 Appeal strengthened timely, appropriate care by embedding responses within health, protection, and livelihood activities. The 2022 Appeal reaffirmed a holistic approach, emphasising community engagement and dialogue with weapon bearers. The 2024 Appeal updated objectives to improve inclusion of under-recognised groups and ensure accessible, context-specific support. Together, the strategic focus and the Appeals reflect the ICRC's sustained commitment to addressing gender equality and non-discrimination and of preventing and responding to sexual exploitation, abuse and harassment (SEAH).

Of survey respondents, 78% agreed that the ICRC seeks to overcome gender inequalities and address sexual and gender-based violence through its operations and strategies, where these intersect with protection risks and access to services, and through promoting understanding and application of International Humanitarian Law obligations.

2.3.2 The ICRC has a range of guidance designed to ensure the consistent collection, analysis, and use of disaggregated data, and to use this to inform programming, prioritisation and accountability. The Sex, Age and Disability Data Disaggregation (SADDD) Framework provides guidelines to ensure consistent collection, analysis, and use of disaggregated data across the ICRC. Its purpose is to inform programme policies, improve prioritisation, enable inclusive programming, enhance accountability to affected people, and demonstrate to donors that appropriate mechanisms exist for identifying priority groups. Disaggregation by sex, age, and disability yields essential information about population diversity, allowing programmes to identify groups such as older people, boys, and girls, and determine whether they have specific needs. The ICRC has established minimum requirements for the types of data to be collected. It has harmonised its handling of data to enable enhanced analysis within programmes and across departments at national, regional, and global levels. Additional granularity is applied when a programme requires it or when data is collected at the community, household, or individual level, ensuring insights are context-specific and actionable.

Figure 3. Minimum disaggregation requirements

DATA TYPE	MINIMUM DISAGGREGATION
Sex	Male, Female, Other.
Age	0–4 (59 months), 5–17, 18–49, 50+ Additional harmonized categories for certain ICRC programmes.
Disability	The prevalence of people with and without a disability in a community. This information may come from primary or secondary sources. The questions in the <i>Washington Group Short Set on Functioning</i> ² provide the minimum level when more granularity is needed.

Source: ICRC Sex, Age and Disability Data Disaggregation Framework, April 2023, [link](#)

The ICRC's current strategy requires the integration of affected populations' concerns into operational responses and digital transformation efforts. It specifies under Strategic Objective 5.2 that the organisation is committed to using SADDD data to enhance the relevance and effectiveness of its response.

An example of how the SADDD framework will be operationalised across programming can be seen in the Myanmar PfR 2026. In the PfR, the delegation outlines its aim to integrate SADDD into 80% of new programme templates and expand micro-social analysis to strengthen understanding of community dynamics. Through these measures, the delegation aims to ensure that support to conflict-affected communities is more accountable, inclusive, and responsive to community feedback. These efforts will be further strengthened through the finalisation of Standard Operating Procedures (SOPs) across four programmes and a continued focus on inclusive programming that reflects the diverse needs, identities, and vulnerabilities within communities.

2.3.3 The ICRC has an Inclusive Programming Policy to ensure that gender context, including an overview of gender relationships and coping strategies of women, girls, men and boys, informs programme design. The Inclusive Programming Policy outlines the ICRC's position and commitments to addressing gaps identified in recent evaluations of operational practices. Rooted in the fundamental principles of humanity and impartiality, and the principle of non-discrimination, Inclusive Programming requires understanding and responding to the risks, vulnerabilities, and capacities of individuals and communities, consistent with IHL and human rights law.

The ICRC commits to:

1. Ensuring that context and needs analyses consider the diversity of affected people and the social power dynamics influencing their experiences, including gender, age, and disability, in annual planning and specific programmes.
2. Designing programmes to ensure meaningful and dignified access for all affected people, addressing barriers such as physical, economic, social, or cultural accessibility, discrimination, and lack of information.
3. Ensuring the meaningful and dignified participation of affected people, in all their diversity, throughout the programme lifecycle.

4. Disaggregating data at least by sex, age, and disability, as well as other contextually relevant diversity factors, and analysing and using these data to inform programmes.
5. Monitoring and evaluating programmes to capture whether potentially vulnerable or marginalised groups have benefited from and are satisfied with the ICRC's response.
6. Monitoring the implementation of all the above commitments.

The policy outlines gender as a socially determined aspect of identity relating to masculinity and femininity, which is not binary. The Planning for Results Drafting the Problem Analysis document also takes gender into account: the problem analysis approach includes identifying how a situation affects specific population groups and how these groups are perceived by those involved in the conflict.

The ICRC's AAP Institutional Framework includes an explanation of the roles that culture, gender, age, disability or sexual orientation play in community structure and power dynamics. It clarifies that humanitarian action should be informed by an understanding of how gender, age, or disability intersect with societal and household power structures. Conflict and violence may shift these dynamics, creating specific risks, while other factors such as ethnicity, religion, nationality, migrant status, class, health, caste, and sexual orientation also influence people's social position and vulnerabilities.

2.3.4 While evidence is limited, the ICRC has mechanisms to support gender equality in participation and leadership, in line with its mandate.

In terms of supporting gender equality in participation and leadership within the organisation, the ICRC's Institutional Strategy Implementation Plan includes gender, diversity and inclusion objectives under its strategic orientation 8 to enhance skills, trust, cohesion and responsibility. In terms of specific activities to promote gender equality, one staff member reported on a regional initiative, identifying women in the talent pool and tailoring training programmes to bring them into management positions.

2.3.5 As financial and human resources are increasingly limited, gender equality issues remain important but are addressed through the more limited lens of IHL promotion. In the diplomatic delegations, staff noted that issues like gender and climate remain important, but that the ICRC's refocus, and downsizing have meant that there is less dedicated staff time available for these issues. In essence, the refocus means that gender issues are approached more narrowly, explicitly through the lens of the ICRC's IHL promotion work. As such, the ICRC remains engaged on the 'women, peace and security agenda'. One staff member stated that "we speak on the issue, we work with the actors that care about it and we work on language... we participate in events when we're invited, but we keep to that". The ICRC's annual Special Appeal on Addressing Sexual Violence outlines to donors the financing necessary for the activities and priorities for addressing sexual violence. The appeal covers activities that specifically address sexual violence and standalone initiatives as well as activities integrated within broader ICRC programmes. While the appeal highlights priority areas for funding, the ICRC encourages contributions without further earmarking, allowing the organisation flexibility to allocate resources where they are most needed.

2.3.6 Gender balance and participation are incorporated throughout the programming cycle, with attention paid to the importance of disaggregated data. The ICRC recognises that gender and other diversity factors influence humanitarian needs and access to its services and has included it as a cross-cutting issue in its 2024-

27 Institutional Strategy. The strategy aims to strengthen internal capacity to analyse, innovate, and address diversity-related concerns by integrating a gender perspective and promoting inclusive humanitarian action. Other key frameworks facilitating gender balance and participation include the Sex, Age and Disability Disaggregation Framework, Inclusive Programming Policy, ICRC Gender, Diversity and Inclusion Policy.

The AAP Institutional Framework (2019) makes reference to the importance of gender and emphasises the need for programming to remain flexible. Staff are expected to engage continuously with communities throughout operations to assess whether their needs are being met and to determine if additional or modified activities are necessary. The framework also has a typology of participation whereby the goal is to work towards levels of participation where humanitarian responses can be co-designed. The AAP Institutional Framework references a 2018 evaluation of diversity, inclusion, and AAP in ICRC operations that identified gaps. The ICRC's Institutional Strategy (2019-22) provided guidance to ensure that people affected by armed conflict and other violence perceived the organisation as open, accessible, and responsive to their views. The evaluation noted that the ICRC had consulted local leaders more systematically than communities when setting operational priorities, which risked replicating patterns of exclusion. Delegation level staff (see Element 2.2 above) continued to report that the capacity to engage with all marginalised groups could be lacking when the ICRC is the only aid actor.

The ICRC considers that it is making progress on collecting and reporting disaggregated data. This is evidenced most recently in the mapping of disaggregated indicators across key programmes, updates to the ICRC's georeferencing tools to provide population estimates by disaggregated categories, and the availability of disaggregated data for selected health and essential services activities. It demonstrates that gender and diversity considerations are actively informing planning, monitoring and reporting.

MI 2.3 Evidence confidence

High

MI 2.4: Organisation is set up to deliver results on global commitments for the environment and climate change⁴

Score

Overall MI rating

Satisfactory

Overall MI score

3.00

Element 1: Dedicated policy statements on environment and climate change available and showing evidence of application.

3

Element 2: Commitments on environment and climate change are delivered by empowering and investing in local action.

3

Element 3: Appropriate and informed investments are made in climate and disaster risk management. ICRC has a Framework for the Integration of Climate Risks into operations and a practical guide for delegations.

3

Element 4: Recovery from crises and shocks includes efforts to green and promote a more resilient future.

3

Element 5: Environmental protection mechanisms and climate adaptation are part of programming systematically.

3

Element 6: The organisation is promoting efforts to green its own operations.

3

⁴ Elements are in line with the guidance provided by the IASC Key messages on climate change, humanitarian action and COVID-19

MI 2.4 Analysis	Evidence documents
2.4.1 While the ICRC has a range of policy documents, guidance and commitments focused on the environment and climate change, it has limited capacity for implementing and measuring outcomes of these at field level. The ICRC's policy documents on environment and climate change include the ICRC's Plan of Action for Implementing Climate and Environment Charter for Humanitarian Organisations (2021-2021); a Framework for the Integration of Climate Risks into ICRC Operations (2023-25); and a Climate, the Environment & Conflict brief (2025). Its Framework for Environmental Management in Assistance Programmes (2009) remains a key internal document on environmental impacts and mitigations. Key guidance has been shared across the organisation on efforts to integrate climate risks into programmes through the use of transversal climate and environmental indicators, EcoSec indicators, and WatHab indicators, alongside guidance to delegations on minimising carbon emissions and broader environmental impacts. The ICRC also promotes environmental protection as part of its mandate to work for the understanding, dissemination of knowledge and faithful application of IHL. This has entailed the development of legal and policy recommendations urging warring parties to prevent environmental damage in conflict, notably through the ICRC Guidelines on the Protection of the Natural Environment in Armed Conflict and associated influencing work. The sector-wide Climate and Environment Charter for Humanitarian Organisations aim to inspire and guide collective action to address climate and environmental crises, especially for those most affected. It draws on international frameworks including the Paris Agreement, the Sendai Framework for Disaster Risk Reduction, and the Sustainable Development Goals, as well as relevant international law, including human rights, humanitarian, and environmental law. It also complements established humanitarian standards, including the Red Cross and Red Crescent Code of Conduct, the Core Humanitarian Standard on Quality and Accountability, the Professional Standards for Protection Work, and the Sphere Handbook. The ICRC and IFRC co-lead the Charter's development in consultation with the humanitarian sector and sit on the Board of its Secretariat. The Charter outlines seven key commitments. The first emphasises supporting communities in adapting to the effects of climate and environmental crises, and the second improving the environmental sustainability of humanitarian operations. The subsequent four commitments describe how these goals will be pursued, including through expanding knowledge, promoting local leadership, fostering joint action, and leveraging influence. The final commitment calls for establishing concrete targets and action plans that detail how the Charter will be put into practice. The Plan of Action (2021-24) outlines how the ICRC aims to translate the Charter and its specific commitments into practice. Progress against the plan of action was reported on in 2023 as part of an ongoing evaluation. The evaluation highlighted the substantial achievements accomplished within a limited timeframe and with available resources. Numerous outputs were completed, with some contributing to early outcomes, reflecting the expertise and dedication of the teams involved in plan of action activities. The team also identified limitations within the plan of action that complicate its evaluation, communication, and implementation. An updated Plan of Action to cover the period 2025-27 was approved in early 2026. This document was not available during the	58, 133, 174, 175, 176, 177, 179, 180, 181, 183, 184, 185, 186, 187, 188, 189, 190, 268, 358, 449, 521

evidence collection for this MOPAN assessment, but the ICRC told the assessment team that it recommits the ICRC to meet its climate and environment targets.

2.4.2 At the field level, the ICRC's engagement on environment and climate change is undertaken through its humanitarian programming, policy and legal work, and agreements with Movement partners. The Framework for the Integration of Climate Risks into ICRC Operations 2023-2025 provides a structured approach to integrating such risks, complemented by guidance for delegations preparing their PfR's. The guidance includes technical annexes detailing climate-smart programming and more specific advice for programmes and departments. Other key documents include Climate, the Environment & Conflict brief, which outlines how the ICRC tries to leverage its influence and expertise to address gaps in climate adaptation, as well as the ICRC's public position on Climate Change, Armed Conflict and Other Situations of Armed Violence. The internal 'Monitoring ICRC climate policy engagement 2024-26' captures the ICRC's climate policy engagements.

the ICRC engages on policy issues with a broad range of relevant stakeholders and is also part of a Coalition for Climate Action in Conflict and Fragile settings with multilateral development banks, think-tanks and humanitarian organisations, of which it was an initial co-convenor with ODI and the World Bank. A range of policy publications on climate are available on the ICRC's website, some authored with other organisations. For example, the policy report 'Weathering the Storm', based on case studies conducted in the Gaza Strip, northern Mozambique, and eastern Niger between October 2022 and July 2023, has been influential in informing the ICRC's understanding of actions on climate resilience. Combining the ICRC's operational experience and scientific literature, the report highlights that it is possible to strengthen the resilience of communities to climate risks and environmental degradation in conflict-affected settings, but doing so requires a concerted effort by humanitarian, development and climate actors.

At delegation level, interviewees consistently stated that while climate related guidelines and policies are in place, the application and measurement of these are inconsistent due to staffing and funding cuts, which have a number of knock-on effects. One is that each staff member has more on their plate – more 'cross-cutting' issues to attend to and less time to do so. **Environmental safeguarding was one of the issues that interviewees found hard to get traction on with reduced capacity.** Interviewees generally indicated that attention to these cross-cutting issues had been more consistent prior to recent cuts, and that reduced staffing and funding are widely perceived to have contributed to the current gap between policy and practice.

The commitment matrix of the ICRC's Plan of Action for the Climate and Environment Charter 'includes the following provisions:

- Embracing the leadership of local actors and communities
- Increasing the ICRC capacity to understand climate and environmental risks and to developing evidence-based solutions
- Working collaboratively across the humanitarian sector and beyond to strengthen climate and environmental action
- Using ICRC influence to mobilise urgent and more ambitious climate action and environmental protection
- Developing targets for and measuring progress of the implementation of the ICRC's commitments.

At the 34th International Conference of the Red Cross and Red Crescent in 2024, the ICRC and IFRC proposed Resolution 4, “Enabling local leadership, capacity and delivery in principled humanitarian action and strengthening resilience”. The resolution called for a better understanding of localisation and locally led action within the Movement and highlighted the critical role of local actors, particularly National Societies, in leading and delivering humanitarian responses. This includes work on disaster risk reduction and climate adaptation, such as early warning and early action, where local presence and knowledge are essential. The adoption of the resolution demonstrates the ICRC’s and the wider Movement’s commitment to advancing local leadership in addressing critical global challenges in the humanitarian sector, including environmental risks and climate change. The resolution calls on the ICRC, as a component of the Movement, to strengthen locally led humanitarian action by building equitable, long-term partnerships with National Societies and other local actors, supporting their leadership, participation and capacity. It also emphasises the need to create enabling conditions for local actors.

2.4.3 From 2022 to 2024, the ICRC invested in climate change through its Climate and Environment Transition Fund (CETF), a multi-year initiative which in 2025 was replaced by an annual Climate and Conflict Special Appeal. The first of these (expected) annual fundraising initiatives was launched in September 2025, aiming to finance the ICRC’s CHF175 million budget for its climate and environment commitments. How much of the required budget was raised by this Appeal was not known at the time of this assessment, but the ICRC’s overall funding shortfall in 2025, which continued in 2026, is also affecting the organisation’s capacity to implement its climate-related commitments.

The CETF and the 2025 Special Appeal share the same objectives: to reduce the ICRC’s environmental footprint by accelerating the use of cleaner energy, improving energy efficiency, and promoting sustainable practices; and to make humanitarian operations more climate-smart by integrating climate and environmental risk considerations into all programmes and strengthening the resilience of affected communities to shocks. These objectives support the ICRC’s Plan of Action commitments under the Climate and Environment Charter for Humanitarian Organisations, including halving carbon emissions by 2030 relative to 2018 levels and ensuring that climate and environmental risks are systematically incorporated into all programmes by 2025. The ICRC is also engaged in a coalition for climate action in humanitarian settings with multilateral development banks, think-tanks and humanitarian organisations including UNHCR, WFP, OCHA and Mercy Corps, co-chaired by UNHCR and the Green Climate Fund.

The ICRC relies on expertise from the Climate Centre – an IFRC Global Reference Centre – to support climate-smart programming across delegations and to provide scientific and sector insights. Since 2020, the Climate Centre has been supporting the ICRC through three workstreams: 1) capacity-building (knowledge surveys, training and awareness raising); 2) climate action planning (diagnosis of operations, strategic planning, development of institutional tools); and 3) a helpdesk that can support anyone in the ICRC with a climate-related question or require other assistance.

The ICRC has developed a general Framework for the Integration of Climate Risks into ICRC Operations (2023), with support from the Climate Centre. The framework sets out the organisation’s approach and objectives for climate action and includes a practical guide for delegations preparing their Planning for Results. It. The guidance is

detailed and includes the cross-cutting steps, tools, and approaches needed to foster an environment that supports climate risk integration, with a focus on management teams. There is an annex with technical guidance directed primarily at coordinators, which presents a framework for climate-smart programming, including indicators, actions, and tools relevant to specific ICRC functions, programmes, and departments. A review in 2026 will look at how process indicators are taking hold. However, capacity in headquarters to oversee this was reduced in 2025, from two posts to one.

2.4.4 The main objective of integrating climate risk into ICRC operations is to reduce the exposure of communities and programmes to climate hazards while remaining accountable to affected populations. Communities are increasingly concerned about the impacts of climate change on their livelihoods, health and safety, emphasising the need for targeted support. Climate-informed programming allows the organisation to provide sustainable humanitarian assistance to populations affected by both climate change and conflict.

Key elements include:

- Understanding the climate in the ICRC's operational contexts using field data and research, including common climate-related hazards, exposure, vulnerability and the interaction between climate and conflict.
- Adapting programmes and operational capacity to manage climate risks through climate-informed planning, anticipatory measures and emergency preparedness.
- Building organisational capacity including human resources, funding, partnerships and training.
- Collaborating with other organisations on climate adaptation to innovate, scale up and connect solutions.

Monitoring and evaluating progress to improve programme quality, guidance and sector standards.

2.4.5 Environmental protection and climate adaptation are part of systematic programming. The ICRC Plan of Action to fulfil its commitments under the Climate Charter has as a key focus areas the integration of climate and environmental risks into ICRC programmes. The targets of the Plan of Action are actualised through the Framework for the Integration of Climate Risks into ICRC Operations. There is a commitment to identify, strengthen and scale-up existing activities that contribute to climate change adaptation or mitigation, and develop new activities. The document has a commitment matrix that includes adaptation and utilising partnerships to unlock stronger climate adaptation and climate finance for the most vulnerable. The ICRC have developed and operationalised a Framework for the Integration of Climate Risks into ICRC Operations (2023).

Of survey respondents, 60% agreed that the ICRC promotes environmental resilience and sustainability and addresses climate change through its operations and strategies, where these intersect with protection risks and access to services, and through promoting understanding and application of International Humanitarian Law obligations.

The ICRC approach includes efforts to promote a more resilient future for communities. Climate-smart programming is a central concept in the Framework for the Integration of Climate Risks into ICRC Operations. It involves using all available climate and weather information, including short-term trends, seasonal forecasts, and long-term projections, when designing, adapting, and implementing programmes. The

aim is to ensure activities reduce long-term climate risks and vulnerabilities, including extreme events, so that programmes do not increase future risks for communities. Where possible, climate-smart programming also helps communities prepare for, anticipate, absorb, and adapt to climate shocks and long-term changes.

In addition to Climate smart, the framework has three other levels of climate risk integration:

- Climate aware: Using past and current weather data to reduce immediate impacts of climate hazards, without incorporating long-term projections.
- Climate blind: Does not use climate or weather information even though it could affect programme outcomes, often due to limited capacity or knowledge.
- Climate exempt: Climate and weather information is not used because it is considered irrelevant or not a priority for the activity or location. This level is revisited annually using the corresponding Planning and Monitoring Tool (PMT) indicator to see if it still applies in the given intervention. The ICRC informed the MOPAN assessment team that this category is no longer in use (from 2025) and will be removed from the updated framework under development.

The reference document on the Water and Habitat (Wathab) Unit's climate adaptation and mitigation measures presents a selection of Wathab projects completed over the past decade that have incorporated adaptation or mitigation measures to climate and geophysical hazards in humanitarian operations. It highlights practical examples of how adaptation and mitigation measures have been integrated into assistance projects. Examples of adaptation measures by hazard type include:

- Protection from cyclone damage: Improving Pond performance in Rakhine State, Myanmar
- Wildfire preparedness: Fireproofing shelters in Lugansk/Luhansk, Ukraine
- Upgrading shelters to withstand extreme heat: Tent shading in Iraq and improving the thermal performance of a physical rehabilitation centre in Mali
- Flood protection measures: Improving the water supply system in Myanmar, Sudan and Jordan
- Resilience to erosion and landslides: Preserving essential infrastructure to reduce vulnerability in Burundi, Yemen and Lebanon
- Tackling water scarcity: Ensuring sustainable access to water and managing demand in the Middle East and Africa
- Earthquake-resilient construction (geophysical hazard): Building an earthquake-resilient physical rehabilitation centre in Myanmar.

ICRC publications illustrate the organisation's adaptation efforts across a range of countries and thematic areas. In the Philippines, the focus was on detention and climate impacts in *Prisoners of Climate Change*. In Yemen, the organisation addressed economic security and livelihoods through *Honey and Hope: Securing Yemen's Beekeeping Livelihoods*. In Niger, the emphasis was on climate resilience in humanitarian action, while in Mali, cash-for-work projects were used to support climate resilience, as detailed in *The Double Benefit of Cash-for-Work in Climate Resilience Projects*. In Somalia, anticipatory action initiatives were highlighted in *Ahead of the Storm: ICRC's Innovative Forecasting in Somalia*, and in Mozambique, work on water access during conflict was documented in *Strengthening Access to Water Amidst Conflict in Cabo Delgado, Mozambique*. These and other publications demonstrate the

ICRC's ongoing efforts to integrate climate adaptation measures into its humanitarian operations.

2.4.6 The ICRC is working to green its own operations, but this is affected by diminishing resources for delivery. The organisation has signed up to the Climate and Environment Charter for Humanitarian Organisations, and its Plan of Action commits it to a target of reducing its greenhouse gas emissions by 50% by 2030. The Environmental and Decarbonisation Roadmap serves as the ICRC's 'how to' guide to reach that target and to reduce its environmental footprint. After outlining the brief history of the ICRC's climate and environment actions, the roadmap sets out three environmental focus areas: reducing the ICRC's greenhouse gases emissions, reducing and treating waste generated by ICRC activities, and integrating sustainability principles into the organisation's supply chain.

The ICRC aims to strengthen its environmental policies and practices by increasing energy efficiency, decreasing reliance on fossil fuels, minimising and properly managing hazardous waste in the field, and requiring suppliers to adopt higher environmental standards. The action plan outlines how the ICRC plans to do this from 2021 onwards. Key activities include improving energy efficiency in ICRC premises through the Sustainable Delegation Process, transitioning from fossil fuels to renewable energy such as solar, reducing staff energy consumption, and greening the supply chain.

The progress report on the action plan outlines that progress has been uneven, with some initiatives complete or close to completion and others delayed or adapted due to operational contexts.

MI 2.4 Evidence confidence

High

Operational Management

KPI 3: The operating framework and human and financial resources support relevance and agility

KPI 3: The operating framework and human and financial resources support relevance and agility	KPI score
Highly satisfactory	3.59

Communication between headquarters and delegations is open and regular. Weekly meetings and monthly and quarterly reporting inform the planning and preparation work for annual Planning for Results (PfR) processes and align with Regional Strategic Frameworks. Within the ICRC's organisational structure, the Operations Directorate plays an important role with the Regional Directors and teams of Operations Coordinators, to ensure overall oversight, including collaboration across borders and within regions. In addition, diplomatic delegations are established in relevant capitals to ensure communication with regional bodies of strategic importance to the ICRC's work. This positions the ICRC well to make appropriate planning and resourcing decisions in line with its mandate, overall organisation strategic directions and policies, and global commitments.

Both headquarters and regional levels are currently being streamlined. The majority of support services, such as IT, financial overview and administrative and HR functions have been moved to Global Shared Services hubs, allowing field delegations more time to focus on field operations and the organisation to be more cost efficient.

The ICRC's specific funding model, where funds are pre-approved, provides the organisation with the capacity to engage immediately in any given context, and to trigger or scale-up delivery of activities when

and where needed. However, evaluations and other lessons-learning suggest that this capacity has not always led to timely deployment in every context.

Fundraising activities are centralised at headquarters and diplomatic and operational delegations support with updates and context for donors. The ICRC's capacity to diversify its fundraising base appears to be growing, but states continue to be its main source of funding (83% of total funding in 2024, and 76% in 2025). Diversification is becoming both more important and more challenging in the current funding landscape of contraction in traditional humanitarian funds. Processes to monitor disbursements are nascent and require reinforcement.

The ICRC's internal financial crisis in 2023 resulted in significant and precipitated staff cuts across the organisation, during which many experienced staff members left the ICRC. The consequences are still felt, with enduring challenges of maintaining a sufficient pool of ready-to-deploy personnel with the right balance of experience and agility and retaining the necessary skills and training levels across the organisation. The ICRC is investing in strong leadership at delegation level and in major crisis contexts, both for international and local staff, including incorporating more National Society staff from selected National Societies into the ICRC's roster for deployment in emergencies as a means to expand capacity and expertise at pace. Measures are in place for rotation to mitigate heavy staff turnover, especially in hardship duty stations, but the ICRC recognises that it is unable to eliminate the risk of human resource gaps overall.

There is a strong focus on training and professional development for staff generally. All staff, regardless of seniority or type of contract, undergo yearly performance assessments that include procedures to deal with under-performance and cases of sexual exploitation and abuse, and sexual harassment. In cases of under-performance, Performance Improvement Plans (PIPs) are used. Duty of care, particularly around safety and security of staff, is prioritised, especially in high-risk environments.

The ICRC has sufficient capacity for fit-for-purpose procurement in many settings, including crisis contexts, ensuring that local procurement is used where possible. The organisation has policies and standard operating procedures that define and govern local versus global procurement including anti-fraud and anti-corruption measures.

The ICRC has strong internal information systems to enable efficient operations, and it has appropriate data protection measures in place. Where deemed possible, there are shared operations and collaborative approaches with Movement partners – as outlined in the Seville Agreement – but the degree of their effectiveness varies. The extent to which collaborations enhance efficiency and drive greater cost-effectiveness is not clearly evidenced.

Adaptive management techniques are deployed to respond to high-risk and fast evolving contexts. The ICRC has learned key lessons from the 2022 data breach crisis and from recent conflict contexts where its preparation was not optimal. The ICRC has criteria in place to guide resource trade-off decisions and prioritise the greatest needs, ensuring that decisions are context appropriate. It effectively employs the Three Lines model and has appropriate internal control frameworks in place.

The ICRC has clear criteria in place to determine whether to surge or scale up in response to new or escalating emergencies. Surge and scale-up responses are supported by a well-functioning back-up expert surge mechanisms and simplified procurement, logistics and other administrative measures. Dedicated funding windows are set aside for anticipatory action and major contingencies, and there is evidence of testing of innovative funding mechanisms for operations, including emerging crises. The ICRC has some guidance on transitioning out of surge/scale-up processes and returning to regular operations, which is closely linked to its most recent Institutional Strategy and prioritisation processes initiated in 2025.

MI 3.1: The organisational structure, including decentralised approaches, is set up to deliver context-appropriate results	Score
Overall MI rating	Highly

	Satisfactory
Overall MI score	4.00
Element 1: The organisational structure, including decentralisation, helps enable appropriate planning and resourcing decisions, in line with overall organisation strategic directions and policies, and global commitments	4
Element 2: Regional structures/offices enable collaboration across borders and appropriate engagement with regional issues and bodies, and provide appropriate oversight of field operations	4
Element 3: Decision making authority is delegated sufficiently to empower staff, with safeguards to ensure that global organisational policy, guidance and international commitments are respected	4
Element 4: Field level operations and contextual issues are fed back into organisational policy, standard setting and systems, and into global policy work	4
MI 3.1 Analysis	Evidence documents
3.1.1 The ICRC's organisational structure is highly decentralised, with some exceptions including the Resource Mobilisation Division (REM). Support services are largely delocalised. Field delegations propose and implement operations and programmes based on their own assessment and analysis of their specific context, thus providing the most relevant humanitarian response. At headquarters level, the six existing Directorates, as of July 2026, have been reduced to four (MMP and PAC will be absorbed into the others, while SDT and OPS are not changing). This is in line with the recentred focus on the ICRC's core mandate and its Institutional Strategy 2024-27. This follows a decade of rapid expansion both at headquarters and in the field, deemed financially unsustainable in the current funding environment. The ICRC has reduced the size and geographic footprint of intermediary levels of management to support its decentralised organisational model. It has reduced travel from headquarters for non-emergencies and is managing expectations for field-funded headquarters travel. This reinforces its commitment to creating a fully capacitated and decentralised operational model with its resourcing practices. <i>85% of respondents to the MOPAN survey agreed that the ICRC can make critical strategic or programming decisions in-country.</i> The ICRC is in the final stages of a long-running process, started in 2015, of delocalising as much of its support services as possible, including travel, leave, employment and supplies contracts, financial monitoring and reporting, oversight and due diligence, IT services, information management and related aspects. These support services are integrated into the Global Shared Services (GSS). GSS has three hubs in Manila, Nairobi and Belgrade, and a small team at headquarters in Geneva, allowing GSS staff to be available around the clock ("follow the sun" model) to respond to requests regardless of time zone. The GSS division provides agility for field operations and frees up time otherwise spent on administrative tasks. Interviewees found that this approach has to lead to efficiency gains, as more work taken on by GSS means more time available for field staff for humanitarian work (standardisation and simplification enables two full time GSS staff to do the same admin work that would have required four field-based accountants) and more resources can go to operations. The assessment team found examples of such agility in the rapid closure of the ICRC's Mauritania and Niger delegations, with the finance aspects of the close-down taking place completely remotely.	23, 32, 99, 103, 111, 120, 150, 159, 224, 261, 265, 298, 317, 319, 324, 328, 338, 339, 340, 346, 348, 349

Across its instructions and guidance documents, the ICRC recognises the “triple effect” of the proliferation of armed conflict, the global decline in predictable humanitarian funding, and non-compliance with and overly permissive interpretations of IHL across the globe. To continue operating in these circumstances, the organisation has adapted its funding structure to prioritise AAP and ‘doing the most good’. This is translated into a high prioritisation of “Category 1” operational delegations (DRC, Israel and the Occupied Territories, Myanmar, South Sudan, Syria, Ukraine and Yemen). All other operational delegations must change and reduce operations (following a comprehensive review). This has led to full closures in some cases and reduction in staff and programmes in other. Some of the Deputy positions, both for red line (line management) and blue line (functional or technical reporting lines) have been removed. In Category 3 delegations, all direct protection and assistance services are reduced or stopped, within a timeline of three to six months and at the latest before the end of 2026. In protracted conflict contexts such as Colombia, considerations are based on a review of the programmatic model, scope of activities, geographic set up and internal architecture, to ensure maximum efficiency and synergies in line with the institutional strategy and priorities. As this categorisation was introduced as a prioritisation framework for the PfR planning process 2025, it is too early to assess efficiency effects. However, across interviews with ICRC staff, this approach was welcomed as an essential support to decision making.

3.1.2 The Regional Hubs do not have decision making authority but serve as oversight of and support to the delegations’ stated operations and programmatic priorities.

Regional hubs provide support to delegations in the form of support services, training centres and logistics centres in addition to selected thematic expertise (such as IHL, Prison System Advisors, Forensics) depending on the focus and requirements of the region. Each delegation contributes as part of their budget to the costs of these regional positions and services and can draw on their support when required. As part of the ICRC restructuring, delegations can draw down from regional positions and capacity to create greater shared management structures. The ICRC is in the process of reducing the Regional Hubs and Global Hubs to five and three respectively, but it is too early to assess what impact this will have on streamlining resources.

Senior management, at headquarters and in the field, support the planning alignment to the institutional strategy, and receive, for example, instructions from Geneva on adjustments to strategic direction and priorities, which delegations then adapt to field realities, leading when necessary to a refocusing of operations and adjustments to roadmaps.

Within the ICRC’s organisational structure, it is the role of the Operations Directorate, the Regional Directors and their regional teams of Operations Coordinators, to ensure oversight of the operations of delegations, including collaboration across borders and within regions.

This regional coordination role is crucial in supporting operations with strong cross-border dimensions, such as South Sudan and Sudan, Colombia and Venezuela, Thailand and Cambodia, Myanmar and Bangladesh, to ensure optimal cross-border collaboration.

Across the ICRC, Heads of Delegation have a significant amount of autonomy and are expected to maintain communication with neighbouring structures, with their Operations Coordinator kept in the loop. Field structures enable local direct planning with Movement partners (National Societies, Participating National Societies and IFRC) and other

humanitarian actors, as well as the coordination of cross-border activities with other delegations.

In addition to the Operations Coordinators, oversight is achieved through quarterly updates from the field structures: red line (structure) and blue line (thematic) managers report on agreed indicators from the PMfR structures and provide a narrative summarising what they have delivered during the previous quarter compared to plans and targets. Quarterly MfR reports are discussed at directorate level and then a townhall is organised for each delegation to provide feedback and follow-up at country and/or regional level, if required.

Operational delegations and their field structures are established with the intention of providing as much proximity to the conflict and affected population as possible in armed conflict contexts. Alongside these are diplomatic delegations in strategic capitals, ensuring proximity to regional bodies: Brussels for the EU and NATO; Washington for the Organisation of American States and more recently the World Bank and the Inter-American Development Bank; Addis Ababa for the AU; Jakarta for ASEAN; and a New York delegation for the UN. **These diplomatic delegations provide the proximity and access to regional bodies identified as key to supporting ICRC operations through exchanges and influencing efforts, elevating policy positions and global commitments to which the ICRC adheres and sometimes leads.** Examples include the AU for the implementation of the Kampala declaration on internally displaced populations, and NATO for positioning on the importance of IHL in the context of the impact of great power rivalry on conflict patterns and behaviour.

To streamline operations, the ICRC is in the process of aligning its data and budgeting structures between headquarters and field operations to allow for greater cross-team and cross-departmental collaboration. It plans to fully merge planning and budgeting by the end of 2026, with four-year planning and two-year budget cycles.

3.1.3 Decision making authority is sufficiently delegated. The ICRC's decentralised organisational model is appropriate to its mandate. It centres on the workforce being in proximity to the area of operations and delegates authority to empower field staff.

Training and tools are provided to allow field staff to make well informed decisions and take responsibility for the implementation of the activities that they have developed based on their on-the-ground assessments. Evidence from interviews at field delegation level across regions support the finding that teams are empowered across structures and métiers, while there are safeguards in place to ensure that ICRC-wide guidance and commitments are respected. These safeguards include regular exchanges with Operations Coordinators and métiers in addition to regular reporting through the PfR system.

3.1.4 Feedback loops and moments for exchange exist between the headquarters and the field, and between delegation management at capital level and its field structures. Feedback opportunities take the form of weekly meetings and monthly and quarterly reporting and are part of planning and preparation work for the APM and PfR processes.

Other opportunities include high-level meetings with leadership from Geneva (Director of Operations, President, Head of Protection, Director General) although staff report that these are less frequent and mainly to the most operationally active delegations. Delegations prepare the briefing content in coordination with the headquarters' Policy team. The latter brings in information from across other delegations and works to ensure that each opportunity to mobilise on a certain context is well prepared and helps the ICRC advance its efforts to uphold international standards and law as well

as further its policy and operational priorities. Examples from interviews include the delegations of Paris, London, Lebanon and Colombia.

Global or regional initiatives mostly originate from the field. Past examples include the standard setting process for the Missing and their Families; and Healthcare in Danger on the protection of the medical mission. The current IHL initiative launched in 2025 is translated at field level as an opportunity not just to galvanise support from countries but also as a way of opening up discussion on IHL and why certain countries are no longer respecting the content and spirit of the Geneva Conventions, whether through its own actions or through the direct or indirect support it provides to actors in conflict settings. Research publications on issues such as non-state armed groups and sexual violence draw from ICRC field experience to provide authentic evidence and examples, and the ICRC Review publishes regularly on a range of issues relevant to the ICRC's mandate and principles and the broader humanitarian community.

MI 3.1 Evidence confidence

High

MI 3.2: Resource mobilisation and financing efforts ensure the organisation has the financing in place to deliver the strategic plan and to work to address needs

Score

Overall MI rating

Satisfactory

Overall MI score

3.40

Element 1: Financing strategies are in place, including for delegations/sub-delegations/office/mission and strategic priorities, to support more effective and rapid resource mobilisation

4

Element 2: Appropriate capacity for donor/fundraising intelligence, engagement, visibility and communications is in place at all levels of the organisation

3

Element 3: Approach to fundraising and partnerships with funders – including public, private, domestic and international sources – is sufficiently diversified to avoid dependency

4

Element 4: Processes are in place to monitor disbursements and ensure early engagement with donors regarding no-cost extensions on earmarked funding

3

Element 5: Appropriate engagement with innovative financing streams as a thought leader or user, depending on skills and comparative advantage, including efforts to adapt organisation systems and procedures to attract and absorb innovative finance.

3

MI 3.2 Analysis

Evidence documents

3.2.1 The ICRC's funding model provides the organisation with a capacity to engage, implement and scale-up where it is most needed, as it does not need to wait to receive funding before acting. Fundraising is centralised at headquarters, with support from diplomatic hubs and operational delegations to provide context and regular updates to donors. The ICRC emphasises that *flexible funding* – loosely earmarked or unearmarked contributions – enable the organisation to deploy resources where the need is greatest and respond swiftly when emergencies escalate. An ICRC KII reported that: “Our working model is: plan, implement, fund, which gives us the edge on any organisation which needs to fund before it implements”.

47, 150, 159, 216, 226, 227, 228, 253, 265, 317, 324, 328, 338, 340, 347, 355, 523

This funding model contributes to confidence in the ICRC in the countries where it operates, that the organisation is dependable to deliver, since it allows it to act immediately rather than needing to wait for funding. This system works well – there are no examples of contexts where the ICRC has not been able to scale up due to financing issues. When new crises break out, the ICRC can deploy reserves (or equity) built over

many years. These reserves can be committed in urgent situations (prefund operations) before donor funds arrive, providing a buffer or shock absorber for rapid needs.

However, acting before being funded carries a degree of risk and was one of the key factors which contributed to the ICRC's financial crisis in 2023: the ICRC projected unconfirmed funding of 2.8 million CHF, an increase of CHF 700,000 from the previous year, without having secured the commitment of funds required to approve high level spending. Lessons have been captured in the Institutional Strategy 2024-27, which emphasises financial stability as an important necessity. It also includes "improved risk management" and "digital transformation", which are relevant for financial monitoring and donor reporting, and hence for the mobilisation of more agile resources. The stronger financial risk management was evidenced in field interviews, where respondents referred to monthly financial checks and forecasts rather than quarterly.

The ICRC 2025 Appeal Overview explicitly emphasises the importance of flexible funding to allow swift responses to emergencies and resources to flow to where needs are highest. The appeal also welcomes donor practices such as rollover of unused annual contributions and multiyear agreements, which occur in practice. In the 2024 Appeal Overview, the ICRC highlights the value of flexible contributions in enabling quick deployment, covering overlooked crises, and sustaining core activities.

3.2.2 Fundraising capacity is mainly at headquarters level, and in a few donor-facing delegations, but there are processes to ensure that field level priorities are represented. The ICRC's capacity to proactively diversify its funding base is increasing and improving.

Teams based in donor countries (such as G7 nations) work closely with institutional donor governments and funders to raise money and keep in regular contact on areas of engagement. For example, the Washington DC team focuses on working with the US government, the World Bank, and other major financial institutions. They also stay in touch with teams in other locations and at headquarters to share accurate information and highlight the most important needs when talking to donors.

The ICRC has chosen to downsize or close some delegations, and reduce staff in some units, to drive financial efficiencies. This process started after the 2023 crisis. Its experiences and learning from its response then, enabled the ICRC to approach the global funding decline in 2025 in a more methodical and well-paced manner. It is making financial strategy choices centred in cost containment that allow the organisation to adjust its cost base to improve sustainability and focus resource mobilisation where impact is greatest. This will allow the organisation to maintain the minimum threshold of human resources necessary at field level to maintain the ambitions of its institutional strategy.

Resource mobilisation and relationships with donors is centralised through headquarters to ensure appropriate targeting and optimal service to ICRC donors. The ICRC has a dedicated Resource Mobilisation Division (REM) which covers different areas of focus and geographies and includes a Donor Support Group. REM work strategically to anchor potential donor countries, private foundations, individuals, and International Finance Institutions (IFIs). Relevant 'Permanent 5' country delegations also dedicate time and resources to direct and indirect donor conversations. By leading resource mobilisation from the centre, the ICRC is able to offer a coherent and consistent message to donors on its operational realities and needs, while letting field teams concentrate on operational response rather than resource mobilisation.

The strategy, doctrine, senior roles, donor forums, and campaign machinery for fundraising are well established, and strong donor engagement is demonstrated with regular exchanges and country visits with the Donor Support Group. The Annual Report, shared each June, involves high level visits to key donor countries including the US, Canada and the EU. There are in addition mid-term reviews, bilateral dialogues and, when necessary, emergency appeals – which depending on the context can be done jointly with the IFRC (as was the case for the Venezuela displacement crisis in 2019).

While the ICRC's fundraising policies lead in general to strong visibility and engagement, the organisation finds it harder to achieve global level visibility for underreported crises. Obstacles include competing rationales and operational constraints (security, access, neutrality). There is room to improve feedback and learning loops on fundraising campaigns, by conducting systematic post campaign evaluations on what messages work, what drives donor responses, and where the visibility gaps exist.

In terms of integrating communications teams with resource mobilisation (i.e. fundraising) efforts, the ICRC has a dedicated 'Donor Visibility Advisor within its communications team at headquarter who is tasked with providing support to resource mobilisation and field teams, including on ensuring appropriate donor visibility. The ICRC launched a dedicated ICRC social media account on X (formerly Twitter) in 2024 focused on public sector partnership.

3.2.3 The ICRC has taken proactive steps to diversify its funding sources, which has stood it in good stead when responding to the global reduction in donor financing. Innovative approaches to funding and diversification of the donor base remain, however, work in progress.

62% of respondents to the MOPAN survey agreed that the ICRC promotes the use of funding from many different sources.

At the time of the assessment, the ICRC had been engaging with emerging donors (including Gulf countries and China), private sector philanthropists, and development actors, attracting funding on the basis of its unique and highly relevant mandate, role in regional conflict management, governance, transparency, ethical guidelines, screening process for private sector partners, and regular donor reporting. It has also been proactive in testing out different forms of innovative finance such as the Humanitarian Impact Bond.

States are the main source of funding for the ICRC. On average over the past five years (2021-25), the US provided 23% of the ICRC's total funding via the State Department – dropping from 25% in 2024 to 17% in 2025. Over the past three years (2023-25), contributions by state governments have made up on average around 78% of the ICRC's budget, with an additional 7% from the European Commission, 1% from National Societies (the Red Cross and Red Crescent Movement), and 1% from supranational and international institutions. The remaining 11% comes from private sources. There was, however, a notable shift in 2025, with a drop in state donors' share of the total funding from 83% in 2024 to 76% in 2025. This led the share of other donor types to increase, with private sources making up 13% of contributions in 2025, compared to 9% in 2024.

The ICRC also works with development actors (e.g. development banks and agencies) as partners, which brings in multiyear funding. The REM team has established a series of goals and milestones to reach a sufficient level of diversified funding to move away from over-dependence on a small group of traditionally strong donors, many of whom are currently reducing their funding for humanitarian and development assistance considerably. The new funders include private foundations and individual giving

programmes. Investments to attract the latter were made in the past few years (mass marketing) by the REM team and are now starting to provide significant legacy contributions.

3.2.4 Processes are in place to monitor disbursements and ensure early engagement with donors on no-cost extensions on earmarked funding. The ICRC historically looks for non-earmarked and loosely earmarked (flexible) funding to maintain its independence and ability to respond where needs are greatest (following its core principle of impartiality), regardless of the priorities or preferences of donors. The degree of flexible funding has varied over the years but was around 39% in 2024 and 45.5% (of which 32% was unearmarked and 13.5% loosely earmarked) in 2025. One headquarters interviewee noted: “The donor community in general buys the notion that the ICRC’s response is a holistic response. It’s a response in which the actual activities are as important as the presence of the ICRC.”

The ICRC has a central set of fundraising services that manages all the different reporting and assurance requirements for donors and other audiences. This includes a reporting team, a donor assurance team, and an income management team. The reporting team is in charge of ensuring adequate, quality reporting to donors, while the donor assurance team (formerly known as Clearing House), is in charge of donor negotiations, accountability and ensuring that commitments made to donors are met. The income management team is in charge of forecast, allocation and all financial activities related to income, keeping track of any changes so the organisation can adjust when needed. Throughout the year, this latter team reviews how money has been spent, including any funds that are restricted to specific uses. Any remaining costs are then covered using flexible funding.

Relationship managers are assigned to different donors and are responsible for maintaining the relationship and addressing the needs and requirements of the donor. Recently there has been an increase in requirements for audits and due diligence assessments. Ongoing dialogue and long-standing relationships with the ICRC’s traditional donors nevertheless mean that these relationships are characterised by a level of trust, which is of help to the ICRC when it negotiates on issues such as reducing the earmarking of funding.

3.2.5 The ICRC continues to explore innovative finance instruments to support its operations, building its capacity in new financing models and crisis risk financing. This has placed it in a stronger position to anticipate different useful funding streams to ensure continued operational delivery in a range of contexts.

The ICRC is investing in innovative financing streams and public-private partnerships. One example are the pilots such as the Climate & Environment Transition Fund, a multi-year fund that blends public and private investment as well as grants from philanthropic actors and is bolstered by a seed fund from the ICRC’s existing resources. There is some evidence of early successes and credibility for this pilot. The ICRC’s institutional intent to work on innovative financing is evidenced by planned targets, internal costs of engagement and roles dedicated to these efforts. So far, the scale of success remains modest relative to the overall budget. The number of sectors and geographies using innovative finance is still limited, although this is to be expected in the ICRC’s centralised resource mobilisation model where initiatives remain coordinated by headquarters.

The ICRC is still strengthening internal systems and capacity. Wider training of staff at delegations and field level on innovative financing instruments (such as outcome contracts, results measurement, financial modelling, risk sharing, legal procurement etc.) is needed

to ensure finance, audit and procurement procedures and policies are updated to accommodate innovative financing instruments. This would include, for instance, outcome funder reporting schedules, investor risk, or return-based contracts. Many field delegations do not yet have fully mature systems and capacities to deploy or absorb innovative financing instruments. As a result, the scaling of such instruments across operations is limited at present, with room to further identify sectors where innovative financing could be applied, such as longer-term protection, displacement, water and habitat, and livelihoods programming. Innovative financing could be piloted in these sectors, such as the use of blended finance (a combination of grants and repayable loans on concessional rates), revolving funds, and catalytic investment.

In order to increase its ability to meet the requirements for innovative financing, the ICRC is working to provide better outcome measurement, through continued investment in strengthening and consolidating systems and tools to collect and verify results. These efforts also include high-insecurity locations, aiming to simplify data collection where possible, and utilise third-party monitoring to bolster capacity.

In line with this, the ICRC's Resource Mobilisation Strategy 2025-27 (RMS 2027) was developed in response to major challenges and shifts in the humanitarian financing landscape. In recent years, the ICRC identified significant risks linked to heavy reliance on public funding from donors whose future contributions are expected to decline. It also recognises the growing importance of other financing sources and approaches as part of broader efforts to diversify income streams and support long-term operational sustainability.

The strategy aims to strengthen the ICRC's long-term financial resilience by improving both the quantity and quality of funding it receives. RMS 2027 emphasises the importance of securing sustainable, flexible and operationally independent funding that aligns with organisational spending needs and supports income stability. It also acknowledges the need for greater diversification across public, private and Movement funding streams, reflecting broader sector trends towards more resilient financing models. Through this approach, the ICRC seeks to maintain its ability to deliver principled humanitarian action while adapting to a more uncertain and competitive funding environment. The RMS 2027 strategic orientations are as follows:

1. Secure the funding base – protect relationships with major donors to maintain funding volumes and quality despite increasing uncertainty and risk.
2. Reduce concentration of funding – diversify and expand the donor base across public, private and Movement partners to reduce reliance on a small number of contributors.
3. Improve funding quality – prioritise funding that increases predictability, flexibility and effectiveness, while better matching operational needs.
4. Strengthen strategic anchoring – broaden support among High Contracting Parties to the Geneva Conventions and deepen fundraising collaboration within the Movement to reinforce the ICRC's identity and positioning.

RMS 2027 identifies five critical requirements to deliver the strategic orientations: fostering a stronger organisational culture around fundraising; increasing leadership engagement and governance; ensuring more predictable resourcing for fundraising activities; improving donor stewardship, reporting and communications; and accelerating digital transformation through better data systems, automation and new technologies. Together, these measures

aim to improve coordination, efficiency and long-term financial resilience across the organisation.	
MI 3.2 Evidence confidence	Medium
MI 3.3: The organisation has systems and processes in place to ensure that it has the right staff, with the right skills, in the right place, at the right time	Score
Overall MI rating	Highly Satisfactory
Overall MI score	3.71
Element 1: Investments are made in the strong and fully capacitated leadership, especially at country level and in major crisis contexts	4
Element 2: Solutions and incentives are in place to reduce staff turnover, especially in hardship duty stations, and key staff are officials, rather than consultants. There is evidence of appropriate succession planning. Recruitment is conducted in a timely manner, gaps between staff are limited.	3
Element 3: Effective workforce planning processes are in place to ensure capacity needs are identified, and resources are allocated in line with organisation and contextual priorities.	4
Element 4: Appropriate staff rotation policies are in place to cross-fertilise headquarters to field knowledge and experience, as well as refreshing the staffing pool with external expertise and talent, including young professionals	4
Element 5: Sufficient attention is paid to build the capacity of local staff, enable a career path, and avoid the distortion of local labour markets, and to avoid the recruitment of key staff from local organisations	3
Element 6: A system is in place, and used, to require all staff, regardless of seniority, to undergo performance assessment. Effective procedures are in place, and used, to deal with issues of underperformance and cases of sexual exploitation and abuse, and sexual harassment	4
Element 7: Duty of care, particularly around safety and security of staff, is prioritised, especially in high-risk environments	4
MI 3.3 Analysis	Evidence documents
3.3.1 The ICRC invests in strong and fully capacitated leadership at country level and in major crisis contexts, both for international and resident staff. Measures are in place for rotation, particularly in hardship postings, and duty of care and performance assessment is taken seriously for all staff. However, staff cuts, first during the 2023 financial crisis and then during the global funding cuts in 2025, have made it challenging to obtaining the right balance of experience and agility, both in terms of maintaining a sufficient pool of ready-to-deploy personnel and in retaining the necessary skills and training levels.	23, 47, 103, 111, 131, 155, 166, 224, 261, 265, 298, 317, 319, 328, 339, 340, 342, 343, 344, 345, 346, 347, 348, 349, 350, 353, 497
<i>67% of respondents to the MOPAN survey agreed that the ICRC has the organisational systems and capacity to deploy the right people at the right time across diverse operational contexts.</i>	
After the 2023 financial crisis, the ICRC undertook a review of its staff in the different pools (management and metiers). This review has been ongoing since, especially as the workforce had to be reduced again due to decreased global funding in 2025. For the latter round of cuts, the ICRC had more time to prepare and ensure that key experienced staff were retained where possible. The seniority of key positions at headquarters and in the	

field has been increased, resulting in leaders with greater experience managing in crisis contexts. The increased senior capacity at headquarters and delegations combined has allowed the ICRC to decrease its surge capacity, since it has the necessary experience and capacity already at delegation level that can be deployed in crisis contexts. The ICRC takes a serious approach to investing in its staff, and interviewees frequently referred to retention and longevity of service as key, beyond rosters and surge mechanisms.

92% of respondents agreed that ICRC staff possess the experience and skills required to operate effectively across diverse contexts.

The ICRC identifies five key pillars of a strong staffing strategy (even in high-risk environments): Staffing the ICRC well with properly skilled/advised staff; empowering and growing existing talent; fostering an inclusive workforce; protecting people working for the ICRC; and ensuring seamless and efficient delivery of humanitarian work. Efforts are made to reinforce training and build up the generalist pool of staff. While budget reductions have impacted training and not all staff can receive all training, priorities have been made to reinforce centralised training for onboarding new staff as early into their employment as possible, to guarantee a level of capacity and potential for development in any context. In addition, a pool of experienced senior managers is available for deployment at the outset of a crisis, and senior leaders and heads of delegation in the field are expected to share the burden of hardship stations by committing to accepting a hardship posting every 2-3 missions.

3.3.2 The ICRC has solutions and incentives to reduce staff turnover, especially in hardship duty stations, and has strong staff retention. Operational contexts are categorised into hardship levels that range from H0 in a context where working and living conditions are optimal to H3 where both the context and the living conditions are limited due to conflict and insecurity levels (curfew, limited options for leisure, elevated security protocols for movement in the field). In H3 contexts the duty station is non-family – international staff are stationed without family members. H0 contexts do not have any additional incentives. For the other levels, as the hardship level increases, additional elements are provided, such as additional paid leave (every six weeks in H3) to allow international staff members to have a break from the intense context, and travel home to see family. Paid flights are included (once a year, provided the staff member is on assignment for at least 12 months). Mobile (international) staff may get up to 60 work days as hardship leave or 10% of their base salary and any position premium, or a combination thereof. The duration of missions in hardship stations is shorter than in non-hardship stations.

The ICRC does not employ consultants as part of its permanent workforce. A jobs grading process was undertaken between 2015 and 2018 to align positions across the delegations and ensure that job descriptions are contextualised while retaining the same core functions across the organisation. The ICRC's People Strategy is rooted in driving positive employee experiences, and specific development pathways are made available for staff as well as managers. Staff are not forced into management to achieve their career growth. There is a clear, intentional investment in planning staff needs ahead of time, with transparently identified competencies for each role, and future-proofing workforce planning with dedicated resources to ensure continuity of missions and limit the probability of gaps. An annual assessment is undertaken to review positions and identify gaps.

3.3.3 The ICRC has effective workforce planning processes, identifying capacity needs, and allocating resources in line with its priorities. The ICRC is working to keep its workforce agile, to engage capacities of Movement partners and to increase the number

of generalists among its staff, who can be quickly moved from site to site in response to the greatest needs. In the current situation of funding constraints, there is a clear goal to align and streamline training for staff to ensure easy reallocations between contexts and delegations, and to focus operational delivery through support for National Societies. It has processes in place to reduce the risk of gaps, although interviews with delegations indicate that gaps nevertheless continue to occur. Its operational workforce planning allows for anticipation of filling of vacancies while providing visibility for next steps when staff are reaching the end of their mission contract. Talent managers use workforce planning tools to identify employees on a mobile contract reaching the end of their mission. In 2023, dashboards were created to monitor the movement of the ICRC's HR setup and deployments. This can be used to anticipate the buffer that is required in the form of the ready-to-deploy pools of personnel covering the different métiers. HR staff interviewed at headquarters and in the field affirm that the exercise remains challenging as it cannot be applied in a harmonised manner; differences exist between the pools in terms of contracts. Some skills such as in Protection are difficult to find outside the ICRC and are grown from inside the organisation. The ICRC is working to improve a longer horizon of workforce planning between three and five years. The annual PfR process informs staffing needs, and the talent managers are regularly brought together across métiers, to discuss pool members and upcoming vacancies. This works to varying degrees of satisfaction, according to senior staff, in part due to how resourced Talent Managers are to maintain oversight of the staff within their pool.

Managers hold the key responsibility for clarifying requirements and skills for a new position to help those at the end of their contract find a suitable new role, in collaboration with HR managers and line managers. Most international staff positions are centrally planned via different talent pools, while field management positions such as coordinators are shared and calls for interest are opened to all ICRC staff meeting the job requirements. HR teams in the field have expressed that budget cuts and the uncertainty the workforce experienced has caused challenges for this vacancy filling process. They also noted the impact of losing experienced staff, both in mobile and resident posts.

Intentional investment is being made into future-proofing workforce skills and capabilities, ensuring that resources for workforce planning are there to support the achievement of mission objectives. This is reflected in the ICRC's People Strategy's objective to increase the number of 'generalist' positions that are upskilled to be able to take on differing responsibilities according to need and context, ultimately contributing to a more agile and efficient workforce.

Fast track procedures are in place for recruitment during emergencies, for example allowing a staff member to leave on mission once the essential processes are completed – finalising the rest of the necessary paperwork after deployment, with mixed reports of how well disseminated these procedures are at the delegation levels.

The ICRC has also increased the number of National Societies incorporated into its staff roster for deployment in emergencies and is conducting the necessary training with those on the roster to have the required competencies for deployment. Health staff at headquarters confirmed that health responses greatly benefit from having these staff on roster as it allows the ICRC to deploy to contexts where it cannot fill the requirements with its existing workforce and where specific expertise is required, such as for Health staff in the Gaza hospital. The ICRC currently has health staff on loan from 14 National Societies.

A model put in place in 2014 to have HR managers in delegations has been complemented with a network of HR partners in the region as part of the decentralisation and strengthening

of regional HR systems. The network of HR managers also provides headquarters with feedback loops to monitor issues and roll out good practices. On the ground, systems are in place to support and equip people when starting a new position. Blue line HR managers in the field have a counterpart at the regional level, who they can turn to for questions and support. Interviews affirm that the HR business partner role in each region is now something that is well accepted and recognised by the Regional Directors.

3.3.4 The ICRC has appropriate staff rotation policies for staff on international contracts, and for specific headquarters positions. National staff are not rotated but can be deployed for short term missions. For field assignments, mobility for international staff is a key condition of employment at the ICRC and staff are automatically rotated at the end of their mission to another deployment elsewhere. Central planning and open calls for interest are used for generalist staff while HR talent managers lead talent pools for middle senior management and métiers.

Talent managers help plan employees' careers. They match people to roles that fit their skills and experience, and make sure any job offered is suitable for them. Employees are only allowed to refuse centrally assigned roles twice after each completed assignment. This helps avoid gaps or imbalances in staffing and experience. Rejecting an offered assignment is considered a failure to fulfil the agreed working conditions with the ICRC established under Swiss law. For national staff there are three types of short-term deployments: Development – employee needs to learn and acquire new competencies and skills either for the job currently occupied or for potential promotion; Support – triggered by operational needs to fill a vacant or new position or respond to unplanned operations growth; and Remote – a mission that can be conducted from home.

At headquarters, there are three key types of mobility contracts: Direct from Field (DFF); Required Rotation (RR); and Long-term Assignment (LTA). Headquarters mobility has been established to ensure increased rotation between headquarters and field positions and to give field staff the opportunity to further their professional development. Field (local and international) staff can apply for headquarters positions and be prioritised when hiring for specific key positions (Head of Sector, Operations Coordinator, etc.). Heads of Division, for example, are regular rotation roles, serving for a maximum of 6-8 years.

3.3.5 The ICRC pays sufficient attention to building up the capacity of local staff, who represent 85% of the current workforce. Upskilling and learning are essential to ensuring capacity of staff, noting the fast-changing environment in which ICRC works.

There is a strong focus on training and professional development for staff generally. All new staff, both local and international, are onboarded in programmes geared towards their function, with field staff attending a blended learning Staff Integration Programme. All staff must complete mandatory institutional training courses on Safety and Security as well as the ICRC Code of Conduct, among others, and can attend further professional development programmes, many of which are offered online.

Local staff account for 85% of the ICRC's workforce and in recent years the ICRC has established processes to include resident staff when making decisions on access to talent management opportunities including middle and senior management. Local staff are included explicitly in organisation-wide staff investment strategies. International positions are created when there is exposure to risk (for employee or for delegation) or due to lack of competency within a delegation or the local job market. HR managers are expected to monitor the assessment and timeline of these positions and maintain relevant

information on evolving job markets or needs updated at delegation level. There are regular reviews of these positions to ascertain if they could be staffed locally.

Agility is a core tenet of ICRC contracts (seen as required due to the uncertainty of the humanitarian landscape). This requires both vertical and lateral functional mobility, geographic mobility, contractual mobility, and willingness to move to National Societies on secondment. For local staff positions, local hiring managers are given full autonomy to recruit and promote staff locally. There is not a one-size-fits-all formula for the ideal workforce composition for a delegation, but both international and local staff are seen as strengths to operations.

Policies and procedures prioritise local colleagues to be deployed internationally for six months to allow them to be exposed to other contexts and return with this additional experience. HR interviews reveal that a major milestone was reached in 2025 when the tool Anaplan – previously used by the ICRC for finance planning and then adopted to also be its workforce planning platform – was adapted to allow the tracking of residentialisation (when a post previously occupied by an international staff member is considered to meet the requirements for it to become a local position) and provide the necessary data to identify challenges.

In delegation interviews, ICRC staff noted the fallout from the 2023 crisis: a “financial crisis and... big cuts happened suddenly from a day to another”. They describe a period of concern about their own jobs, the stability of the organisation and of their faith in the stability within the ICRC that they had previously enjoyed. At the time there was a loss of talent (to UN agencies, MSF and out of country) including staff in whom the ICRC had made a significant investment. As many experienced staff left, the organisation was left with “low capacity to train colleagues (replacements) - a challenge in the face of increasing needs”.

3.3.6 There is a system in place, and used, for all staff, regardless of seniority, to undergo performance assessment. Performance Improvement Plans (PIP) are used in the case of underperformance and clear procedures exist and are employed in cases of sexual exploitation and abuse, and sexual harassment (see KPI 4.9). ICRC Performance Management, viewed as a collaborative process between a staff member and their line manager, is intended to ‘get the best’ out of ICRC staff, and align individual and organisational objectives while promoting a culture of continuous learning and personal development. Implementation of the performance management process follows the calendar year and is completed for all staff every 12 months. Performance is correlated with pay for Grade B, C, and D staff. For Grade A staff, pay increases are primarily driven by years of service, not by performance.

The ICRC has a well-established five-step performance management process managed through a globally deployed enterprise resource planning (ERP) system: setting objectives; creating a development plan; monitoring and reviewing objective achievement; end of period performance review; and the review of the fairness and consistency of ratings and reviews. Employees take an active role in establishing objectives and highlighting performance achievements within a given year, managing their own personal development. Line managers are responsible for the performance of their employees, ensuring appropriate work targets and objectives are set, and that these are well connected to the team and organisation’s larger goals. In field interviews, staff indicate that since the process depends on their red line manager’s approval and sign-off, this can compromise the blue line technical assessment. There is no evidence of opportunities existing within this dynamic for an impartial challenge function (although the ICRC notes that employees may request feedback formally from others as part of the process). Some staff report that this resulted in reduced opportunities or promotions on occasion.

In interviews, staff report improvements in the performance management and development (PMD) process, but it remains an iterative process to ensure that the right staff are placed in the right roles. Senior staff are responsible for managing performance of employees, and achieving institutional performance indicators. Since 2025, the PMD for Heads of Departments includes evaluating their work on protection dialogue, in line with the reinforced emphasis on protection in the institutional strategy.

Performance Improvement Plans (PIPs) are used when the quality or timeliness of work is not satisfactory, or when there is a failure to follow required procedures or processes. They must clearly outline what specific performance must be improved, what specific areas of work are not currently meeting required standards, how improvements are to be made and standards met, and potential consequences in the event of failure. Before triggering a PIP, the ICRC must ensure that the employee has an updated job description with clear strategic objectives, and that unsatisfactory performance is clearly linked to their prescribed duties with clear determination of responsibilities, workload, and resources. Line managers are expected to clearly outline the rationale for putting an employee on a PIP, providing examples of areas of performance improvement and behaviour that must be corrected. A PIP must clearly identify avenues for support, provide adequate time for performance improvement, and clearly communicate consequences for failure. Employees on a PIP are usually not eligible for promotion within that review cycle, but should be eligible to apply for other roles, provided they disclose their status to the team they are applying to, and inform their line manager of the application.

3.3.7 The ICRC has a clearly defined approach to duty of care, particularly around safety and security of staff. It prioritises its importance, given that ICRC staff operate in high-risk environments. The emphasis on duty of care has not been affected by budget reduction.

The ICRC understands duty of care in terms of taking reasonable care to avoid foreseeable risk of harm. This allows for flexible, non-fixed definitions of duty of care that can be adapted according to context and centred on definitions of 'control', meaning assessing the degree to which the ICRC exposes someone to a volatile environment in order to determine the degree of responsibility the organisation bears. The ICRC uses both legal and ethical dimensions to determine its duty of care, looking at the 'obligation of means' to determine to what degree the organisation must be responsible for duty of care. The ICRC is willing to provide full information of the shared duty of care responsibilities it holds with other parties, to ensure people who are not contracted by but working with the ICRC are protected. Some degree of duty of care is provided for the dependents and families of staff, privately hired personnel, National Society staff on secondment, local volunteers, daily workers, private contractors/service providers, consultants, passengers in ICRC vehicles, press, visitors, and users of ICRC resources. This was evidenced in the field visit conducted as part of the MOPAN assessment.

The varying degrees of duty of care are categorised by the ICRC as follows:

- Full coverage is provided for ICRC staff (resident and mobile). The families/dependents of mobile staff on mission are also part of ICRC's duty of care.
- A lesser degree of duty of care extends to 'indirect' staff, such as consultants or contractors engaged through a third party. In some contexts, certain consultants and contractors may face risks while performing their tasks on behalf of the ICRC. The ICRC can therefore maintain a security dialogue proportional to the risk, verify

adequate insurance, and set the parameters for any potential crisis response or intervention for such providers, depending on the circumstances. • A more limited duty of care extends to other operating or contracted partners. The roles and responsibilities in such partnerships should be clearly reflected in the relevant contracts and agreements. • Other categories of persons may also fall under the ICRC's duty of care, to the extent that there is a foreseeable risk that the ICRC can take reasonable measures to mitigate against. These may include visitors to ICRC sites, VIPs, community volunteers etc. The ICRC provides clear information to staff and associates of the duty of care legislation in all countries where it operates. The organisation has adopted variations of duty of care practices in multiple different contractual circumstances, including for contracts, day workers, families/dependents, and ICRC staff. While external visitors to ICRC sites are expected to carry their own insurance, the ICRC is obligated to intervene if a visitor is injured while hosted under the circumstances of ICRC 'control'. The more control the ICRC has on the dependents or visitors of staff onsite (booking their flights, airport pickup, guard services, advice on safe/unsafe areas), the greater responsibility the organisation bears on their duty of care. There is a Code of Conduct for staff to allow the ICRC to successfully carry out its duty of care for them. Duty of care support is differentiated for staff on international contracts (24/7), staff on local contracts (when outside of the home), and staff on headquarters contracts (only at the workplace). The ICRC does not send staff to volatile environments without proper security knowledge. A key pillar of its people strategy is connected to its duty of care: protection of staff health, well-being, safety, and security. This also extends to the ICRC's working environment, which must be free from abuse. ICRC staff receive extensive training on how to navigate volatile and precarious operational settings through formal training, on-the-job training, briefing, and coaching. There are online training tools and pre-departure briefings available for families, and medical coverage is provided for families and dependents. Informed consent of risk is included in the contractual documents that staff members sign for themselves and family members or dependents prior to deployment, but evidence suggests that information and support for families and dependents of staff members assigned to crisis areas could be improved. Local staff who are nationals of the country in which the ICRC is operating are at a greater risk, and it is more difficult for the ICRC to accompany them if they have a serious duty of care incident. Interviews with relevant staff at headquarters confirmed that approaches are different for example for evacuations from an active conflict depending on whether the staff member is international or local. This can be sensitive, in particular when all staff are affected by a given conflict, and staff do not always clearly understand the functional immunity of the ICRC, which can mean they do not fully understand their risk versus the ICRC's duty of care.	
MI 3.3 Evidence confidence	Medium
MI 3.4: The organisation's logistics, procurement, equipment and information systems and procedures enable the delivery of timely and efficient results	Score
Overall MI rating	Satisfactory
Overall MI score	3.40
Element 1: Operational planning and logistics maintain stock control, manage transport and creates a healthy supply chain for goods, ensuring timely delivery of appropriate relief and other items.	4

Element 2: The procurement system is fit for purpose for crisis contexts, enabling timely delivery, value for money and including anti-fraud and anti-corruption measures. Local procurement is used where possible, where that would not lead to market distortions, and care is taken to ensure that international procurement does not adversely impact local markets.	4
Element 3: All staff, especially those in the field, have the appropriate tools, equipment, and energy supply to deliver results, and these are regularly maintained	3
Element 4: Internal information systems, including data, workflow and decision making, and dashboards, are in place to enable efficient operations, and appropriate data protection measures are in place	4
Element 5: <u>Where appropriate, shared operations and collaborative approaches with Movement partners, as outlined in the Seville Agreement, are utilised to enhance efficiency and drive greater cost-effectiveness</u>	2
MI 3.4 Analysis	Evidence documents
3.4.1 The ICRC's operational planning and logistics maintain stock control, manage transport and create a healthy supply chain for goods. This ensures timely delivery of appropriate relief and other items, although in some contexts, challenges of access and delivery are severe and hard to mitigate. Effects of the budget reductions have been felt, but there are limited effectiveness measurements in place that this MOPAN assessment could consult. ICRC logistics include transport, freight and clearance solutions as core functions, with logistics support centres (LSCs) in multiple regional hubs. Specific provisions for clearing customs and accessing goods arriving in ports are negotiated with the country based on the ICRC's diplomatic status, which helps timely delivery by speeding up processing at ports of entry, particularly in contexts where sanctions are applied or bureaucratic processes are long. For instance, the evaluation of the ICRC's WatHab and Health response to a specific crisis noted the importance of the ICRC in a situation where it was for a time the only actor able to get goods into a conflict-affected area. Logistics managers and their teams are present in all operational delegations, including substructures in highly operational contexts, and hold responsibility for demand planning, order management, procurement, customs clearance, warehouse operations, and fleet/transport/ distribution. Logistics managers follow the ICRC's logistics standards and SOPs across supply chains and delivery. They are also expected to conduct frequent physical inventory, rotations and maintenance of transport, check expiry dates for goods, and monitor warehouse stockrooms. These tasks and responsibility are evidenced across various ICRC logistics and stock management training. The ICRC makes conscious efforts to reduce reliance on air transport in favour of sea and rail. It seeks full container loads, which entails more preplanning of shipments so that containers are fuller and routes are optimised. The ICRC uses dimension and weight scanning (DWS) to have a better estimation of package volume and weight before physical packing, enabling earlier transport planning and better use of transport capacity. By improving transport data, reducing duplications, and optimising pick/pack workflows, the ICRC can reduce bottlenecks in transport and have reliable lead times. There is a logistics related claim mechanism, through which internal or external parties (suppliers etc.) can raise issues about delays, process inefficiencies, quality of goods, and delivery. This provides a feedback loop for identifying and remedying operational/logistics bottlenecks.	32, 103, 120, 131, 150, 239, 261, 265, 268, 317, 339, 340, 341, 351, 353, 354

However, metrics were not evidenced, and efficiency and cost effectiveness could not be assessed.

The budget cuts have reduced the ICRC's transport capacity in some contexts such as South Sudan, manifesting in a reduced number of planes, helicopters and boats. Efforts are ongoing to minimise the disruption and impact of this reduction on the timely transportation of staff and affected persons (Weapon Wounded, IDPs, civilian population) in addition to material (Physical Rehabilitation Programme, Essential Household Items, food). In many contexts affected by armed conflict, there are ongoing limitations regarding suppliers and products available as well as fuel due to shortages, embargoes, lack of stock or much higher costs of sourcing

3.4.2 The ICRC has considerable capacity for fit-for-purpose procurement in many settings including crisis contexts, ensuring that local procurement is used – and privileged – where possible. Procurement procedures are transparent and include anti-corruption and anti-fraud protections. Measures are in place to litigate possible supply chain issues.

There are policies and standard operating procedures (SOPs) that define and govern local versus global procurement. Local procurement takes place within the country of operation and includes goods produced in country or imported but locally available. International procurement includes goods procured from other countries and imported to the country of operation. The SOPs require that international purchases be coordinated and validated by the Geneva procurement unit or Logistics Support Centres, for reasons such as ensuring quality, controlling cost, avoiding duplication, and obtaining consolidated procurement. The ICRC anticipates alternative sourcing channels for global items to mitigate supply chain risks, showing awareness of risks and mitigation measures. The ICRC's procurement system embeds sustainability and QHSE (Quality, Health, Safety, Environmental) requirements. There are sustainability questionnaires, sustainable procurement guidelines, and life cycle analyses for key humanitarian items (EHI, food).

The procurement system includes anti-fraud and anti-corruption measures. The ICRC has a Code of Ethics for Procurement (Goods and Services), covering the behaviour of staff, fairness, avoidance of impropriety, integrity, and loyalty. In addition, the ICRC also uses its Supplier Code of Conduct which is legally binding (included in all supplier contracts) and includes clauses about no bribery, conflicts of interest, adherence to all applicable laws and fair competition. Through these two codes the ICRC enforces the requirement that suppliers comply with local and international laws, labour standards, and environmental standards. This adds to increased anti-fraud, anti-corruption, and value quality. For procurement process fairness, there is a Procurement process-related claim mechanism, allowing people to submit claims about unfair treatment.

The ICRC publishes a List of Suppliers and Contractual Information for contracts over CHF 100,000, giving transparency over who is awarded large contracts. General conditions and procurement conditions of contracts are standardised and publicly available. All suppliers who fail in mandatory standards ("red flag" in the Supplier Code) may be excluded. The ICRC has a database of suppliers and screen suppliers three times a year as part of their due diligence procedures and to show donors and states that the ICRC operates in a correct manner. The organisation will only continue with an at-risk supplier if it has no alternative.

3.4.3. The ICRC has infrastructure roles and technical staff in place in the field, in the regional and global hubs, and at headquarters, to ensure that its staff has

the appropriate tools, equipment and energy supply to deliver results and that these are regularly maintained. Business continuity tools and support are increasingly in place to optimise preparation for loss of power or tools. The ICRC institutionalises preventive maintenance in many contexts (vehicles, medical equipment, generators etc.), with roles designated for this. However, this practice is uneven. Depending on the context and the availability of expertise and required items, maintenance is not always optimal: spare parts, technical skills, regular servicing, preventive versus reactive maintenance, and the inventory of tools may lag in certain locations.

The ICRC is increasing its investment in energy resilience (solar, hybrid systems), and in the supply of standard tools (for vehicles, communications, medical equipment etc.) and facility maintenance roles. Work is progressing on alternative sources of energy supply including solar panels, especially for critical infrastructure like hospitals, clinics, and water facilities. But many field locations continue to rely mainly on generators, with the risks associated with this: fuel logistics, noise, cost, carbon emissions, and durability. ICRC field operations take place in a wide variation of contexts, depending on country, delegation, security and remoteness, and while all field bases are equipped with at least the minimum tools and means to maintain business continuity, the reliability of energy supply and internet connectivity varies immensely, particularly in remote or highly insecure contexts. The ICRC Technology strategy defines how to maintain resilient systems and align the technology with its principles. Tabletop exercises initiated by the Business Continuity Unit are mainly carried out at headquarters and in the service centres in regional or global hubs to step up preparedness and focus on scenarios of loss of applications and main technologies, loss of electricity/connectivity, loss of critical people and loss of service, to identify weak spots and work to correct them.

3.4.4 The ICRC has strong internal information systems to enable efficient operations, including data, workflows and dashboards. It has the appropriate data protection measures in place.

The ICRC uses dashboards and workflows at field level to connect summary dashboards with event level data, allowing managers to monitor and respond to trends, bottlenecks, and specific events. It deploys digital systems with real-time or near real-time capability, especially in logistics and supply chain, reducing delays and improving visibility and decision making. Digital devices for logistics can work offline and then be synchronised, allowing continuity even when connectivity is limited. Internal communication guidelines, information clarification guidelines and frameworks, profile management guidelines, and an information management service catalogue for e-training and tools are available to all ICRC staff. There is evidence of measurable performance improvements with these systems: e.g. stock ordering times, cost savings, reductions in waste, improved visibility, showing that the systems are delivering operational benefit for ICRC.

As part of its lessons learned and increased data protection efforts following the data breach in 2022 (see KPI4), the ICRC has prioritised an increase in the level of Information Management awareness across the organisation, including mandatory training for cybersecurity, conducted annually and with a high level of completion of almost 100%. Field interviews confirmed that if staff do not complete the cybersecurity training, they lose their access to the internet.

The ICRC's Institutionalised Data Protection and Privacy Framework highlight the ICRC's public policies, defines roles and rights, and reiterates confidentiality clauses with service providers. The ICRC is transparent in the framework it adheres to, with privacy policies

publicly available, and the rights of data subjects (for public web or applicant data) made explicit.

3.4.5 There are shared operations and collaborative approaches with Movement partners, as outlined in the Seville Agreement, but how well these work vary from context to context. The extent to which collaborations enhance efficiency and drive greater cost-effectiveness is not evidenced. Movement Coordination Agreements (MCAs) – tripartite coordination agreements between the Movement Partners that set out who does what (as per Seville 2.0) – are in place and being used in several contexts. However, the MCAs are not designed as efficiency gaining tools: their objective is to enhance coordination of operations in a given context (or functional coordination in a particular thematic area), with cost and efficiency savings viewed as a positive side effect rather than an objective to be monitored. The assessment team did not see evidence on whether considerations of cost effectiveness are contemplated nor whether this is shared as a common explanation to donors. Interviews indicate that challenges remain in some contexts to achieving a common understanding and to work together to respond to needs. National Societies do not always have all the capacities to deliver, while sometimes at the level of ICRC and IFRC collaborations, there is not always agreement on the lines of work. This can create discrepancies and challenges in the operations. In other contexts, the MCA works well, and there are also some contexts where there is no MCA in place, but where field interviewees nevertheless mention a strong collaborative approach with Movement partners on the ground. Alongside MCAs, there are also Movement Operational Contingency Plans as well as a Large-Scale Conflict Preparedness initiative.

MI 3.4 Evidence confidence

Medium

MI 3.5: Financial and administrative processes are fit for purpose

Score

Overall MI rating

Satisfactory

Overall MI score

3.50

Element 1: Adaptive management techniques are deployed to respond to high risk fast evolving contexts

3

Element 2: Appropriate criteria are in place to guide resource trade-off decisions, prioritizing the greatest needs

4

Element 3: Simplified financial and administrative procedures – but with adequate safeguards – are in place to enable timely and appropriate disbursement in crisis contexts

3

Element 4: Appropriate internal control frameworks are in place, – in line with the Three Lines of Defence model

4

MI 3.5 Analysis

Evidence documents

3.5.1 Adaptive management techniques are deployed to respond to high-risk fast evolving contexts, and the ICRC has learned key lessons from global crises such as COVID 19, events such as the 2022 data breach, and contexts where its preparation was not optimal and response slower. The recently established Business Continuity Unit is in the process of streamlining mechanisms for preparation and risk mitigation. The ICRC takes a principled approach to its decisions on where to target responses, with any deliberation on trade-offs made according to clear criteria and justifications. Simplified financial and administrative procedures – but with adequate safeguards – are in place to enable timely and appropriate disbursement in crisis contexts.

216, 226, 227, 253, 265, 317, 338, 340, 351, 355

The ICRC has faced a series of crises since 2020: COVID 19, the 2022 critical data breach, and the Ukraine crisis which caused a worldwide supply chain disruption. In response to these, the ICRC established a Business Continuity Policy to lead the streamlining of contingency and business continuity across the entire organisation, guided by a Business Continuity Unit that sits in the Director General's Office. The Policy requires that each department and division at headquarters, each service centre, and each delegation has a business continuity plan or a contingency plan (in the field). This focus on preparedness is also reflected in the Institutional Strategy, which outlines the need for the ICRC to be better positioned to respond to how a global situation of permanent crisis is affecting the organisation, and to increase the organisation's effectiveness and efficiency through prevention and mitigation of risks, and preparedness to respond to crises and emergencies. Business continuity plans are reviewed every 1.5 years and tested annually.

In October 2025, 70% of headquarters and service centres were covered with a business continuity plan that had been reviewed in the previous 12 months, and 80% of the headquarters and service centres had been tested in the same period.

The ICRC has a dedicated Analysis & Evidence Unit which supports programme design, situation monitoring, needs assessments, geospatial analysis, and operational information. The Unit strives to ensure that decision making is evidence informed, outcome oriented, and people centred, and works in conjunction with other departments to monitor key performance indicators, early warning systems, and situation monitoring. The Unit will be merged with AAP during 2026. The existence of this function is critical for adaptive management.

There is also a field guidance document, Managing Evaluations in the Field: Step-by-step Planning Guidance, which helps delegations assess what is working and what is not in the field, enabling adjustments when the risk-circumstance is evolving fast. In order to ensure its workforce has the required capacities, the ICRC runs training programmes and learning hubs embedded in conflict contexts, allowing frontline staff to adapt knowledge based on challenges in constrained settings.

3.5.2 The ICRC has appropriate criteria in place to guide resource trade-off decisions and prioritise the greatest needs, ensuring decisions are context appropriate and consider vulnerability, context, the phase of conflict and local capacity. The ICRC's exclusively humanitarian mandate derives from the Geneva Conventions and from the Statutes of the International Red Cross and Red Crescent Movement. It operates under the fundamental principles of the Red Cross and Red Crescent Movement: Impartiality, Neutrality, Independence, Humanity, Universality, Unity and Voluntary service. When faced with stark choices, prioritisation is based on the ICRC's independent assessment of the degree of urgency of needs and on treating people solely according to need, with the aim of relieving suffering and attending to those in greatest distress first. The current Institutional Strategy sets out the ICRC's enhanced response impact in acute and protracted phases of conflicts that considers the nature of the situation, the phases of conflict, the vulnerabilities and abilities of the affected people, and the capabilities of local and international actors as a priority. The ICRC's operational casebook sets priorities according to: the extent of victims' suffering and the urgency of their needs; the ICRC's unique capability (what ICRC is able to do better or uniquely, given its mandate, experience, neutrality etc.); and the legal basis (situations where International Humanitarian Law is applicable, or where violence is such that ICRC's mandate is engaged).

Trade-offs can include situations where blanket assistance may make more sense because the cost and or complexity of targeting may outweigh the benefits of targeting against equity criteria. The PfR instructions reiterate the focus on direct acute needs and help guide decisions on trade-offs by delineating clearly which parts of the ICRC's palette of service can be deployed in which categories of contexts. In interviews, South Sudan and Colombia were given as examples of responses requiring to make trade-offs, including reducing coverage, reducing support to host communities, reducing the scope of eligibility, reducing the scope of livelihoods support, and reducing the ration for one-off food assistance of a month for an average household family size. Internal trade-offs at delegation level include decreasing support staff, mutualising positions (i.e. delegations share an administrator, HR manager, or IT support), and residentialising positions.

3.5.3 In crisis contexts, emergency SoPs for logistics, HR and finance exist and are utilised to maintain business continuity. They are part of delegations' contingency planning tools and are regularly reviewed and periodically tested. Predictable delivery of services and a timely response to unforeseen crises is core to ICRC operations. The simplification of financial and administrative procedures is key to achieving this, as is maintaining proper financial controls and compliance in all contexts.

The Institutional Strategy commits the ICRC to "financial stability", "risk and financial management", "optimising and modernising financial management", "improving efficiencies", and "financial control systems". Recent improvements include the establishment of a new financial function under a Chief Financial Officer, strengthening the ICRC's financial culture, and increasing compliance, including with stronger internal controls and processes. Improved risk management, financial stability and digital transformation, enable more nimble administrative decision-making and financial processing, particularly in times of crises.

3.5.4 Appropriate internal control frameworks are in place, and the ICRC uses the Three Lines model.

First line: Departments, delegations and field offices responsible for carrying out the risk management within their own operations (including assessments of risk at least annually). They design and implement appropriate risk mitigation measures through policies, procedures, and internal controls tailored to their specific activities and operating environments. All managers and staff are expected to follow the Code of Conduct and all risk management and compliance policies. Operational processes are governed by standard operating procedures, internal regulations, etc., and some controls are embedded in day-to-day work, such as financial and non-financial reviews, compliance with legislation, and follow-up on audit findings.

Second line: The Ethics, Risk and Compliance Office (ERCO) is one of the key second-line functions. ERCO manages the institutional responses to all types of misconduct, including fraud and corruption, whilst also providing capacity-building support and global frameworks to support staff in the first and second lines. The Code of Conduct normative framework includes information on reporting channels, investigation procedures, etc.

Other second-line functions such as the Risk & Assurance Units and the Internal Control Officers in the Global Shared Services have the functional responsibility to verify implementation of controls. The Partnering Framework 2025 includes guidance for all aspects of partnerships, including due diligence, risk management, and drawing up agreements with all partners working directly with the ICRC. The Crisis Management

Framework is a documented mechanism for dealing with internal and external risks (such as staff abduction etc.) with standard operating procedures.

Third line: The ICRC has an Internal Audit Unit whose Head is appointed by the Assembly and whose duties include: providing reasonable independent assurance on governance, risk management, and internal control mechanisms; identifying areas of material risk; assessing effectiveness of controls; and recommending improvements. The ICRC uses external auditors (currently KPMG) for its consolidated financial statements and to provide additional assurance.

Fourth line: External assurance provided by external auditors and regulators.

MI 3.5 Evidence confidence

Medium

MI 3.6: Organisation can effectively scale up to deliver in new and escalating crises, including significant concurrent crises

Score

Overall MI rating

Satisfactory

Overall MI score

3.50

Element 1: Appropriate criteria are in place, and followed, for determining when scale-up/surge is required.

4

Element 2: Fast track recruitment and back-up expert surge mechanisms are in place and functioning for new and escalating crises, including: senior leadership, appropriate sectoral experts, co-ordination experts (where required), assessment professionals, communications staff etc. – and provision is made for back-filling the positions these experts are temporarily vacating

3

Element 3: Dedicated funding windows are set aside for anticipatory action and major contingencies, including seed funding for new and escalating crises

4

Element 4: Simplified procurement, logistics and other administrative measures are in place for scale up situations

4

Element 5: Organisation effectively supports system wide approaches in scale up situations, including supporting leadership, co-ordination structures, common plans/appeals etc.

3

Element 6: Appropriate procedures, including triggers, are in place to transition out of surge/scale up processes towards regular operations.

3

MI 3.6 Analysis

Evidence documents

3.6.1 The ICRC has appropriate criteria and a robust framework in place, which it uses to determine when there should be a surge or scale up in response to new or escalating emergencies, as seen in the organisation's Rapid Deployment Mechanism Framework, the Operational Contingency Planning framework, and the Crises and Emergency Management Framework, which together cover both contingency planning and roll-out.

The framework determines the responsibilities for the ICRC for managing crises based on their characteristics. It defines and clarifies the structures for the responses to the crisis and sets out three operational modes for the ICRC to follow depending on context and situation:

- The normal way of operating, with set responsibilities for each team
- Emergency mode: an escalating situation that requires specific and appropriate coordination and support from headquarters
- Crisis operating mode: where the situation is unprecedented and threatens the business continuity and the viability of the organisation. This mode requires strong coordination by a strategic committee that provides the

32, 120, 149, 216, 226, 261, 265, 314, 317, 324, 338, 340, 346, 348, 354, 355, 374

orientation, the crisis team, the size, operational orientations, and crisis implemented activities.

The ICRC identifies a surge push/pull factor, with headquarters “pushing” international resources immediately with deployment of teams and other resources into the context, agreed between the delegation and headquarters and lasting six weeks. By that point sufficient resources should have been deployed so that the delegation can “pull” forward based on the first-hand information it has gathered to be able to fully lead the response in country. Operations include assessment missions where field staff collect first-hand data and provide estimates of needs which feed into operational decisions (see KPI 5).

The ICRC also monitors whether other actors can meet needs, and it steps in and monitors where local capacities are overwhelmed. **There is clear evidence of the ICRC’s appropriate use of capacity versus need assessments to trigger its scale-up.** The classification of conflict does not serve as a trigger for operational scale-up inherently but is included among other suggested triggers such as geographical spread, increased displacement, increased civilian harm, urgency of access and capacity and willingness of local actors to respond. Once an agreed specific trigger point is met, a series of agreed upon emergency responses (outlined in delegation contingency planning) follows.

3.6.2 Fast track recruitment is possible although the ICRC prefers to use existing staff pools and rosters. The internal talent attraction team helps find pipelines for specific métiers that are essential in crisis situations, such as health.

Back-up expert surge mechanisms are in place and functioning for new and escalating crises. Expert surge mechanisms and rapid deployment teams systematically include senior leadership, appropriate sectoral experts, co-ordination experts (where required), assessment professionals, and communications staff. Provision when necessary is made for backfilling the positions these experts are temporarily vacating.

The ICRC generally uses pool-based hiring rather than ad hoc single campaign recruitments for many roles. Some pool hiring drives remain open over periods of time, to maximise the number of suitable candidates who are available when needed. The ICRC maintains a centrally managed pool of some 1200 staff and PNS who are rostered with competencies in various critical functions (logistics-, administration, IT, technical sectors, as well as non-traditional surge roles like communications and IHL specialists). This Rapid Deployment roster can be drawn on for rapid deployment in emergencies. The roster includes various internal and external rosters (e.g. headquarters staff, regional staff, specific positions and Movement partners), to provide expertise (generalist, senior, sectoral) on short notice.

Talent managers both at headquarters and regional levels have a key role in placing staff into roles during times of crisis through the rapid deployment mechanism, ensuring a regional perspective is included in decisions around staffing and required profiles. Workforce planning tries to accommodate a dynamic wherein around 20% of staffing needs are susceptible to rapid change in crisis (as opposed to 80% of staffing needs that are considered to be predictable). Surge deployment is for a very limited period of time, covering six weeks with a possible extension up to four months. In the past few years, the HR department has created dashboards

monitoring the movement of ICRC deployments and used the available data to anticipate the buffer that is needed and can be provided by the Rapid Deployment pools (1200 staff and PNS). This is a challenge, since the pools are not harmonised, and the availability of staff for some critical roles is limited. Some metier pools have better availability, while others struggle to find appropriate expertise outside of the ICRC because these are highly ICRC-specific métiers.

The ICRC's surge mechanisms are designed to support multiple concurrent crises. Under the Risk Monitoring Framework, the organisation plans for up to four crises to be managed simultaneously. The ICRC noted that this capacity was demonstrated in 2026 (after the evidence gathering stage for this assessment), when the Crisis & Emergency Mechanism was activated four times for overlapping crises, including one large-scale operational crisis and three smaller-scale crises. In addition, three crisis activations initiated in 2025 remained active into early 2026 before being closed. These overlapping activations demonstrate the organisation's ability to sustain surge operations across multiple concurrent emergencies.

3.6.3 The ICRC's specific funding mechanisms allow it to act both to take anticipatory action and respond to major contingencies. Additionally, nascent initiatives are in use to include seed funding for new and escalating crises. The ICRC delivers against its mandate and operational modus operandi to respond to situations of crisis and emergency, and the organisation has pre-approved funding mechanisms to enable delegations to adapt and scale up its response.

Unlike UN or INGO organisations that may seek to have pre-arranged financing mechanisms in place to respond against specific triggers ahead of, or at the early onset of, an emergency response, the ICRC manages this process internally, allowing it to be particularly agile and fast in its deployment on the ground. It draws on either its preparedness capacity, to support early contingency planning for a specific risk, or agreeing a budget extension process to enable response, in the agreed areas of operation. There are areas where anticipatory action is needed, such as situations of drought in conflict affected areas. In interviews, the provision of targeted assistance activities was mentioned in such cases, although the assessment team did not find evidence of the use of pre-agreed triggers per se.

To ensure that the ability to respond is viable, the ICRC has rebuilt its financial reserves to allow for rapid allocation of financing. The ICRC's insistence on unearmarked contributions where possible provides the organisation with the flexible funding required to create pools for anticipatory action. Where funds are earmarked, it is usually loosely so, allowing the ICRC to allocate by programme-type or region, or country context.

3.6.4 Simplified procurement, logistics and other administrative measures are in place for scale up situations. The ICRC has systems for forecasting, demand planning, and inventory management – including monthly collaborative demand planning (CDP) to align demand forecasts, inventory, and financial/inventory health with mitigation of risk. This has recently been changed to include a Resource Management Mechanism (RMM). The ICRC uses data/dashboards to speed up decision-making for procurement and improve situational awareness. It also conducts sustainability risk assessments and life-cycle assessments for EHIs and food. While in-house foresight capacity exists,

according to interviews this is not institutionalised or as developed as it could be. Investment in this has been impacted by the budget reductions.

To enable rapid scale-up during times of crisis, the ICRC maintains updated procurement manuals, internal codes of conduct, clear processes for supplier selection, evaluation mechanisms for procurement, and claims processes. An inventory calculator and planning dashboard has been developed to support analysis of fluctuations in demand and delivery lead times in procurement. At the time of the assessment, this had been rolled out in 12 locations across Africa, the Middle East, and Ukraine, with the ICRC later informing the assessment team that it has been rolled out globally. To respond to recent experiences of supply chain disruptions, the ICRC is preparing a business continuity review of main suppliers in 2026 to make sure that main suppliers have solid business continuity plans, alternate production sites, and distribution channels that are resilient to major political shocks.

3.6.5 The ICRC, with its specific mandate and unique modus operandi, contributes to approaches in scale-up situations across the multilateral system but does not lead these efforts. The ICRC does not participate in common plans or appeals for reasons of independence and neutrality. It does, however, participate in weekly meetings of the Emergency Directors Group (EDG), composed of Emergency Directors of UN agencies and of major NGOs, with the ICRC and Federation as observers. In addition, the ICRC coordinates with other humanitarian organisations in the field (at regional and country levels) and participates in the Humanitarian Country Teams (HCT) and thematic cluster meetings, sharing analysis, security information and responses.

Within the movement, the ICRC co-convene with the IFRC and National Societies as part of the wider humanitarian ecosystem. Within the Movement, guidance is provided in the Seville 2.0 Agreement, which has integrated key principles and tools from the earlier (launched in 2013) Strengthening Movement Cooperation and Coordination (SMCC) initiative. The [SMCC toolkit](#) is a publicly available online depository of operational tools, guidelines and best practice, which is still in use by the ICRC and its Movement partners to facilitate coordination and joint Movement responses. Among other key steps, the toolkit includes the requirement to hold a tripartite coordination meeting between the ICRC, the host National Society and the IFRC, known as Mini-Summit, as soon as possible and within the first 48 hours of a large-scale emergency being foreseen or recognised, to coordinate the collective response. However, the assessment found that the outcomes of the mini summits in terms of subsequent collaboration have been mixed and do not always equate to effective collaboration afterwards – and is dependent on the engagement of all parties involved.

3.6.6 The ICRC has guidance on transitioning out of surge/scale up processes and returning to regular operations but challenges exist in the post-surge period and staff needs have not always been properly planned or anticipated. The recent financial crises have resulted in lessons which led the ICRC to establish processes to revisit their operational footprint. Specific to financial contraction, the objective is to reduce without closing by doing things differently with more generalist staff, more resident positions and a simpler response, doing so in a strategic way and trying to retain experienced staff as much as possible. The Crisis and Emergency Management Framework, together with Task Force mechanisms, provide the formal process for managing

crisis situations. Task Forces are established in response to significant emergencies and are formally deactivated if the crisis is stabilised.

Following an operational scale-up, including the use of budget extension tools and surge of staff, a Delegation would reduce back to a lower operating budget and capacity once an acute phase of the emergency has reduced. The ICRC will support assessment and arrangements as viable for the exit and or transition of services to local partners. This may include the National Society and the authorities. Guidance is available through organisational standard operating procedures on the scale down or closing down of crisis response tools, although these are not prescriptive. Management is expected to refer to institutional guidelines and frameworks, which can be perceived as lengthy, including the Institutional Strategy and the operational indications and categorisation as outlined in PfR. The ICRC has facilitated lesson learning reviews and evaluations which include appraisal of organisational tools to strengthen their effectiveness.

To note, the evidence confidence was rated medium due to limited documentary evidence used for the analysis.

MI 3.6 Evidence confidence

Medium

KPI 4: Organisational systems are cost- and value-conscious and enable financial transparency and accountability

KPI 4: Organisational systems are cost- and value-conscious and enable financial transparency and accountability

KPI score

Satisfactory

3.27

The ICRC has a robust risk management framework in place, supported by policies and guidance that help staff navigate the significant and wide-ranging operational challenges arising from the complexity of the organisation's work. The ICRC demonstrates a strong commitment to ethics, accountability and fraud prevention, underpinned by its Code of Conduct, signed by all staff.

The ICRC's internal oversight and controls capacity is right-sized, although continued prioritisation will be required to prevent this being depleted in light of the global humanitarian funding reductions. The organisation focuses on governance, the delivery of results, and the management of risk. The internal control framework, which includes the 'three lines model' and risk-based approach and control mechanisms, is robust. The ICRC's internal oversight and control systems are a set of dynamic processes involving all levels of the organisation, from senior management to field staff.

Significant lessons have been learned from both the data breach in 2022 and financial crisis in 2023, and major steps have been taken to strengthen data governance, cyber security and risk management systems. Staff throughout the organisation report that this has resulted in stronger monitoring and reporting. Audit, control, compliance and risk management functions are integral to its architecture, and these have been strengthened significantly since the creation in 2017 of the Ethics, Risk and Compliance Office (ERCO). The ICRC's organisational structure provides flexibility; the organisation is engaged in a continuous set of change processes in response to ongoing contextual changes and risks. The organisation has also invested in improving its understanding of emerging risks such as harmful information, with increasing integration of these risks into institution-level and delegation-level risk registers.

The leadership promotes a culture of zero tolerance for fraud and has strengthened systems to prevent, detect and respond to irregularities across operations. Fraud is recognised as a major institutional risk due to the challenging contexts in which the ICRC operates. The organisation communicates

transparently on risks and mitigations with relevant stakeholders. The ICRC is also clear in its policies and communication that some residual risk is unavoidable by the nature of the context in which it operates in order to fulfil its mandated tasks.

Clear policies and guidelines, defined staff responsibilities and mandatory training ensure that the ICRC's risk management approach is implemented, although additional operational capacity, particularly at the delegation level, would strengthen timely detection, investigation and reporting. While robust whistleblowing mechanisms exist, the organisation does not have a dedicated whistleblower protection policy in place. This is in the process of being developed, which will strengthen accountability and safeguards for those reporting misconduct.

The ICRC has appropriate policies, guidance and mechanisms in place to address misuse of funds, with steps taken to ensure full oversight and accountable investigation and good management of communication to involved parties. Transparency is at the centre of the ICRC's Financial Regulations, which state that budgets, annual reports, and financial statements are made available to donors and the public. To strengthen oversight and transparency, new monitoring tools have been introduced. A Financial Cockpit dashboard, updated monthly, now serves as a single source of truth for the Directorate and Assembly, providing real-time visibility on income, expenditure, and liquidity, and enabling monthly assessments against forecasts. The Financial Cockpit has helped increase financial literacy and transparency across the organisation. It is complemented by quarterly management and financial reviews, through which performance and risks are assessed, and resources can be reallocated where necessary.

The ICRC's approach to value for money reflects the realities of humanitarian assistance, where value is not just measured in financial terms but also in access, protection and adherence to humanitarian principles. It is not only about keeping costs low, but also about delivering effective support to people affected by conflict, often in remote and high-risk environments. This means balancing cost, quality and reach, and recognising that working in conflict areas can be expensive but still represent good value if it reaches vulnerable people and delivers the organisation's mandate. Having clearer guidance on value for money, promoting consistency across metiers, can be beneficial in an increasingly resource constrained funding environment to help the ICRC communicate its impact. It can also support better decision-making in the field, helping staff weigh up costs and impact when designing and delivering assistance activities.

The ICRC has a robust policy infrastructure for the protection against sexual exploitation, abuse and sexual harassment (SEAH) internally as it pertains to staff, and externally as it pertains to communities. There are dedicated human resources, mechanisms and structures to monitor and improve PSEAH policy implementation although progress against the strategy remains unclear to the assessment team. At headquarters level, policy implementation is mainstreamed through the metiers. At the field-level, activities are focused on strategically supporting ten PSEAH priority delegations as identified by ERCO based on a set of risk-related criteria. The quality of reporting against PSEAH policy implementation at delegation level varies and traction with these PSEAH priority delegations remains inconsistent. The organisation engages in sector-wide safer recruitment practices such as the Misconduct Disclosure Scheme. It has clear contractual requirements and due diligence processes in place for National Societies and other operating partners and suppliers, however there is limited monitoring of compliance against requirements. A range of mandatory and supplementary staff training and awareness raising efforts at all levels have high compliance. However, raising awareness with communities on the prohibition of SEA by ICRC staff and on complaints mechanisms remains a challenge.

While prevention efforts have improved progressively over the course of the assessment period, the ICRC are on a journey to improve their reporting mechanisms and response to SEAH cases. The Organisation's complaints mechanisms are centralised through web-based reporting and email platforms, with limited forms of contextually appropriate community-level complaints mechanisms to

report SEAH. The organisation also acknowledges there is a need to do more to embed a victim-centred approach (VCA) and its support for victims of SH, as this is less developed. On transparency, anonymised statistics related to SEAH cases, their management or disciplinary measures are not publicly reported beyond reporting to donors.	
MI 4.1: Policies, procedures and systems exist to prevent, detect, investigate and sanction cases of fraud, corruption, and other financial irregularities, as well as conflict of interest	Score
Overall MI rating	Satisfactory
Overall MI score	3.50
Element 1: A clear policy/guidelines on fraud, corruption and any other financial irregularities is/are available and made public. Ethics is a priority for the organisation with a strong tone from the top, an appropriate code of conduct in place, and processes to prevent conflict of interest.	4
Element 2: The policy/guidelines clearly define/s the management and staff roles in implementing/complying with them, and the system is adequately resourced	4
Element 3: Mandatory staff training/awareness-raising is provided on policy/guidelines with additional more specialised trainings provided where appropriate.	4
Element 4: There is evidence of policy/guidelines implementation, e.g. appropriate measures are taken and reported and there are effective channels/mechanisms in place for reporting any suspicion of misuse of funds, evidence of timely investigations being undertaken, proportionate and dissuasive sanctions applied and recovery of defrauded funds.	3
Element 5: Cases of fraud and corruption are referred to national legal bodies under both criminal and civil liability	3
Element 6: Appropriate reporting is taking place, including immediate reporting of cases to donors as well as frequent reporting on cases of fraud, corruption and other irregularities, including actions taken, and ensuring that the outcomes of investigations are made public.	3
MI 4.1 Analysis	Evidence documents
4.1.1: The ICRC demonstrates a clear and publicly available framework for addressing fraud, corruption and financial irregularities, supported by a strong ethical culture and well-defined governance arrangements. The ICRC has zero tolerance to inaction of fraud, and a significant commitment to ethics, underpinned by the Code of Conduct. There is a comprehensive policy position in place, underpinned by a zero tolerance to inaction on fraud. This is clearly articulated through the Code of Conduct, the Code of Conduct policy on prevention of and response to fraud and corruption, and the Fraud Risk Management Strategy, which set out detailed definitions, expectations and processes. These documents are well understood by staff, indicating effective communication and internalisation of standards. The Code of Conduct (but not the two other documents) is publicly accessible. Of the survey respondent, 69% found that the ICRC effectively prevents, detects and responds to fraud, corruption and abuses of power. Leadership and governing bodies set a strong tone from the top, consistently promoting integrity, accountability and appropriate behaviour. This is reinforced through institutional structures such as the creation of the internal Ethics Risk and	8, 12, 13, 14, 18, 20, 21, 73, 74, 77, 81, 102, 161, 328, 359, 360

Compliance Office (ERCO), established in 2017, responsible for ensuring that the organisation operates with integrity, accountability, and proper risk management. It supports ongoing risk assessment and management including “risks to watch” for leadership. Staff awareness of these functions from the headquarters to the Delegation levels was found to be high, demonstrating the leadership’s support for an accountable culture in the organisation is both high and visible.

The ICRC’s Fraud Risk Management Strategy, effective from 1 October 2023, sets out the guiding principles for mitigating the institutional risk of fraud, including institutional fraud risk appetite, and ensuring that mitigation measures and responses must be adapted to different fraud types, proportional, and contextualised mitigation measures. It sets a balance between investment in prevention, detection and response measures and clearly states the ICRC’s zero tolerance to inaction to fraud.

Ethics is evidently prioritised across the organisation. Work to strengthen the organisation’s approach to fraud risk management was strengthened from 2023, a process that intensified in 2024, in direct response to the financial losses associated with fraud. A new Fraud Prevention Officer joined ERCO in May 2024 to coordinate this work. The Fraud Risk Management Strategy is reviewed every year, ahead of the annual planning and budgeting process.

The fraud risk management strategy is accompanied by a roadmap describing various risk mitigation actions to be completed in 2024-25, including a focus on organisational culture and setting the tone from the top. The roadmap, which is annexed to the Fraud Risk Management Strategy 2023, details planned actions from 2023 until the end of 2025, including KPIs for monitoring and reporting.

A review of key processes in 2024 provided assurance on the design of anti-fraud controls while identifying gaps and opportunities for simplification. While fraud remains classified as a Major Institutional Risk, this is transparently acknowledged alongside a realistic articulation of residual risk, reflecting a mature and risk-based approach.

Processes to prevent and manage conflicts of interest are clearly defined: the organisation provides a robust definition of conflict of interest in its International Regulations; and a formal requirement for disclosure and oversight by the Audit Commission. The Code of Conduct establishes staff obligations for self-disclosure and managerial responsibilities for mitigation, with implementation supported through training of facilitators and managers from Q4 2024. Recent revisions to the Code of Conduct Framework (June 2025) have introduced clearer guidance on roles and responsibilities and specific procedures for handling allegations by senior leadership and strengthening independence and therefore trust in oversight arrangements.

Overall, the ICRC demonstrates a strong and coherent framework for managing fraud and ethical risks. Policies are clear and actively implemented, and leadership reports confirm they are committed to upholding high standards. The ICRC acknowledges that risks will always remain inherent due to the conflict affected operating environments they work in. Its definition of fraud acknowledges that there are a broad set of external risks due to the environment in which the ICRC operates, including by extension linkages to any third party such as the issue of aid diversion.

4.1.2: Management and staff roles in implementing and complying with the ICRC's fraud risk management policy and standards are clearly defined and supported by the Fraud Risk Management Strategy and the Code of Conduct. Additional resourcing to ensure timely follow-up and fraud detection at the operational level would be beneficial.

The overarching Fraud Risk Management Strategy clearly outlines the functional and hierarchical lines of responsibility for the implementation of the strategy and ensuring fraud control. It is the responsibility of the ICRC's governing bodies (including the Assembly, the Directorate, and the Risk & Assurance Committee) to promote integrity and ethics and communicating on acceptable behaviour. How they perform this responsibility is clearly prescribed. The 2024 Review of the implementation of the ICRC's Institutional Strategy report outlined to senior leadership the range of frameworks, processes, systems and tools which have been developed and are maintained, in particular with oversight by the Ethics Risk Compliance Office (ERCO).

Management of fraud risk is owned by Delegations and Departments. The Chief Ethics, Risk and Compliance Officer is responsible for reviewing the strategy and supervising its implementation, as well as, with the oversight of the Director-General, communicating progress and escalating issues to governing bodies. Governing bodies – specifically the Assembly – promote ICRC-wide standards, ensure resource allocation for fraud risk management, and confirm assurance measures are followed.

The assessment found that the Assembly is playing a more active role since the 2023 financial crisis in ensuring assurance measures are robust, including: creating a Chief Financing Officer position at the level of director; putting checks and balances in place between disaggregated functions; ensuring a distinction between the different bodies involved in the internal regulations of the organisation; and ensuring that an active risk and audit commission is meeting monthly. The Assembly has active engagement in dedicated sessions on fraud risk management with the President.

ICRC Managers (Heads of Divisions, Departments, sub-structures) make up the first line function, responsible for managing fraud risk including deciding the appropriate response (accept, reduce or avoid) to the identified risks.

The first line, as referred above, is supported by second-line functions which include ERCO, SCMS, and Risk & Assurance managers in metiers and the field. They are responsible for strengthening awareness and knowledge of fraud risks. They support the first line in identifying specific risks and developing and monitoring fraud mitigation measures. Compliance functions effectively at the central level. However, the assessment found that strengthening oversight and implementation at the Delegation level remains a key priority, as risks and opportunities for detecting issues often arise in different ways in field operations.

Reporting is timely. ERCO reports against the roadmap for implementation of the strategy on a quarterly basis to the Risk and Assurance Committee (POM) and provides an annual status update to the Audit Commission as part of the Annual Major Institutional Risk review.

The Code of Conduct Operational Guideline, which supports the implementation of the code of conduct framework, includes detail on reporting and investigation

process. The guidelines are now in their third edition, with the first edition coming into force in May 2018, the second in November 2021, followed by a November 2022 pilot phase and the third edition in force from 30 October 2024.

Interview evidence confirmed a well-functioning system: Delegations reported that the fraud risk management strategy is used as intended, with designated roles and senior management oversight. At Delegation level, examples were identified of implementation of the tripartite fraud management system – preventive, detection, and response – functioning well, with Integrity advisors, and/or compliance roles placed in regional offices who work with programme teams and provide training, awareness and support. Staff consulted were very knowledgeable of policies and the CoC, noting the negative impact on staff should cases be identified that lead to investigations.

4.1.3: Staff sign the Code of Conduct when joining the ICRC and mandatory training is enforced, with high levels of compliance across the organisation. Awareness and Learning is one of the seven elements of the fraud risk management strategy.

Part of the fraud risk mitigation strategy is to integrate fraud risk awareness and management in three important institutional trainings. This is part of initiative 17 of the Institutional Strategy Implementation Plan, with an intended completion target of Q4 2025. It was partially completed at the time of this assessment. Interview evidence at Delegation level confirmed that mandatory Code of Conduct training and 'Integrity training' took place for all staff, facilitated by the integrity adviser/Code of Conduct Facilitator whose responsibilities include integrating a culture of integrity and safeguarding into all metiers. Mandatory training toolkits have been provided.

Mandatory training levels remain constantly high. Statistics from 31 July 2025 and 21 November 2025 show that completion levels for ICRC employees were at a steady overall rate of 96% for the ICRC Code of Conduct mandatory training. The timeliness of staff training does however vary due to organisational capacity, especially in the case of new hires for large-scale operational response, although in such cases all associated HR related documentation is signed by the new staff, including the code of conduct. This is exemplified through the training statistics from November 2025 which showed a lower completion rate in two highly operational national delegations (Sudan 84%; Afghanistan 87%); and one regional delegation (Suva 89%). The completion rates still remain high overall. Staff who have not yet completed the training are 'red flagged' at the delegation level with follow up by human resources.

The introduction of Code of Conduct facilitators has been viewed positively by staff, particularly as they help ensure that training is delivered consistently. The Code of Conduct is introduced at the earliest stage of onboarding, with new employees given easy access via their mobile phones in a user-friendly format.

Delegations organise regular briefings on the Code of Conduct, and interviewees noted that a full day is dedicated every six months to training on the Code of Conduct and prevention measures. Awareness-raising materials, such as posters, are displayed across offices, delegation premises and residences. The Code of Conduct is also fully into the core staff induction programme.

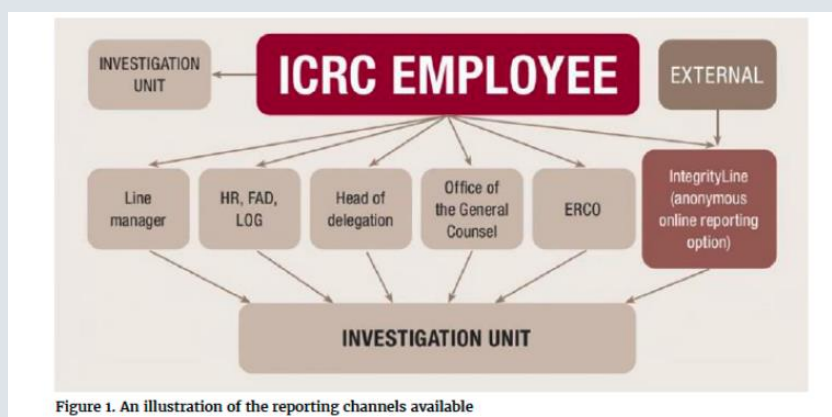
Most training is virtual. However, face to face training is also offered: training and refresher training for all 'offline' colleagues – drivers, housekeepers and others who

do not have access to the Internet or a laptop. Guards are also trained as part of contractual requirements, in coordination with the security units. The cooperation delegates stress the criticality of the code of conduct with National Society staff and volunteers who are part of ICRC operations.

4.1.4: The ICRC has appropriate policies, guidance and mechanisms in place to address misuse of funds, with steps taken to ensure full oversight and accountable investigation and good management of communication to involved parties. However, further capacity strengthening is needed at the delegation level, where capacity for fraud detection and reporting is most needed.

Chapter 2 of the Code of Conduct Operational Guidelines sets out in detail the channels and mechanisms in place for reporting misconduct including the suspicion of misuse of funds. The Fraud Risk Management Strategy Roadmap includes KPIs for the seven elements of risk mitigation measures. The established organisational reporting line that ICRC employees can use to report misconduct is illustrated in the Operational Guidelines, shown below, with the option for anonymous reporting through the integrity line:

Figure 4. ICRC investigation unit



Source: ICRC Code of Conduct Operational Guidelines, October 2024, internal document

Overall, the organisation has clear and accessible reporting channels, although continued effort is needed to strengthen the reporting culture. The Code of Conduct Operational Guidelines apply to all ICRC employees and provide clear instructions on reporting misconduct. They also explain how non-ICRC staff and individuals can raise concerns through the integrity line, a confidential complaint hotline accessible via a link on the ICRC's public website. Staff consulted were aware of the available reporting channels, including the integrity line. While no specific examples of its use were shared with the assessment team, there was clear visibility of reporting information during the visit to the South Sudan Delegation. Staff noted that continued effort is needed to strengthen a culture of reporting and encourage staff to come forward.

Investigation processes are well established and transparent. The ERCO Investigation Unit is exploring the use of data analytics to strengthen fraud detection, including collaboration with other humanitarian organisations and Internal Audit. The

assessment found strong positive feedback on the active role of ERCO in supporting policy implementation. The office has developed tools and training to support investigations, although timeliness is affected by capacity limitations.

Quarterly investigation updates provide oversight of case volumes and trends related to fraud and corruption, reporting on the number of allegations, the number of closed cases, and the number of employees dismissed following investigations. These reports are used internally and shared with selected donor governments. KIIs indicated that investigations are generally carried out effectively, although capacity constraints can lead to delays, with some cases taking several months to conclude. This can place additional pressure on staff who may need to cover roles during ongoing investigations, although it was reported that the organisation makes efforts to provide additional human resource support where possible. To address capacity challenges, ERCO has introduced a tiered system clarifying which cases should be handled at Delegation level and which should be managed by headquarters.

Due diligence and partner oversight processes are comprehensive and well understood, although evidence on outcome-level impact is limited. Headquarters and delegations are required to conduct due diligence assessments on all operational partners, and financial checks on suppliers linked to providing logistical items. Staff reported that while these processes are time-consuming, they are necessary and well understood. A standard assessment tool is used, including for National Societies receiving ICRC funding, covering areas such as operational and, particularly, financial management capacity. Where weaknesses are identified, follow-up target capacity building can be agreed between the ICRC and National Society as necessary to ensure activities can be supported. The Cooperation Division works closely with partners to strengthen capacity and ensure effective delivery. There is also a clear protocol for escalating concerns to National Society leadership. However, the assessment did not find detailed information on how outcome-level improvements are measured following identified weaknesses, even between different operating years. If risks are identified, monitoring and oversight are increased according to ICRC staff, though risk registers were not found to routinely include such risks or the potential for poor delivery by a National Society in receipt of ICRC eligible funds. ERCO's Investigation unit may refer low risk and prima facie cases to delegations for inquiries or case reviews.

The ICRC has an established Internal Control Framework based on the internationally recognised COSO model. This system, structured around a "three lines" model, is designed to ensure reliable reporting, safeguard assets, and prevent fraud. The framework promotes a risk-based approach, ensuring that control activities are focused where they are most needed. Some interviewees report that they feel a sense of 'over-policing' internally with the levels of control and scrutiny as part of the due diligence requirements which demonstrates that the organisation is seriously addressing how it meets the requirements though placing additional strain on staff to undertake at the delegation level. Limited onsite monitoring capacity of cases and risks was detected in the evaluation of a hospital resilience programme in one country context (2024) as an example, although the evaluation concluded that the system seemed to work, and no significant risk was realised.

Financial monitoring is now on a monthly basis at the delegation level, rather than on a quarterly basis following strengthened controls after the 2023 financial crisis. There is a controls testing and monitoring team based in Manila, for example, that supports the organisation by advising the administration, conducting regular reviews

or spot checks, tests control effectiveness, and visits delegations to assess the effectiveness of these controls. Their work also includes reviewing partner due diligence processes and conducting spot checks, such as verifying correct cost coding. The team of approximately six to seven controllers makes visits to approximately 8–9 delegations each year, which are coordinated with the Internal Audit, with a focus on reviewing processes, identifying gaps, and simplifying controls where necessary. A 2025 evaluation of an ICRC WatHab programme for hand pumps and health facilities in one country context demonstrates the importance of maintaining oversight and site visits, with the priority recommendation that the Delegation should strengthen financial management and auditing processes to improve transparency of procurement processes and reduce the risk of fraud, with a three-month timeline for actioning.

The ICRC has clear and specific regulations for managing its assets, particularly inventories, including an annual check on physical inventories and a system to mitigate over-stocking. Financial reporting follows the principle of transparency and with a financial motoring function, backed by financial risk management.

4.1.5: The ICRC has a decision-making process established to determine a referral of corruption and fraud cases to national legal bodies under both criminal and civil liability, which is governed by its Code of Conduct Operational Guidelines in this area. The guidelines make clear that the Investigation Unit must refer substantiated allegation of misconduct that may constitute a criminal offence to the general counsel, who must assess whether it should be referred to the national law enforcement authorities for criminal investigation. The Guidelines notes the potential need for the Director-General to waive privileges and immunities in such cases.

Staff noted that in some operating contexts, strong national labour laws may affect how the Code of Conduct can be applied in practice. In such cases, legal protections for employees may limit or shape the organisation's ability to take certain measures.

They suggested that the ICRC consider the flexibility to review certain country cases on a case-by-case basis, while still respecting the institution's overall rules and standards. They also recommended placing greater emphasis on assessing the seriousness of each case – ensuring a better balance between what is reported, how severe the issue is, and how much time and resources are devoted to addressing it.

4.1.6: ERCO is the responsible entity for reporting cases of fraud, corruption and other irregularities to individual donors, and the assessment found overall positive feedback that this role is being fulfilled. Reporting is robust, but not always in the most timely way due to capacity constraints.

Transparency is at the centre of the ICRC's Financial Regulations, which state that budgets, annual reports, and financial statements are made available to donors and the public. To strengthen oversight and transparency, new monitoring tools have been introduced. A Financial Cockpit dashboard, updated monthly, now serves as a single source of truth for the Directorate and Assembly, providing real-time visibility on income, expenditure, and liquidity, and enabling monthly assessments against forecasts. The Financial Cockpit has helped increase financial literacy and transparency across the organisation. It is complemented by quarterly management

and financial reviews, through which performance and risks are assessed, and resources can be reallocated where necessary. Reporting is provided to the Donor Support Group (DSG). Donor governments interviewed for this assessment fed back that the ICRC has continued to strengthen reporting, assisted by ERCO. More frequent information is provided through the ERCO Quarterly Investigations Updates, which are shared with select donors. The Updates report on cases mainly through quantitative data and charts that break down allegations by misconduct themes, percentage of cases closed, and high-level detail on actions taken. The assessment team was provided with an example of an ERCO Quarterly Investigations Update. Major cases are included in the quarterly reports. In addition, donors are notified directly of fraud cases with potential loss of 100,000 Swiss Francs or more. After the first notification, donors also receive redacted summaries of investigations of fraud cases with potential loss of 100,000 Swiss Francs or more. The ICRC is particularly proactive/committed in informing a sub-set of donors with whom they have committed to transparent reporting. At the Delegation level, monitoring and spot-checking activities, facilitated by Finance and Admin (FAD), Logistics, Welcome Services and HR ensure a more comprehensive reporting approach, using a 'red flag' system when delays or issues are detected.	
MI 4.1 Evidence confidence	High

MI 4.2: Transparent decision making for resource allocation, consistent with priorities that may shift over time	Score
Overall MI rating	Highly satisfactory
Overall MI score	3.80
Element 1: Core/non-earmarked funding is allocated to priority themes/countries/regions as set out in the strategic vision	4
Element 2: There is specific consideration and allocations for underfunded crises, and for the regional and cross-border impacts of crises	4
Element 3: Allocation criteria are flexible and allow for adaption as protracted crisis contexts evolve positively or negatively	4
Element 4: All resourcing, including resource allocation decisions from core or unearmarked funding, are made public, including through IATI and/or the OECD Creditor Reporting System.	4
Element 5: There is cost recovery from programme activities, sufficient to resource required programmatic oversight	3
MI 4.2 Analysis	Evidence documents
4.2.1: The ICRC's Institutional Strategy is the overarching document setting out the organisation's strategic vision which guides the core and non-earmarked funding to thematic and geographical priorities. The Planning for Results process determines needs-based priorities to which funding should be allocated. This works well at the global level and is an established and understood headquarters-led procedure.	1, 328, 352, 351, 19, 20

The ICRC's budget allocation process is driven by assessed operational needs, and the organisation resists receipt by and allocation of earmarked funds. The budget is divided into envelopes including headquarters, field and global set-up (including logistics, service centres, shared service centres, and technology and information global costs) – under a single integrated budget framework. The ICRC's funding model is based on voluntary contributions from a diverse range of supporters and donors. Its operational independence and flexibility, made possible by a significant amount loosely or low earmarked contributions, is a key foundation for the ICRC's comparative advantage.

Lessons have been captured in the Institutional Strategy 2024-27, which emphasises financial stability as an important necessity. It also includes “improved risk management” and “digital transformation”, which are relevant for financial monitoring and donor reporting, and hence for the mobilisation of more agile resources. The stronger financial risk management was evidenced in field interviews, where respondents referred to monthly financial checks and forecasts rather than quarterly.

74% of survey respondents agreed that the ICRC ensures that allocation of earmarked funding is based on strategic priorities and the needs of people affected by conflict.

The Resource Mobilisation Division (REM) plays a key role in determining levels of earmarking requirements by the donors together with the Department of Operations, and funding is distributed according to the financial needs of the ICRC's delegations. The funding provided to the ICRC is generally of good quality – with between 19% and 33% of funding being unearmarked in the period 2021-25, and most of the earmarked funding only loosely so: Of the CHF 799.8 million the ICRC received in flexible contributions in 2024, CHF 224 million were loosely earmarked either for a geographical region (CHF 202 million), a programme (CHF 22 million), or a target population (CHF 0.02 million).

States are the main source of funding for the ICRC. On average over the past five years (2021-25), the US provided 23% of the ICRC's total funding via the State Department – dropping from 25% in 2024 to 17% in 2025. Over the past three years (2023-25), contributions by state governments have made up on average around 78% of the ICRC's budget, with an additional 7% from the European Commission, 1% from National Societies (the Red Cross and Red Crescent Movement), and 1% from supranational and international institutions. The remaining 11% comes from private sources. There was, however, a notable shift in 2025, with a drop in state donors' share of the total funding from 83% in 2024 to 76% in 2025. This led the share of other donor types to increase, with private sources making up 13% of contributions in 2025, compared to 9% in 2024.

The ICRC also works with development actors (e.g. development banks and agencies) as partners, which brings in multiyear funding. The REM team has established a series of goals and milestones to seek a sufficient level of diversified funding to be able to move away from over-dependence on a small group of traditionally strong donors, many of whom are currently reducing their funding for humanitarian and development assistance considerably. These include private foundations and individual giving programmes for which and investment was made in the past few years (mass marketing) by the REM team and is now starting to provide significant legacy contributions

The ICRC Financial Regulations state that flexible funding is allocated to underfunded operations. Interview evidence for this assessment found that donors and staff alike understood and agreed with the principles behind and the need for this allocation rule. Unearmarked funds are also used for the organisation's investment budgets.

The Deputy Director of Operations oversees the annual field budget allocation exercise, which takes into account the strategic and operational priorities across the regions. There is a consultative and analytical process which starts in the first quarter of the year with regional directors and delegations, who are asked to assess the trajectory of budgets against their operating context. Financial forecasts and implementation rates are considered (including budgeted and non-budgeted) and factored into decision-making. A preliminary global envelope with main planning orientations is shared midyear to guide the PfR process. Regions and delegations work with a 'base' level of allocations which is later fine-tuned with any global charges on the field budget, i.e., such as IT renewal costs, HR. Delegations present their proposed plans and budgets for validation by the end of September in annual Head of Delegations meeting as part of the formal planning process. Overall budgets are finalised and approved in November for validation and presentation to the ICRC's Assembly, for the upcoming year.

In the survey, 63% of respondents found the ICRC to be transparent about the criteria it applies to allocate financial resources across its regional and country programmes, as well as organisational initiatives.

The Financial Health Cockpit is one example of a tool to provide a financial overview, presented with visualisations, of the ICRC's financial health which was introduced after the 2023 financial crisis to support senior management decision-making, and serve as an accountability measure. The tool provides an overview of contributions, expenses, liquidities, planned results and impact on reserves. The cockpit's information also includes slides on:

- Hard Contributions Diversification Year to Date: a visual graph of donor earmarking each month, across a four-point scale from tightly earmarked to non-earmarked (tightly, country, loosely and non)
- Analytical accounting of the most underfunded and well-funded operations in the year based on allocations of non-flexible contributions.

As the ICRC has increased its financial reserve in 2025, there is increased flexibility to use unearmarked funding in operations. The ICRC agrees levels of flexibility directly with donors for any specific earmarked funding provided to large operational responses such as Israel and the Occupied Territories, and Sudan, if any carry-over is needed to the next financial year.

The organisation has established delegation-level thresholds that define the extent to which resources can be reallocated, allowing a degree of operational flexibility. When reallocations exceed these thresholds, approval is required at the regional or headquarters level. These procedures are well established and function effectively.

At the time of writing, the organisation continues to diversify its donor funding base, to enhance its financial flexibility. This includes increased engagement and partnerships with development finance institutions and agencies such as the World Bank, Qatar Fund for Development, African Development Bank, and Agence Française de Développement. The ICRC's engagement and partnerships with

development actors serves the dual objective of generating resources and crowding in institutions with resources for context-appropriate solutions. This approach aligns with the institutional strategy and reflects a strong recognition of the importance of expanding partnerships with new funding sources, albeit reliance on traditional state donors remains high.

4.2.2: The ICRC provides specific consideration for underfunded crises through analysis of assessment information on funding gaps which informs its allocation decisions and engagement with donors and other stakeholders, such as governments and humanitarian aid organisations.

The organisation engages key donors through the Donor Support Group and bilaterally with briefings on key operations it is responding to and key underfunded operations. It also facilitates donor support group visits to raise awareness and provide transparency on ICRC operations and impacts.

72% of survey respondents agreed that the ICRC allocates its resources transparently, based on clear criteria, in alignment with its strategic priorities.

The financial health cockpit Contributions Dashboard which provides which provides visualised data on allocations before flexible funding, is a useful tool available to ICRC decision makers to support their considerations of where to allocate flexible funding.

The global humanitarian financial cuts in 2025 have however placed inevitable strain on the ICRC's ability to support underfunded crises and has affected the organisation's overall financial flexibility to respond with agility to new or evolving crises. Analysis of funding and gaps underpins proactive outreach to donors, including for regional and cross-border operations. The global strategy and planning instructions are determined by headquarters, with funding assigned that takes account of the three country categories of operation.

4.2.3: The planning framework, together with instructions issued from headquarters in 2025, has been helpful for Delegations in prioritising and tailoring activities; staff report sufficient flexibility to determine appropriate activities.

As outlined in KPIs 1 and 5, the ICRC has deliberately refocused its activities around its core mandate and institutional strategy with the result of pulling back from sectorial activities in some areas that lent themselves to longer term resilience orientated activities in protracted contexts. There is strong internal understanding for the rationale for this while acknowledging the complexity of addressing needs in protracted settings.

64% of survey respondents thought the ICRC uses results-based budgeting and reports its spending according to results.

Oversight by The Deputy Director of Operations in the annual field budget allocation exercise considers the operational priorities across the regions, including protracted or forgotten crisis. The ICRC continues to use budget extensions to adapt to changing operational contexts, although budget reductions have resulted in less flexible in-country contingency stocks and fewer flexible budget lines at delegation level. Donors welcome that the ICRC has been able to increase its financial reserve in 2025 and see this as an indicator of organisational resilience, with senior leadership's oversight through the use of monitoring tools such as the financial

cockpit reporting, and financial surveillance by the Board. This reflects the significant institutional lessons learned from the 2023 financial crisis.

4.2.4: The ICRC provides robust and regular reports to IATI on all its resource allocations. The IATI Dashboard shows active reporting from the ICRC to IATI with sustained high levels of active files, see [link](#).

The ICRC also publish annual activity reports and annual financial reports which present the consolidated financial statement for the year with the external auditor's opinion. All annual reports from 1921 to 2024 are publicly available [here](#).

4.2.5: The ICRC operates with a Red Cross Movement agreed 6.5% cost recovery, agreed by the governing board. This is managed by headquarters to shield delegations from this financial responsibility or management, and budgets are agreed as part of the annual financial planning

As part of the annual field budget allocation exercise, delegations receive guidance on how to allocate a percentage of staffing and programme costs in line with the activities they deliver, including technical expertise for specific projects should the Delegation not have this available in-country.

MI 4.2 Evidence confidence

High

MI 4.3: Results based budgeting is in place, appropriate and used	Score
Overall MI rating	Satisfactory
Overall MI score	3.33
Element 1: Institutional budgets are organised by institutional objectives and outcome areas	3
Element 2: Budget allocation decisions are driven by strategic decisions around intended results under each institutional objective, informed by an understanding of trade-offs and opportunity costs. Consideration is given to the value of preventive action and investments in resilience, to minimise high-cost emergency response	4
Element 3: Each spending programme is aligned with an institutional objective and outcome area in the RBM system. This drives aggregation of expenditure to outcomes and objectives, for budget reporting	3
MI 4.3 Analysis	Evidence documents
4.3.1: At the global level, headquarters organise and allocate budgets in line with the strategic and general objectives set out in the ICRC's Institutional Strategy. These objectives are in turn linked to its reporting system. This is a well-established system which provides a global overview to enable the organisation to fulfil its high-level accountability objectives. The Institutional Strategy is the overarching guide to support budget prioritisation, combined with the 2025 planning instructions issued by headquarters to delegations. In 2025 this included the categorisation of delegations into three tiers where tier 1 countries are high priority 'cannot afford to fail' operations, while tier 3 countries are limited to a core ICRC presence. Budgets are aligned to both strategic and general objectives and have links with the Project and Activity Management (PAM) tool, although this alignment is not yet	1, 20, 74, 366, 451

systematically applied or formally validated – as outlined in more detail in KPI 7 below. As of now, there is no mandatory linkages from project-level budgets to PAM.

The ICRC has been transparent in its work to improve its financial model which in turn supports its planning and ability to align strategies with objectives and results. The organisation reported to a Donor Support Group (DSG) meeting in 2024 that work is underway to revise the financial model to align the financial structure of headquarters with that in the field, which is work in progress.

70% of survey respondents agreed that the ICRC provides timely and reliable information on financial allocations and disbursements, including expected timelines, amounts and reporting requirements.

4.3.2: The ICRC's budget allocation decisions are driven by identified operational priorities, including the number of people in need and an assessment of the organisation's comparative advantage under its IHL and protection mandate. The organisation is repeatedly facing hard trade-off decisions. The decision making has been aided in part by the headquarters 2025 planning instructions to delegations, which took account of a narrowed palette of services. This was found helpful by staff despite inevitably being difficult to implement in the face of growing needs globally.

A monthly financial dashboard was developed, overseen by the Financial Oversight Board, the Directorate and the Assembly, which tracks year-to-date and full year forecasted income, expenses, reserves and cash flow to ensure institutional financial health awareness. Financial and budgetary structures at headquarters were also revised to enhance cost visibility by department and reinforce accountability, in alignment with the organisational model for the 2025 budget.

The Directorate agreed on the required cash levels for emergency response, managing liquidity shortfalls, and initiating cost reduction programmes in case of a structural funding decrease. It was recommended that liquidity be increased to cover cash expenses for a period of four to six months. A Liquidity Cover policy was approved to guide the monitoring of liquidity levels which supports the organisation to confirm initial funding and mobilise a rapid response to crisis.

4.3.3: The ICRC has a system in place, supported by a Logic Model, to link strategic objectives to outcome areas, from which information can be extracted to serve RBM needs, and supports resourcing decision-making at global and regional levels. The information flows between input costs and disaggregated outcome level results is more difficult to determine.

Each spending programme is aligned with a general objective within the Planning & Monitoring Tool, enabling expenditure to be aggregated and reported against defined outcomes and objectives for budget reporting purposes. Further information on the ICRC's results reporting is outlined in KPI 7, including how the organisation's logic model informs planning and performance monitoring.

The RBM approach is supported by the Planning and Monitoring Tool (PMT), a web-based information management systems for the PMfR. This tool enables delegations and headquarters to plan, budget and monitor results. This tool supports a link to established outcome level results.

Additionally, the ICRC also undertakes contingency and scenario-based planning, and invests in traditional preparedness measures, such as maintaining in-country

contingency stocks to enable a rapid response in the event of emergencies or sudden escalations in conflict. However, the organisation's contribution to preventive action and resilience-oriented activities has been reduced following the 2023 financial crisis and the 2025 cuts in aid funding. As a result, these types of activities have been deprioritised. Staff and donors have generally understood and supported this shift, recognising that it reflects the organisation's need to remain aligned with its institutional strategy and focus its limited resources on core priorities. A 2025 evaluation of the ICRC WatHab programme for hand pumps and health facilities in one country context highlighted the importance of improving reporting to demonstrate outcome level change, concluding that the ICRC lacked a programme-level monitoring system that could report progress against planned outputs and outcomes, including linking to resource inputs.	
MI 4.3 Evidence confidence	Medium

MI 4.4: Effective independent mechanisms ensure appropriate oversight and provide assurance to management, governing bodies and other stakeholders	Score
Overall MI rating	Satisfactory
Overall MI score	3.00
Element 1: Oversight bodies are truly independent, with no relationship with the organisation or broader system.	3
Element 2: Oversight bodies are adequately resourced to fulfil their mandate.	3
Element 3: Oversight staff are hired by an independent body, their terms are fixed and there are processes to ensure there is no possibility of employment or reemployment for these staff or their family members. These staff have the right specialist expertise, particularly regarding SEAH investigations.	3
Element 4: External audit and other reviews are regularly conducted and confirm compliance with internationally accepted standards.	3
Element 5: Internal audit function is independent, adequately resourced, meets internally accepted standards has an appropriate and risk-based audit plan in place, is delivering adequate audit coverage, regularly conducted, and does not disincentivise staff from taking measured programming risks and taking forward innovative approaches. The internal audit function meets transparency expectations from all stakeholders.	3
Element 6: Issues identified by external and internal reviews and processes are followed up and deficiencies corrected in a timely manner. Criminal actions are immediately referred to national authorities and are not considered covered by diplomatic immunity.	3
MI 4.4 Analysis	Evidence documents
4.4.1: The ICRC's oversight bodies are sufficiently independent of executive management. Following the data breach and financial crises of 2022 and 2023, the organisation reinforced the role of its oversight bodies. As a result, collaboration between oversight and management has strengthened, resulting in trust and supporting the development and implementation of a more robust and credible risk management framework. The Assembly sits at the top of the ICRC's organisational structure and, this body defines the institutional strategy. It is made up of between 15 and 25 co-opted Swiss	3, 8, 22, 23, 24, 25, 26, 33,

nationals, and its president and vice-president are also the president and vice-president of the ICRC. The Assembly formulates policy and defines the ICRC's institutional strategy and objectives. It approves the ICRC's annual objectives, budgets and financial statements. It also appoints key senior management officials, including the director-general, the directors and the head of the Internal Audit Unit.

There is an Assembly Council, which is a subsidiary body under the Assembly with a membership comprising five to seven of the Assembly members. The Assembly Council supports the Assembly in performing its tasks and ensuring that the human resources and financial management of the ICRC is well functioning. It communicates regularly with the ICRC Directorate (the ICRC's executive function).

The Directorate is ICRC's executive body, accountable to the Assembly. It ensures the implementation of the institutional strategy, annual objectives, and decisions adopted by the Assembly and Assembly Council. It also oversees ICRC's quarterly performance and internal oversight, drawing on an institutional monitoring framework, and provides recommendations to enhance performance while addressing and managing risks across the organisation. The Office of the Director-General specifically oversees the implementation of the Institutional Strategy and related priorities, ensuring strategic management and enhancing organisational resilience.

The Office of the President consists of the President and the vice-president, both of whom sit on the Assembly Council.

The Internal Audit Unit is an independent internal oversight body, established by the Assembly, Assembly Council and the President together. The ICRC Risk and assurance governance & oversight charter states that the third line (internal audit) and external auditors provide independent assurance to the Assembly, Presidency and the Directorate on governance, risk management and internal control mechanism issues. The organisation has also invited independent auditors to discuss the financial budgeting with the assembly as a means to gather external assessment of risk and management, reported during the assessment.

Since 2011, the Internal Audit Unit has operated in accordance with the standards of the Institute of Internal Auditors, including its definition and principles of internal auditing. The Unit independently reviews the organisation's internal control and risk management systems and operates with its own budget approved by management. It has unrestricted access to staff, systems, and delegation operations to carry out its work.

Audit engagements are conducted following an approved audit plan, and each audit is followed by a formal management response process. These responses are consolidated with the final audit report to ensure transparency and accountability in addressing findings and recommendations. However, the number of planned audits being completed has been reduced, according to staff reports due to contracting budgets, including at the delegation level, which can commission audits also.

4.4.2: The assessment team received overall positive feedback on the oversight and risk assurance role of ERCO. This function is complemented by the Internal Audit Unit, which supports in-country processes and can deploy teams to spend up to two weeks working within individual delegations. **However, given the scale of the organisation, capacity remains concentrated, and recent financial reductions have reduced the overall ability to maintain the planned**

pace of work in some process areas. Staff noted that policies, guidance, and tools are largely in place, but that limited capacity to support consistent implementation, reporting, and timely follow-up continues to present an ongoing challenge.

4.4.3: The ICRC largely complies, although the assessment found the organisation does not fully outsource its recruitment of oversight staff to an independent body.

The ICRC transitioned the former Audit Commission into the 'Audit and Risk Commission', to be supported by the secretariat of the Assembly, rather than the in-house internal audit unit as it previously was, to ensure that the internal audit can maintain its independence from the Commission - and vice versa.

The Head of the Internal Audit Unit is appointed by the Assembly on a four-year term which can be renewed but no more than twice. The Assembly appoints the head of the Internal Audit Unit for a four-year term, renewable once, from among candidates proposed by the Audit Commission.

4.4.4: The assessment team did not have access to information without permission from the external auditor, but evidence provided suggests regular and timely external audits with no suggestion of non-compliance.

Delegations provided feedback on their engagement to facilitate external audits, led by KPMG, auditing all the financial statements, via in-country visits for a week, detailing significant work to detail all processes and policies as well to test their functionality. These external audits take place in addition to field missions such as independent evaluations of specific projects.

The ICRC provided the following statement: *"There are regular progress reports to the Risk and Audit Commission. There is also regular follow up with the external auditors (KPMG). Regular follow up on CTM quarterly with each delegation, part of MIR process – see the KPI on the number of high risk open CTM recommendations."*

External audit reviews are conducted in a timely manner. Examples of other recently completed reviews include the joint UK and Australia Central Assurance Assessment (CAA) alongside external quality assessments (EQA).

CAAs are usually conducted every three years

EQA's are conducted at least every five years by an independent party.

4.4.5: The internal audit is functional but faces internal capacity constraints to deliver in a timely way, resulting in a lengthy process by the time the management response is approved. The Statutes reflect that the Internal Audit Unit and the Data Protection Independent Control Commission are both independent governing bodies of the ICRC. **The system does not disincentivise staff from taking measured programming risks or taking forward innovative approaches.**

The risk management function within ERCO is a second line function to support and review the management of the institutional risks the organisation faces; while the Internal Audit Unit is an independent oversight body.

The Internal Audit Unit reports to the Assembly and is otherwise independent. It assesses the extent to which the ICRC is in control of its activities at field and headquarters, independently of senior management. It provides independent assurance on the effectiveness of governance, risk management, and internal

control mechanisms. The head of the Unit is functionally independent and is free to determine the scope of auditing work. In 2024, Internal Audit conducted audits covering strategic management, digital transformation, general management, and programme/operations management, including field visits. It also systematically monitors and analyses progress on action points adopted in response to audit reports.

The ICRC has guidance on the management follow up of process and responsibilities to internal findings, and priority and non-priority audit recommendations. The Director-General is, overall, accountable for the management of institutional risks and to ensure that the Administration addresses the findings of the audit reports in an appropriate and timely manner: plans related to priority recommendations must be implemented within 6 months following the publication of the consolidated audit report; and non-priority actions must be implemented within one year after the publication of the consolidated audit report.

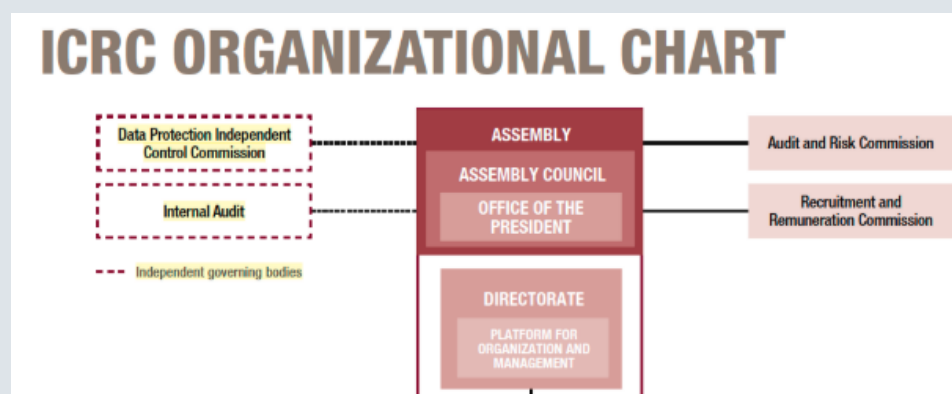
The Office of the Director-General (ODG) is responsible for coordinating and monitoring the implementation of the recommendations and discussing with action plan owners any changes to or delays in the implementation of action plans due, for instance, to major evolutions in the external environment. Updates are provided on a quarterly basis to review progress and risk exposure, providing the forum escalate any areas of concern. Internal Audit (IA) is responsible for expressing an opinion about the management's action plans (and their likely effect on risk exposure) and about the proposed deadlines. The Risk and Audit Commission reviews audit reports and the Administration's responses and commitments and is to be informed of any delays in implementing priority recommendations.

In terms of coverage, the semi-annual internal audit plan of July 2024 shows that six internal audit reports were submitted to management as of July 2024; another six internal audits were in progress, and two were planned to be launched between August and October 2024.

Article 14 of the Statutes states: *"The Internal Audit Unit assesses, independently of senior management, the extent to which the ICRC is in control of its activities. It shall proceed through internal operational and financial audits. The Internal Audit Unit's work covers the entire ICRC, both field and headquarters. Its aim shall be to assess, on an independent basis, the organisations' performance and the pertinence of the means deployed in relation to the ICRC's strategy. It reports directly to the Assembly"* (p.6)

Article 15 of the Statutes: *"The Data Protection Independent Control Commission (Data Protection Commission) shall check, independently of the other bodies and the Administration, that the ICRC's processing of personal data complies with its Rules on Personal Data Protection and other applicable rules, and shall rule on the rights of individuals when their cases or other data-protection cases are referred to it."* (p.6-7)

Figure 5. ICRC organisational chart



Note: as of 1 January 2025

Source: ICRC organizational chart, see ICRC Annual Report 2024, p.388, [link](#)

The need for the Internal Audit Unit's staff to carry out their work independently is recognised by the ICRC and reflected in its internal auditing policies and organisational structure:

The ICRC's Statutes stipulate that the Internal Audit Unit is an independent element of internal control and that it operates independently of the administration (Statutes, Article 14).

Article 41 of the ICRC's Internal Regulations confirms the Statutes.

The ICRC's Internal Regulations set out reporting guidelines for the head of the Internal Audit Unit (Internal Regulations, Article 41).

The ICRC Internal Audit Charter clearly outlines the Internal Audit Unit's responsibilities, authority, reporting relationship, and unrestricted access to information, people and records."

In February 2025, the ICRC's Internal Audit Function received IFACI Certification attesting that the Unit had successfully undertaken a Quality Assessment, fulfilling the requirements of the International Professional Practices Framework 2025 for the period of 2020-2024.

In adopting the Internal Audit A Standards, the ICRC Internal Auditing Handbook states that the chief audit executive is responsible for ensuring resources available are sufficient (adequate) to deliver the approved audit plan. In light of the organisation's financial funding cuts however, there remains the organisational commitment to undertake audits though this has been affected by the funding to carry out this as fully as planned before the cuts. Staff confirmed there are no barriers beyond financial resources to independently conduct audits. Although the Internal Audit Unit's work is risk-based it also takes into account requests and concerns expressed by the ICRC's senior management.

4.4.6: Accountability to follow up and address issues identified by external and internal reviews ultimately rests with the Director-General, including on recommendations from audit reports. No concerns were raised to indicate that

this governance and follow-up mechanism is not functioning. No reports were received by the assessment team of criminal actions referred to national authorities.

The Office of the Director-General (ODG) plays a central coordination and monitoring role in the implementation of audit recommendations. The Internal Audit (IA) function provides oversight by reviewing management's proposed action plans and deadlines, assessing their likely impact on risk exposure, and monitoring the overall implementation of recommendations. IA also coordinates with the ODG on deadline extensions and periodically reports to the Risk and Audit Commission (RAC) on the status of implementation and its implications for the ICRC's risk exposure. Progress is reviewed quarterly through the risk and assurance overview meetings, where dedicated discussions track implementation and escalate significant risk exposures to the Directorate when necessary.

An internal planned audit was scheduled for the South Sudan Delegation at the time of the MOPAN country visit end of 2025, scheduled for a two-week visit. The audit was viewed as an important internal process from staff consulted, which provided rigour though required a lot of preparatory and logistical support by the delegation.

The Risk and Audit Commission has a governance role in reviewing audit reports and the administration's responses, including commitments and planned corrective actions. It is specifically informed of delays in implementing priority recommendations that could maintain elevated or excessive risk exposure for the ICRC, along with information on how such risks are being mitigated.

At the operational level, managers act as the first line of defence in the organisation's risk and assurance framework. They are responsible for planning, delegating, executing, and following up on risk responses and the implementation of recommendations aimed at improving internal controls.

Findings and recommendations from internal audit reports are consolidated and are reflected in the Administration plans, which list the audit recommendations and the administration's response and plans for action, with agreed timelines.

MI 4.4 Evidence confidence

Medium

MI 4.5: The organisation provides value for money ⁵	Score
Overall MI rating	Satisfactory
Overall MI score	3.00
Element 1: There is a clear definition, agreed with stakeholders, of what value for money means for the organisation, to avoid expectation gaps.	3
Element 2: Economy – there are processes in place to ensure cost minimisation in all budgeting and programming. Budget variance analysis is in place.	2
Element 3: Economy - there is a clear and regularly reviewed justification for the overhead cost rate applied to grants. Headquarters costs funded from overhead costs recovery provide value for money.	4
Element 4: Efficiency – Value for Money audits are correctly scoped and regularly conducted (also called performance audits, technical audits, procurement audits, system audits, process audits)	3

⁵ Elements are in line with the guidance contained in the United Kingdom's Value for Money Framework

Element 5: Effectiveness – Value for money is part of the planning process. The MOPAN survey and other organisational tools and reviews demonstrate the effectiveness of the delivery of valuable outputs versus the cost of those outputs. Plans are reviewed based on lessons learnt.	3
Element 6: Equity – the approach to value for money incorporates a commitment to reaching marginalised groups and those most at risk, (even when costs to deliver to this population may be higher), and harder to measure activities are not disadvantaged.	3
MI 4.5 Analysis	Evidence documents
4.5.1: The ICRC has an understanding of the principles of value for money, but it does not demonstrate sufficiently how these principles are operationalised systematically. The ICRC produced a two-page brief in 2020 that defines and articulates its position on value for money. The ICRC's understanding of value for money, as shared with its donors, is the optimal use of resources to achieve intended humanitarian outcomes and impact. The brief was shared with donors in July 2025 as part of a donor response briefer entitled 'Value for Money and Cost Drivers at the ICRC'. There is an absence of consistent guidance and tools to support bringing principles into practice. The organisation plans to produce more detailed guidance. The ICRC does not have a system generating regular operational information on value for money from a cost metrics point of view, including consistently at the metier level, but it has an open and collaborative dialogue with donors to meet their information requirements. In interviews, donors and ICRC staff were in agreement that the comparative value for money advantage of the ICRC is its ability to consistently deliver mandated activities in remote, harder to reach areas, combined with the full range of specialised activities it provides in conflict settings. It is recognised that the associated costs of achieving this are necessarily substantial. The ICRC has provided information at a programmatic level to demonstrate that cost elements are included in reviews though it is less evident how this information is centrally being analysed and used to inform an overall VFM approach or monitoring system. The MOPAN assessment identified that more guidance would be beneficial to steer the application of the ICRC's value for money approach at headquarters and delegation levels, as well as to better inform expectations of what value for money looks like in ICRC operations. Donors interviewed for this assessment noted improvements in the ICRC's attention to value for money and that the organisation has much stronger management of finances, particularly at the level of the Directorate. The introduction of a Chief Financial Officer position at Directorate level and strengthened monitoring and provision of information through the Donor Support Group, have put the ICRC on a stronger financial footing and more able to control value for money. The 2020 brief, although it is not publicly available, serves as an organisational statement of the ICRC's commitment to value for money in a way that protects and enables its mandate to reduce human suffering. It sees value for money as achieved through a combination of effectiveness (what the organisation achieves, including timeliness and coverage); efficiency (how it achieves it, increasing outputs and minimizing input, while ensuring quality and within the constraints of the ICRC's operational contexts); and economy (what it costs to achieve it, with the aim of	49, 85, 367, 368, 369, 386, 452, 453, 454, 455

reducing cost while ensuring quality). The brief also emphasises how the ICRC's organisational approach contributes to value for money: ensuring that the ICRC's operating model is proportionate, fit for purpose and adaptable, and that the organisation works towards its comparative advantage. It also highlights its approach of working closely with National Societies – combining the ICRC's expertise with local knowledge and action – as key to its value for money.

4.5.2: The assessment team did not receive information to confirm that the ICRC has put processes in place to ensure cost minimisation in budgeting and programming across all its areas of delivery. However, we found that individual divisions such as Logistics, Nutrition, WatHab and EcoSec, which represent high expenditure budget lines globally, have led initiatives to operationalise the ICRC's value for money concept. This has the potential to represent significant budget cost drivers, if this is calculated, and to illustrate a commitment to economy, even if not based on organisation-wide processes.

The ICRC provided the following written response to this MOPAN assessment element: *“Reducing the cost of resources used for an activity, again with a regard to ensuring quality VfM is intrinsic to the ICRC's needs-based, proximate and multidisciplinary approach to cater to the needs of people affected by armed conflict and other situations of violence, combining global reach and expertise with local knowledge and action, essentially of National Red Cross and Red Crescent Societies.*

Logistics support costs are applied as an annual percentage across all operations worldwide, providing a standardised view of costs for all operations. The Department of Support and Digital Transformation provides support to field operations, including the supply of goods and services during emergencies, through logistics support centres and global shared services.

The 2026 Programming for Results field instructions requested that delegations undertake cost savings measures, aligned to the 2025 pre-assigned categorisation (1 to 3): category 1 being largely protected to increased cost saving measures taken by category 3. This reflects the organisation's commitment to focus their geographical and programmatic scope of action and reviewing the palette of services being delivered under each delegation category.

At delegation level, staff reflected on the absence of harmonised guidance on value for money covering both protection and assistance, which makes it difficult for metiers to consider and align approaches and find synergies. The lack of organisation-wide detailed guidance also limits the ability to perform analysis triangulation and comparison over time, or between similar level operations.

At project level, reports and evaluations indicate that financial systems do not allow for ready analysis of project costs. The lack of a supporting system has implications for the assessment of value for money and associated learning for efficiencies. A 2025 evaluation of the ICRC WatHab programme for hand pump and health facilities in one country context found that cost analysis at project level was not easily facilitated by management and financial systems, and that there was limited information on the budgeting and planning of WatHab operations between 2021 and 2023. Staff interviewed for this assessment also reflected that if the ICRC gathered cost metrics more routinely, based on the ICRC's own definition of value for money

and appropriate to the type of assistance the organisation provides, this could be used to determine where efficiency gains are, or are not, achieved.

4.5.3: The ICRC has a clear and regularly reviewed justification for its overhead cost rate applied to grants. It uses a long standing agreed 6.5% cost recovery rate and has proactively avoided increasing this. For internal reporting purposes, an additional 6.5% is added to the actual costs of each operation as a contribution provided to headquarters. Headquarters support includes services essential to an operation's success, such as human resources, finance, logistics and information technology.

The internal 'Overhead Mechanism' document sets out how this works. For internal reporting purposes, the organisation adds 6.5% to the actual operational costs related to cash and service movements from the field. This supports headquarters functions that are essential to operational delivery, including human resources, finance, logistics, and information technology services. The mark-up is applied to each field delegation expense and incorporated into appeal budgets; for example, an actual expenditure of 100 is presented to donors as 106.5.

The document further states that overheads are transparently disclosed in both annual reports and appeal documents, to ensure full transparency with donors and broad acceptance of these costs. The 6.5% rate applied for overheads to field cash and service movements is transparently disclosed in annual reports and appeal documents. This transparency was confirmed by the assessment team's review of financial reports.

4.5.4: Efficiency – Value for Money audits are correctly scoped and regularly conducted (also called performance audits, technical audits, procurement audits, system audits, process audits)

The ICRC's 7th Strategic Objective under its institutional strategy corresponds with driving efficiency to deliver improved assistance. The organisation is committed to improved efficiency and has demonstrated steps to put measures and systems in place to achieve this. One clear organisational example is the creation of the Global Shared Services (GSS) division that focus on continuous improvement framework to re-design processes and cost minimisation.

The GSS team provide monthly reporting which supports the global cockpit analysis. The centres consolidate finance and administrative services, freeing up delegation resources and providing quality assurance, digitalisation of processes and a clear predictable audit trail. This is aligned to the Institutional Strategy's strategic objective 6 for financial governance. It should, however, be noted that funding reductions from 2023 onwards has led to budget cuts for the Global Shared Services, which has resulted in their reduced capacity.

Structural efficiencies are being pursued through the expansion of Global Shared Services. Transactional accounting is being progressively centralised in shared service centres in Manila and Nairobi, with full centralisation of delegation accounting planned by the end of 2026. Early pilots have demonstrated efficiency gains of around 35 per cent, freeing field staff from administrative tasks and allowing greater focus on humanitarian delivery. Savings achieved through reduced administrative costs are explicitly framed as resources redirected to beneficiaries.

These support services are integrated into the Global Shared Services (GSS). The main GSS hub sits in Manila with other hubs in Nairobi and Belgrade, and a 24x7

service desk that allows GSS staff to be available around the clock (“follow the sun” model) to respond to requests regardless of time zone. This delocalisation provides agility for field operations and frees up time otherwise spent on administrative tasks

The Logistics Division is a long-established and well-functioning department, with inbuilt capacity to comply with audits and financial efficiency spot-checking. Decision making is reported to consider the best value for money to increase impact on beneficiaries and consider cost metrics weighed up with delivery timeliness and quality. The assessment team did not see evidence of specific guidance on how audit compliance and value for money-driven decision making is systematically undertaken across the ICRC. However, there is significant operational tracking of expenses through the Financial Cockpit, launched in 2024, with real-time tracking of spending and commitments, including logistics, travel, cash advances to National Societies, and working advances.

4.5.5: The assessment found examples of the ICRC’s contribution to overall effectiveness and impact responding to human suffering.

Due to its mandate, the ICRC often operates in remote, harder-to-reach, and high-risk environments. Although it is not always the only organisation present in these areas, it frequently carries out specialised protection activities that others may not, such as supporting families of missing persons or visiting prisoners of war. Its ability to operate depends heavily on the willingness of state and non-state actors to allow access and cooperate.

As a result, the ICRC understands effectiveness not as a financial calculation of costs of outputs, but in light of its mandate and the challenging contexts in which it works. Assessing cost-effectiveness takes into account the complexity, fluidity, and danger of the environments where it operates, as well as the humanitarian role it fulfils.

The ICRC does not have a system generating regular operational information on value for money from a cost metrics point of view, including consistently at the métier level, but it has an open and collaborative dialogue with donors to meet their information requirements. In interviews, donors and ICRC staff were in agreement that the comparative value for money advantage of the ICRC is its ability to consistently deliver mandated activities in remote, harder to reach areas, combined with the full range of specialised activities it provides in conflict settings. It is recognised that the associated costs of achieving this are necessarily substantial. The ICRC has provided information at a programmatic level to demonstrate that cost elements are included in reviews though it is less evident how this information is centrally being analysed and used to inform an overall VFM approach or monitoring system.

In the MOPAN survey, 75% of survey respondents agreed that the ICRC provides value for money.

4.5.6: Equity – the approach to value for money incorporates a commitment to reaching marginalised groups and those most at risk, (even when costs to deliver to this population may be higher), and harder to measure activities are not disadvantaged.

The assessment did not identify how the organisation explicitly referenced equity through a value for money lens. However, the concept and approach is implicit in the ICRC’s mandate, and throughout its strategies and core planning documentation

– in pursuit of the ICRC’s core objective to ensure that it operates closest to harder to reach areas is integral to the organisation being able to reach and provide coverage to people most at risk of the impacts of conflict. The ICRC is further working on a roadmap on options to be more efficient and agile.	
MI 4.5 Evidence confidence	Medium
MI 4.6: Organisation complies with counterterrorism relevant anti-money laundering and terrorist financing laws and regulations and other sanctions related restrictions	Score
Overall MI rating	Highly Satisfactory
Overall MI score	4.00
Element 1: Organisation is aware of relevant counter-terrorism and other sanctions related and legal restrictions, and can demonstrate how it is actively applying these to programming and operations decisions	4
MI 4.6 Analysis	Evidence documents
4.6.1: The ICRC has been highly engaged on the issue of counter-terrorism and sanctions, assessing and deciphering the potential risks to delivering its mandate, and ensuring risk mitigation measures are in place to not impede its operations. The ICRC acknowledges that it operates in contexts of high risk and that issues of counter-terrorism and sanctions must be carefully managed, weighing up the potential risks without preventing delivery of its core mandate. The ICRC notes that sanctions and counter-terror measures must comply with IHL. It highlights that sanctions and counter-terror measures can have adverse effects on humanitarian operations and has developed operational safeguards, including due diligence procedures and policy guidance and training, to ensure careful organisational and staff management of risks. This organisational posture is clearly expressed when engaging with stakeholders, including donors, and informs how the ICRC takes account of Security Council resolutions. The ICRC has a dedicated webpage on Sanctions and Counter-terrorism Measures. The ICRC maintains strong working relationships with donor governments to address how it can accept funding when counter-terrorism measures or sanctions are attached. This is especially important because, in carrying out its mandate, the ICRC must work with both state and non-state armed actors. The ICRC discusses in detail the specific counter-terrorism and sanctions clauses included in funding agreements. This detailed engagement has enabled the ICRC to influence the content of the clauses to ensure to the extent possible that it can pursue its mandate, while delivering an agreed comprehensive due diligence process to mitigate aid diversion and ensure no unlawful financial gain for sanctioned groups. The ICRC’s strong and well-considered advocacy engagement on sanctions exemptions as well as exemptions in CT legislations is important for its ability to fulfil its mandate. This process of engaging on sanctions clauses is considered an accountable mechanism to demonstrate the proportionality and reasonable conduct of the organisation in engaging with all the parties to the conflict. The ICRC reports a 100 percent success rate in negotiating clauses with governments. Examples cited	370, 386

include UNSC resolution 2462, UN sanction resolution 2664 and UN Resolution 2671.

Mitigation measures include standing operating procedures for vetting of staff as part of internal due diligence measures which take account of counter-terrorism and sanctions measures. Delegations work with the dedicated experts at headquarters, including on the risk assessment, where counterterrorism is one of the risks that this is mandatory to analyse in every country. This analysis is also considered as part of the annual planning for results process.

The ICRC has proactive measures to screen all financial engagement in countries with counter-terrorism measures and/or on sanctions lists against a database of held information. Which includes information on third parties' compliance, screening and spot-checking suppliers three times a year, to surface, for instance, if any of its suppliers have been recently added to a sanctions list. In the past six years of operation, the ICRC has only found five such matches.

Staff are reported to have strong awareness of counter-terror measures. The headquarters work with delegation staff to scan associated legal frameworks, and a task force can be stood up for complex cases, including expert support staff travelling to the country to assess risk and facilitate decision-making. There is a long-standing institutional working group with the objective of dealing with counter-terrorism and sanctions issues across the ICRC and to support ICRC operations to ensure they take into account counter-terrorism and sanctions requirements and constraints.

In some contexts, the National Society and the ICRC by extension, are allowed to work with non-state armed actors where other NGOs or international organisations are not, unless expressly authorised by the relevant national authorities. This is a unique added value to access and respond to weapon wounded and other protection cases, such as people in detention.

MI 4.6 Evidence confidence

Medium

MI 4.7: Organisation managed data and information responsibly

Score

Overall MI rating

Satisfactory

Overall MI score

3.50

Element 1: Organisation complies with data responsibility, including organisation-level data responsibility diagnostics, maintaining an organisation-level data asset registry, contributing to data ecosystem mapping exercises, conducting data impact assessments, incorporates data responsibility into data management activities, establishes data sharing agreements to govern the transfer of personal and sensitive data, and enforces SOPs for data incident management⁶

4

Element 2: Organisation's approach to mis- and disinformation is embedded in its communication strategies, process and online and offline engagement with affected communities.

3

MI 4.7 Analysis

Evidence documents

4.7.1: The ICRC has gone through a profound learning experience on data management since the data breach crisis in 2022-23 and has therefore taken

27, 29, 30, 31, 32, 78, 79, 80

⁶ Element complies with IASC Operational Guidance on Data Responsibility in Humanitarian Action

a range of far-reaching steps to ensure a more robust organisational approach to data management with a focus on harmful information detection and response which will continue to benefit from organisational prioritisation.

This includes but is not limited to the creation of the Chief Information Officer role whose responsibilities are to review and put in place measures for full IT data management and protection, including full system integration and management of applications for core services such as restoring family links. the Chief Information Officer is also tasked with leveraging new technologies for data security and ensuring that guiding principles and requirements for their use are in place. The role also includes leading the ICRC's actions against cyber security threats and harmful information.

The ICRC has a Data Breach Policy, published in November 2022, which is complemented by a Data Breach Procedure, both of which form part of the organisation's Information Security Framework. The Data Breach of 2022 exposed a known problem and materialised it into reality. A lesson learning exercise noted that the need for technology investment and modernisation had already been foreseen and planned for by the organisation's technology management, but that the 2022 crisis made the issue visible across the organisation and prompted an organisation-wide shift in thinking, practices and commitment to investing in cybersecurity.

A subsequent ICRC Audit of their IT Business Continuity and Disaster Recovery Planning, conducted in June 2024, noted that a lack of readiness exposed IT systems and services supporting critical ICRC functions and processes to the risk of degradation beyond acceptable levels following a major disruption. In response to this audit, the ICRC has conducted maturity assessments, resulting in a more resilient digital infrastructure being put in place. This task is complex considering the layers of data the organisation manages and the requirement that a rebuilt system enables inter-operability of systems, as well as digitalising the range of databases ICRC maintains.

Compliance with data responsibility on the Rules on Personal Data Protection is outlined under Article 15 of the ICRC Statute. The Statute states that: "The Data Protection Independent Control Commission (Data Protection Commission) shall verify, independently of the other bodies and the administration, that the ICRC's processing of personal data complies with its Rules on Personal Data Protection and other applicable rules, and shall rule on the rights of individuals when their cases or other data-protection cases are referred to it".

The ICRC commissioned an advisory group of 17 organisations and individuals to consult on establishing professional standards for humanitarian and human rights actors during armed conflict and other violence. Resulting in guidance on "Managing data and information for protection outcomes".

In April 2025, the ICRC approved a Business Continuity Statement which makes clear that the ICRC will undertake regular assessment of potential risks and threats to operations including cyberattacks – which is considered one of the highest risks, and technological threats. (Doc 79, p.1). To support ongoing preparedness measures, teams in IT and communications support table-top exercises to respond to simulated potential cyber-attacks, underpinned by business continuity plans. Staff report significant improvement in posture since 2022, with a perceived increased control of the software. Data access has been reviewed to remove unnecessary end

users. Mandatory training for cyber security is in place. The organisation will also categorise information by security labelling for confidential information and restricting access, with established security protocols.

Delegations consulted for the MOPAN assessment confirm that data privacy systems are in place for beneficiary information, but with differing levels of rigour. The digital maturity assessment tool for information security “INFOSEC”, was being used by the South Sudan Delegation, resulting in scorecard assessments and a baseline from which to make improvements. The maturity assessment covers IT infrastructure and cyber security awareness, and a roadmap for action should be produced on completion.

The South Sudan Delegation has dedicated staff members, for example, assigned to track the progress against the maturity assessment, down to the sub-delegation levels. This is complemented by an information management focal point assigned in each department, who is trained on key aspects of information security, with each metier having data management guidelines in place for end users.

All staff have mandatory training on data management and data protection. Training is also provided on ICT, and messages are backed up by management communications. Awareness sessions, developed under the guidance from HQs, on phishing have been held (for employees to be able to identify and spot phishing attacks).

There is a Data Protection Assessment tool for personal data of beneficiaries and staff. Data protection training is provided for all levels (i.e., from managers to drivers and kitchen staff). In the South Sudan Delegation, for example, Movement-level coordination is promoted through a monthly working group with the National Society and Partner National Societies on data protection and data management, to work towards coherence, alignment of policies and increase in capacities across the Movement. One weakness is that the Information Management does not have access to the security database, for example, or the protection database, which limits the ability to troubleshoot and resolve issues comprehensively. ICRC also has an internal communication guideline, Information Clarification Guidelines and Framework, Profile Management Guidelines plus IM Service Catalogue for e-training and tools available to all staff.

4.7.2: The ICRC is proactively strengthening its institutional and operational capacity to detect and respond to harmful information, taking account of significant learning from operating contexts which have exposed the ICRC and its staff. Delegations are increasingly including the risk of harmful information in their risk registers.

In terms of the ICRC’s operational response, harmful information can impact both the ICRC’s ability to respond to affected communities and at the same time can lead to severe protection risks for individuals and communities. It understands that, in the digital age, the scale and speed of harmful information can be an accelerating driver of conflict dynamics, violence, and harm – online and offline. The ICRC has witnessed examples of how online hate speech can place a specific minority group at risk of violence and how the use of messaging apps to spread dis/misinformation has put civilians at a greater risk of separation, exploitation or abuse. Harmful information may jeopardise populations’ access to services essential for survival and well-being, cause displacement or prevent safe returns.

The ICRC is integrating the use and consequences of harmful information in its protection analysis, documentation and response. It works to improve the protection of people affected by harmful information. The ICRC does this by engaging authorities, both state and non-state armed groups (including their cyber groups and other associated online actors) and other key actors (including tech companies) in the prevention, mitigation and response to harmful information – both in the digital and the physical world. A combination of internal trainings, the elaboration of guidance documents and the recently launched internal New Technologies and Digital Toolkit has strengthened the organisation's ability to detect and respond to harmful information and its humanitarian consequences. PfR instructions in 2026 contained guidance on integrating harmful information in ICRC's protection analysis and response.

Harmful information is a major institutional risk and also a recommended risk for Delegations. In 2025, 55 Delegations included this within their risk registers, which is a positive step change in organisational understanding of this risk, although further uptake of this risk indicator at delegation level is needed.

Initially, capacity to address the threat of harmful information has been generated by the communications team, in coordination with other technical metiers, but senior management are increasingly seeing the threat as a transversal issue, which requires senior management engagement at the delegation level.

The ICRC's definition of harmful information includes misinformation, disinformation, and mal-information. A framework for addressing harmful information in humanitarian settings was finalised in 2023, led by the Protection Department and following three workshops on the topic.

Regarding harmful information targeted at the institution, field guidance for the Planning for Results 2026 exercise included joint guidance from ERCO and COM to reinforce efforts for the prevention of and response to harmful information. The guidance included the need to ensure that Delegation webpages and other public-facing communication products make reliable information about the ICRC's role and activities easily available, and to ensure communication efforts remain strong even at times of competing priorities. The guidance also asks Delegations to write up response protocol for incidents involving harmful information targeting staff members, including provisions for mitigation measures, staff protection, and communication procedures internally and externally, and to coordinate with partners, to promote consistent and complementary communication responses where appropriate.

Delegations play an important role in creating the necessary conditions to address campaigns of discredit or misperceptions about the ICRC responses for affected communities. A multidisciplinary group supports all delegation on the issue of harmful information, although this support is ad hoc rather than a standing capacity. The ICRC is proactively engaging with digital platforms to detect potential risks which might compromise the ICRC or the Movement, and their operations, staff and populations in particular settings. The training plan on Harmful information already includes dedicated sessions for heads of delegation, metiers coordinators and staff (such as communication, protection etc.) as well as newly recruited delegates. There is also a self-paced training accessible for all staff.

A Movement hub on harmful information including the ICRC, the IFRC and National Societies has been created recently, with the aim to address these challenges

collectively. The hub is now hosted by the Swiss Red Cross. Externally the ICRC engage with peers and experts to enhance its resilience against harmful information. The ICRC is also engaging with digital platforms to address potential risks which might compromise the ICRC or the Movement, and their operations, staff and populations in particular settings.	
MI 4.7 Evidence confidence	Medium
MI 4.8: Whistle-blowers are protected⁷	Score
Overall MI rating	Unsatisfactory
Overall MI score	2.40
Element 1: There is a dedicated whistleblower protection policy to protect reporting and prevent retaliation against whistleblowers, enforced by an independent body. The policy outlines scope of protection (all forms of wrongdoing including abuse of power), outlines simplified processes for disclosing wrongdoing and provides remedies for victims of retaliation. A reversed burden of proof is in place in cases of alleged retaliation.	2
Element 2: There is an independent, full time, and appropriately resourced, ethics office.	3
Element 3: There are appropriate incentives in place for whistleblowing, potentially including monetary rewards or compensation, restoration of employment and promotion as well as clear sanctions on wrongdoers, and clear follow-up mechanisms for whistleblowing actions, including timelines.	2
Element 4: All staff – including management and oversight/governance staff – are aware of their rights and responsibilities and the resources available to them to support the whistleblowing process. Regular awareness campaigns and trainings are conducted. Staff are sanctioned for non-compliance.	3
Element 5: Data, benchmarks and indicators relative to whistle-blower protection systems are in place to ensure effectiveness and monitor performance, including anonymised data on the number and nature of complaints of retaliation received, the number upheld, the number of staff sanctioned for wrongdoing or retaliation as a result, and the results of surveys on the satisfaction of the whistle-blower with remedies.	2
MI 4.8 Analysis	Evidence documents
4.8.1: The ICRC did not have a dedicated whistleblower protection policy in place at the time of the assessment but has confirmed that work on this is in progress and being considered by ERCO. Consultations are being undertaken across the organisation and with external guiding bodies, as are the policies and frameworks used by other organisations, as part of the process of developing the ICRC's own policy. The assessment team were informed that the policy is anticipated to be in place by Q4 2027. In the interim, the Code of Conduct for staff makes it clear that all employees reporting allegations of misconduct are protected from retaliation, but the Code of Conduct lacks detail on how such protections are ensured. <i>“Employees who report</i>	12, 15, 17

⁷ Elements are in line with the guidance contained in OECD Committing to Effective Whistle-blower Protection

potential misconduct or who provide information or otherwise assist in an inquiry or investigation of potential misconduct will be protected against retaliation.”

Sub-section 1.5.3 of the Code of Conduct Operational Guidelines covers the “Protection of Complainants and Reporters (against retaliation)”. The sub-section includes a statement that staff who report allegations of misconduct will be protected from retaliation. Protection against retaliation is further outlined in the Reporting Misconduct leaflet available to staff, which is a clear and simplified four-page leaflet outlining how ICRC employees can disclose wrongdoing [report misconduct]. The leaflet includes instruction of what information should be included in the report of wrongdoing to allow action to be taken.

4.8.2: The ICRC established an Investigations Unit within the Ethics, Risk and Compliance Office in 2017. The Investigations Unit is functionally independent and has a direct reporting line to the Chief of ERCO.

The Investigations Office received three additional staff members at headquarters in 2024 with the establishment of an Intake and Assessment Unit which assesses and triages incoming reports. However, interviewees stated that resourcing constraints are more notable at the operational delivery level of delegations. They also raised issues with the timeliness to follow up with investigations at delegation level. Progress has nevertheless been made through the issuance of guidance to clarify whether an investigation should be handled by headquarters or can be managed locally through a delegation. This guidance has been well received by staff.

At the end of 2024 and following numerous rounds of recruitment at the field level, the Investigation Unit team consisted of a total of 26 investigation officer positions in Nairobi/Kenya, Amman/Jordan, Abuja/Nigeria, Bogota/Colombia, and headquarters, reaching the ratio of one investigation officer per 700 staff members. The Investigation Unit is overseen by the Head of Investigations, and the investigation officers are supported by a legal officer at headquarters. There are sustained effort to develop expertise within the Investigation Unit through advanced trainings in investigating incidents of SEAH and in interview techniques.

4.8.3: There are no incentives in place for whistleblowing but there are clear sanctions on wrongdoers. Staff consulted were knowledgeable about the reporting mechanism, but the assessment team found that comfort levels for whether to pursue a complaint depended on the culture of openness within each delegation, the extent to which senior management promote and support reporting, and the confidence individuals in the delegation have that they will receive appropriate levels of support if submitting a report.

The Code of Conduct Operational Guidelines provide detailed explanations together with a simplified process infographics of the investigations process that shows a due and fair process, including the right to fair notice, and the right to provide and respond to evidence. (See Doc 15, Chapter 3 Conducting Investigations and Inquiries)

Sanction outcomes for substantiated cases include adding a note on personnel files to “not rehire” staff who leave before the completion of an investigation that was ultimately substantiated, or before a disciplinary sanction was imposed, if the imposed sanction would have been dismissal. During investigations, the Head of Investigations may submit a request for the staff member to be placed on administrative leave pending the completion of the investigation/inquiry. The administrative leave is with full pay. This is welcomed by staff, although interviewees reported that back-stopping the person’s position while they are suspended is not

always possible, or happening in a timely manner, even though efforts are made across the delegations. In 2025, 13 individuals under investigation were placed on administrative leave.

4.8.4: Staff consulted confirmed awareness of their rights and responsibilities and the resources available to them to support the whistleblowing process, which equates to the ICRC code of conduct. The assessment found regular awareness campaigns and trainings are conducted, and training is mandatory with staff being recorded for non-compliance.

The code of conduct is, in the absence of a dedicated whistleblower policy, the main source of guidance on rights and responsibilities on whistleblowing, and has guidelines on mandatory reporting, especially for key risk such as fraud and sexual exploitation, abuse and harassment. There are Standard Operating Procedures and guidelines on how to report in a very confidential manner. These guidelines and reporting channels are also extended to partners. The anonymous integrity reporting line is toll free and accessible to all and ICRC staff consulted were knowledgeable on the mechanisms and channels available although external partners were not consulted specifically.

The four-page Reporting Misconduct leaflet provides a clear and simplified outline of how ICRC employees can disclose wrongdoing [report misconduct] and guidance on what information should be included in the report to allow for action to be taken. On starting their employment, all new staff must sign the code of conduct, and an e-learning training course on the code of conduct is compulsory for all staff. There is, however, as set out in 4.8.1 above, a lack of detail in the code of conduct on how whistleblower protections are ensured, which consequently sets limit for the information available for staff.

4.8.5: The assessment did not find benchmarks or indicators on protection systems for whistleblowers.

The ERCO annual reports provide data on the number of allegations received in the calendar year classified by themes (fraud and corruption; SEAH; harassment (non-sexual); other misconduct; external incidents affecting ICRC; and Non code of conduct issues). The report also provides this data disaggregated by operational region. The report does not provide detail on retaliation.

ERCO annual reports include a chapter on 'consequence management' which includes data on sanctions outcomes for substantiated cases of misconduct. The data is disaggregated by the following outcome areas: termination; warning; not to rehire; other sanction; and no sanction.

MI 4.8 Evidence confidence

Medium

MI 4.9: Appropriate measures are in place to prevent and respond to sexual exploitation, abuse and harassment

Score

Overall MI rating

Satisfactory

Overall MI score

2.89

Element 1: Organisation-specific dedicated policy *statement that addresses both SEA and SH, separately or together, is available, is regularly reviewed, aligned to international standards*, and applicable to all categories of personnel.

4

Element 2: Mechanisms/structures are in place and are being used to track the status of implementation and the evolution of the SEA and SH policy regularly at HQ and at country/programme/field levels.	3
Element 3: Dedicated human and financial resources and processes are in place to support SEA and SH policy/action plan implementation at HQ and in country/field programmes.	3
Element 4: Personnel are aware of SEA and SH policies, code of conduct and behavioural expectations (including responsibilities of managers), and the organisation raises the awareness of affected populations on the prohibition of SEA by the organisation and the mechanisms for complaints and survivor support.	3
Element 5a: The organisation ensures that functioning and accessible complaints mechanisms are in place for SEA (preferably based on existing community-based mechanisms), which allow communities and other concerned parties to raise concerns in a safe and confidential manner, and supports them.	2
Element 5b: The organisation ensures that functioning and accessible complaints mechanisms are in place for SH which provide personnel and other concerned parties with the means of raising concerns in a safe and confidential manner and of seeking advice, pursuing informal resolution or formally reporting SH allegations.	2
Element 6a: Responses to SEA and SH allegations (including disciplinary measures) are timely and the numbers, basic characteristics and outcomes of all complaints are transparently and publicly shared.	2
Element 6b: The organisation actively engages in relevant sector-wide/interagency information sharing or HR systems that facilitate safer recruitment and prevent the rehiring of perpetrators of SEA and SH.	3
Element 7: The organisation defines, adopts and implements a victim-centred approach to SEA and SH and has a victim support function in place for communities and for staff (stand-alone or part of existing structures).	3
Element 8: The organisation has clear standards, contractual requirements and due diligence processes in place to ensure that implementing partners, and other relevant partners acting on its behalf, and suppliers, prevent and respond to SEA and SH	3
Element 9a: The organisation can demonstrate its active contribution to SEA and SH policy/best practice co-ordination with other agencies at corporate level.	3
Element 9b: The organisation can demonstrate its active contribution to inter-agency co-ordination to prevent and respond to SEA at country/programme/field level.	2
MI 4.9 Analysis	Evidence documents
4.9.1 The ICRC has a robust policy infrastructure with an organisation-specific dedicated policy statement that addresses both the protection against sexual exploitation and abuse (PSEA) and protection against sexual harassment (PSH). The policy is aligned to international standards and regularly reviewed. The ICRC has a comprehensive policy and code of conduct which cover both PSEA and PSH under one umbrella of PSEAH. At the centre are: - the 2024 ICRC's Code of Conduct Policy on Preventing and Responding to Sexual Exploitation, Sexual Abuse and Sexual Harassment (first adopted in 2018) the 2023-26 PSEAH Global Strategy - the 2025 ICRC's Code of Conduct Child Safeguarding Policy (first adopted in 2022) the 2023 Supplier Code of Conduct (detailed further in 4.9.5).	9, 12, 15, 16, 18, 21, 41, 42, 52, 84, 94, 98, 99,

Accompanying these, there are associated standing operating procedures, the Code of Conduct Framework and Operational Guidelines, Guidelines for Staff Health, and the 2023 Vetting and Referencing Policy. While the overarching Code of Conduct is publicly available, policies and guidelines that cascade from it, including the two above mentioned PSEA and Child Safeguarding Policy, are not published and are classified as internal documents.

The Code of Conduct Policy on Preventing and Responding to SEAH defines sexual exploitation, sexual abuse and sexual harassment as follows:

'Sexual harassment' refers to any unwelcome conduct of an explicit or suggestive sexual nature that might cause offence or humiliation.

'Sexual exploitation' refers to an employee abusing their position of authority, trust or power by taking advantage of a situation of vulnerability for sexual purposes.

'Sexual abuse' refers to acts of a sexual nature committed against a person by force, threat of force or coercion.

The ICRC's definition of SEAH aligns with that of the Inter Agency Standing Committee (IASC), not the one usually adopted by UN organisations (which broadly see SEA as perpetrated by staff towards beneficiaries, and SH mainly perpetrated by staff towards other staff). The ICRC sees Sexual Exploitation, Abuse and Harassment as violations that can be inflicted either on another ICRC employee, defined as 'internal SEAH', or on a person not employed by the ICRC, defined as 'external SEAH', in particular a recipient of ICRC activities or another member of the community, through abuses of power. The 2023 strategy includes consideration of SEAH in the workplace, or 'internal' SEAH, which, as identified by the Strategy itself, was not a focus previously. These definitions and policies are specific to the ICRC and are not part of a Movement-wide policy, but as explored in indicators below, collaboration with other Movement components is a part of policy implementation.

The Code of Conduct Policy on PSEAH applies to all ICRC employees at any level and in any location. 'ICRC employees' is understood to include staff members, associates, interns, and temporary and contingent staff members and consultants, as well as seconded staff members, staff members and volunteers from National Red Cross and Red Crescent Societies during ICRC programmes and activities. The People and Culture Department (PAC) is designated to ensure that employees receive and sign the code of conduct upon entering into service with the ICRC. Risk Registers reflecting SEAH assessments show practical evidence of how ICRC delegations have disseminated the code of conduct and associated policies.

4.9.2 The ICRC has the mechanisms and structures to monitor PSEAH policy implementation and to continuously improve the policy infrastructure, but the quality of reporting against PSEAH policy implementation at delegation level varies. The ICRC PSEAH Global Strategy 2023-26 was developed by the Ethics, Risk and Compliance Office (ERCO), and headed by the Chief Ethics, Risk & Compliance Officer. The PSEAH strategy commits to quarterly monitoring of implementation at ICRC **Directorate Level**. It was confirmed in interview that ERCO maintains a folder centralising integrity action plans developed by delegations. The PSEAH Strategy Progress Map has a detailed tracker of outputs and indicators with progress and challenges logged which is organised under organisational culture, mainstreaming PSEAH in operational work, and strengthening the victim-survivor centred approach.

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104, 105,
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195, 218,
286, 297,
303, 304,
305, 306,
307, 308,
309, 310,
311, 312,
313, 387,
389, 390,
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398, 400,
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Delegation-level efforts are focused on supporting ten priority delegations as identified by ERCO based on a set of risk-related criteria. ERCO strategically focuses its PSEAH support on PSEAH priority delegations (identified through the risk-related criteria), recognising that broader delegation-wide implementation would exceed available resources and risk delaying progress within higher-risk contexts.

Delegations report on PSEAH against a framework known as the Integrity Roadmap, which encompasses SEAH alongside other integrity areas under ERCO. ERCO reports on the implementation of the strategy in the Governance and Oversight Activity Report delivered to Donors, as well as in ERCO's own annual activity report. At the end of 2024, 13% of the work planned under the strategy was completed, 46% had started, and 41% had yet to start. The ICRC experiences inconsistent traction with the ten priority delegations, with some highly proactive and others less so.

The assessment team saw Monitoring for Results (MfR) reports from Nigeria and South Sudan that were good examples of reporting, detailing relevant progress and challenges of implementing prevention and response initiatives. However, systematic processes to formally share PSEAH implementation updates with ERCO for both external and internal PSEAH initiatives, outside of risk register requirements, do not exist across all delegations. These are limited to delegations where an integrity advisor is present or where a delegation has an enhanced willingness and proactive approach to preventing and responding to SEAH.

Risk is reported on regularly, with SEAH considered one of the "major institutional risks" owned by the highest level, the Director-General.

SEAH risk is reviewed quarterly for reporting to the Directorate through the Platform for Organization and Management (POM) and to the Risk and Audit Commission. Assessing SEAH risk is also mandatory for every delegation on an annual basis. There is detailed guidance for delegations on how to complete the risk register's SEAH assessment, but the quality and completeness of reporting is varied, as further explored in 5.3.5. Some have limited information on progress against the assigned indicators. The policy sets a mandatory assessment of the external dimension of SEAH (inflicted upon people not employed by the ICRC), not risks related to internal SEAH (inflicted by ICRC staff upon ICRC staff), leaving opportunity for risks to be missed. Practical guidance has been developed to encompass risks of both external and internal dimensions with some, but not all delegations assessing both.

The ICRC's Policies on Preventing and Responding to SEAH are informed by various international best practices, such as the IASC Vision and Strategy: PSEAH 2022–26, the UN System Model Policy on Sexual Harassment, and the OCHA Standard Operating Procedures on Sexual Misconduct. They have also drawn on research initiatives by UN Women and the University of Central Florida. ICRC interviewees commented on how international best practice and lessons learned from practice informed the Policy and 2023-26 Strategy.

The ICRC's Policies on Preventing and Responding to SEAH have improved progressively over the course of the assessment period. For example, when the Director-General approved a strengthening of the Child Safeguarding Policy in 2025, this was done through an internal "libellé", which considered the policy change rationale based on the practice in the humanitarian sector, and considered the required resources and communications initiatives needed to implement it. The Investigations Unit (IU) maintains flexibility to implement procedural changes through internal bulletins. This allows for a

more adaptive approach but requires extra care in ensuring alignment with the policy framework.

4.9.3 The ICRC has dedicated resources at headquarters for both prevention and response to SEAH and some dedicated resources at delegation level, varying in line with the risk profile and operational realities.

As of November 2025, ERCO has two dedicated PSEAH officers – one acting as Focal Point for the provision of support and assistance to victims/survivors when not employed by the ICRC – under the management of the Head of Ethics,

and supported by a network of Code of Conduct Facilitators and Integrity Advisors (IAs) within high-risk delegations. The number of regional IAs differed across the reporting period due to turnover and staffing issues. As of April 2025, there were two regional IAs each with 30% attributed level of effort to the implementation of the PSEAH strategy. Code of Conduct Facilitators support the Heads of delegation in implementing the Code of Conduct Policy on Preventing and Responding to SEAH at the delegation level, and provide guidance as needed to employees and managers.

On case management, the ICRC Investigation Unit (IU) has grown substantially from five investigators in 2019 to approximately 30 in 2025. There are now specialist positions for SEAH and digital forensics. Resources have been decentralised, moving from a headquarters-based team to hubs in Nairobi, Amman, Abuja, and Bogota, to ensure quicker responses and better understanding of context. In 2024, 15 investigation officers completed advanced training in conducting investigations into incidents of SEAH.

In terms of response, the ICRC's Staff Health Unit supports and facilitates access to medical and psychological care for victims/survivors who are ICRC employees. Regarding the provision of support and assistance to victims/survivors who are not employed by the ICRC some delegations also have specific focal point structures, and as of 2024, twenty delegations had a referral person for the support of victims/survivors. For example, the South Sudan delegation maintains a regularly updated document on Key roles and Responsibilities to Respond to Victims/Survivors of Sexual Exploitation and Abuse (SEA), including a dedicated referral person who manages communications related to the provision of support and assistance with the victim/survivor. There is regular collaboration between the headquarter and delegation-based structures both on prevention and response to SEAH. For example, the SEAH Policy and Prevention Officer within ERCO's Ethics Unit facilitates the updates of delegation-level standard operating procedures on victim assistance and ensures coordination, oversight and provides technical guidance when a victim/survivor (not employed by the ICRC) is identified.

While this assessment did not see evidence of discrete, dedicated financial resources in place for the prevention of and response to SEAH within formal budget documents, the budgetary and resource impacts of policy implementation are formally considered within Directorate decisions. Directorate decisions related to the revision of policies contain a section on 'resources'. There is also specific funding available to delegations for victim support (not employed by the ICRC), covered by the delegations' budgets. Resources for supporting National Society partners with PSEAH are also considered and are managed through National Society Development – a centralised process for supporting and building the capacity of National Societies. If a due diligence assessment of a National Society identifies gaps, the delegation assesses how to support the National Society, often collaborating with the IFRC or other partners such as the British Red Cross to provide capacity building.

4.9.4 Internally, the ICRC conducts a range of mandatory and supplementary staff training and awareness raising efforts at all levels, with high compliance.

Externally, awareness raising with communities on the prohibition of SEA by ICRC staff and on complaints mechanisms remains a challenge. The ICRC's training efforts span across the different levels of the organisation and involve both mandatory and supplementary awareness raising initiatives. For the mandatory Code of Conduct training, completion is clearly tracked per delegation via a live online dashboard. As of July 2025, 96% of employees were trained, with the lowest completion rate of 86% in Afghanistan. Refresher training is not built into the Policy commitment or the dashboard, although during the MOPAN assessment, interviewees across the ICRC reported good knowledge of PSEAH policies and the Code of Conduct. An accompanying mandatory 'Training Pathway' for Heads of Sub-structures, which includes PSEAH training, and for Management of delegations, on the Investigations Process, has been developed based on a learning needs analysis in 2024. Specific training for PSEAH referral persons is systematically conducted and monitored. Technical guidance and follow-up by the SEAH Prevention and Policy Officer in Geneva is provided to the referral person when a victim/survivor (not employed by the ICRC) is identified.

PSEAH training is integrated into other management positions through métier-specific training material. External SEAH is addressed through the Field Trip Simulation within the Staff Integration Programme, and the internal element of SEAH is covered through the Leadership Management Stepping Stones (LMSS), a live, online PSEAH module on the responsibility of managers. Feedback on training and opportunities for improvement are captured through regular exchanges between the PSEAH Officers and the focal points in charge of the training within the Units. Multiple webinars and engagements at delegation, regional and métier levels have a specific PSEAH focus or integrated PSEAH components, for example, an annual call on PSEAH with Heads of Delegation, a Water and Habitat (WatHab) course on Contractors Management, and Regional Integrity Advisor webinars with Heads of Structures.

The ICRC's flagship awareness-raising initiative during this assessment period was the 'Bystander Initiative Conversations' aimed at increasing awareness and understanding around SEAH within the ICRC, enhancing skills to be an active bystander and overcome barriers to speak up and understanding the ICRC's approach to PSEAH, related responsibilities and support option. This initiative is aimed at all staff within the delegations, including daily workers, staff in managerial positions, and guards who are contracted through suppliers. The initiative included physical awareness-raising material within the office buildings and sites, and training of trainer programmes to ensure sustainability of the initiative. Delegations may also implement their own contextually appropriate training and awareness-raising campaigns. For example, in El Salvador, a discussion was held on hegemonic masculinities and micro machismo, and in Syria, exchanges were held in the different sub-delegations to understand the particularities of sexual harassment. Examples of initiatives are shared with all delegations via the Integrity Toolkit.

The Code of Conduct Policy for Preventing and responding to SEAH includes a commitment to awareness-raising within affected communities, including the provision of physical materials that are translated, adapted and distributed as appropriate. The Global PSEAH Strategy 2023-26 commits to fostering two-way communications on PSEAH with communities, and key PSEAH messages for communities were developed in 2024, for integration into operational communications. In 2025, some delegations began contextualizing and testing key messages, while some started to conduct

trainings. However, it was confirmed in interviews that community awareness raising is not systematically conducted across all delegations. As highlighted by delegations through their Field Risk Registers, engaging with communities on such sensitive topics remains a challenge both for those delivering communications and for the communities themselves.

4.9.5.a The ICRC's complaints mechanisms for both external and internal sexual exploitation and harassment are centralised through web-based reporting and email platforms, with limited forms of contextually appropriate community-level complaints mechanisms for reporting external SEA. The ICRC's primary method of reporting concerns and instances of internal or external sexual exploitation or abuse is the confidential, web-based reporting platform, Integrity Line, which is open to all staff, affected communities and members of the public. Though submissions can be made in any language through the reporting channels, the webpage to submit via the Integrity Line is only available in English, French and Spanish. In interviews, it was noted that most cases are reported by colleagues through internal emails or Integrity Line. The annual ERCO reports do not disaggregate statistics on the channel used based on type of sexual misconduct. Once reported, the Investigations Unit handles complaints in line with the Code of Conduct Operational Guidelines.

For external SEAH, Community Contact Centres (CCCs) are the only delegation-level reporting options cited in both documentation and in interviews for receiving allegations of SEA. For external SEAH, Community Contact Centres (CCCs) are the only delegation-level reporting options cited in both documentation and in interviews for receiving allegations of SEA. Community members can and do approach ICRC staff directly based on assistance activities they are a part of, and these individual discussions are managed at metier levels though the team did not review how this is monitored and tracked from evidence received.

While the CCC were primarily designed to engage with communities on operational or programmatic topics, the design includes a mechanism to escalate PSEA report to ERCO IU from inception. All CCC operators are trained on this protocol. The SEAH assessments in delegation-level risk registers have limited references to community-based reporting mechanisms. Some priority delegations have engaged in different novel approaches but there is a known challenge of barriers to reporting, channels adapted to the context, and lack of knowledge of reporting systems within communities. The 'Monitoring Misconduct Pilot' is an ICRC initiative aiming to respond to this issue, by integrating prevention of SEA into operational delivery through existing program tools, notably within the ECOSEC Post Distribution Monitoring (PDM).

4.9.5.b The ICRC has both formal avenues for reporting internal sexual harassment and informal channels for staff to seek advice.

The mechanisms to support community members who want to seek advice on how to address sexual harassment concerns are the same as for SEA. In internal cases of sexual harassment, perpetrated by ICRC staff towards ICRC staff, there are opportunities to engage with ICRC support systems ahead of deciding to make a formal complaint, such as speaking with ERCO PSEAH officers or with the Investigations Unit (IU) directly and informally. Once a victim/survivor does decide to pursue a formal report, the IU's investigation process is initiated and there are formal managerial resolution routes for any level of sexual harassment.

There is an acknowledgement within the ICRC that staff, particularly women, express hesitancy to pursue formal investigations due to fear of stigmatisation, retaliation or

reputation loss. Having the opportunity to discuss options in confidence and without expectation supports their decision. There is therefore a differential approach to mediation and its applicability to sexual misconduct: formally reported situations involving sexual exploitation or sexual abuse cannot be settled in the ICRC's Ombuds mediation, although the Ombuds function can be used as a tool for victims of sexual harassment who do not want to formally report but would like to discuss their options and available support, such as alternative working arrangements through managerial intervention. Victim/survivors are also able to report violations to law enforcement authorities regardless of whether an investigation takes place within the organisation, and the ICRC may decide to seek approval from the Director General to waive its own immunity and that of the alleged perpetrator, to report grave instances of sexual harassment that also constitute sex offences.

Sexual harassment can also occur between ICRC staff and community members, which ICRC refers to as external SH. Outside of the channels mentioned in 4.9.5.a, the ICRC does not have additional mechanisms to support community members who want to seek advice on how to address sexual harassment concerns before formally reporting. However, the organisation has developed a general, adaptable guidance document intended to support ICRC staff to communicate about and respond to disclosure of misconduct when raising a concern. The ICRC's investigations unit undertakes a risk assessment before making a decision to formally investigate, to ensure the victim/survivor's safety and wellbeing is considered.

4.9.6.a Responses to SEA and SH allegations (including disciplinary measures) are reasonably timely. The ICRC's Investigation Unit (IU) handles the investigation of complaints and reports of potential misconduct, and the department has its own internal timeliness targets of 1 to 3 months for the investigation of high-risk cases involving sexual misconduct. Response time has improved over the review period due to increased capacity and SEAH expertise within the team. However, investigations face many timeline challenges typical to the context within which the ICRC operates, including logistical hurdles of reaching victims in remote or conflict-affected areas, difficulties of finding sensitised, trusted translators to interact with victims, and administrative delays if subjects leave their position or leave the country. The IU has actively looked to mitigate against these challenges by increasing its capacity through headcount and improving expertise and geographical reach of its investigators. The assessment team did not receive timeliness statistics for responding to SEAH allegations from the point where the concern was reported through to the disciplinary measure and close or reporting on the complexity of the cases that may result in a protracted case closure.

The number of SEAH complaints, with their basic characteristics and outcomes, is not shared publicly. The ICRC does not publicly report anonymised statistics related to SEAH cases, their management or disciplinary measures. Donors receive regular confidential updates with disclosures of credible allegations. Annual reporting is delivered to the ICRC Leadership, all ICRC employees, and to donors through the ERCO annual report. The reporting divides anonymised SEAH allegations into 'sexual harassment', 'sexual exploitation', and 'sexual abuse' and states how many cases pertained to community members. In 2024, the sexual harassment category represented the majority of all SEAH cases (57%), which the report stated is consistent with previous years. The ERCO report also updates on the number of cases investigated and closed by the IU, highlighting the trends for that year including the types of sexual misconduct perpetrated, the kind of evidence used to substantiate cases, and the provision of referral and support services to victim/survivors (as further explored in 4.9.7). It also details the

consequence management for substantiated allegations including termination, warnings and, where unable to sanction, a Not to Rehire note (see below). Investigations reports are shared with the sanctioning committee and relevant managers to facilitate lessons learned.

4.9.6.b The ICRC has human resources systems that facilitate safer recruitment and prevent the rehiring of perpetrators of SEA and SH. The ICRC's safe recruitment processes are managed by the People and Culture Department, in line with the Code of Conduct Policy on Preventing and Responding to SEAH and the Vetting and Reference Policy. To prevent internal rehiring of perpetrators of sexual misconduct or individuals who leave the organisation before an investigation or disciplinary process is finalised, a note to consult with ERCO is added to the employee file. The recruiter / HR Service provider in charge will check this box and consult ERCO before moving forward and considering the application.

The ICRC actively engages in relevant sector-wide and interagency information sharing. It is member of the Steering Committee for Humanitarian Response's Misconduct Disclosure Scheme (MDS), which facilitates the disclosure of safeguarding-related misconduct in recruitment processes within the humanitarian and development sector. Engagement with the MDS is evolving, with the latest iteration of the Vetting and Referencing Policy also including defined levels of information that will be communicated to non-MDS organisations who request cooperation with due diligence checks. However, it was acknowledged in interview that there is a gap regarding daily workers, such as hospital staff that are fully or partially funded by the ICRC, but who may not be directly employed and therefore not directly vetted by the ICRC. The challenge lies in the capacity required to undertake large and regular substantial vetting processes for daily workers in the contexts within which ICRC operate.

4.9.7 The ICRC defines, adopts and implements a victim-centred approach (VCA) to SEA and SH and has a victim support function in place for communities and for staff but acknowledges there is a need to better embed the VCA. The ICRC is committed to a victim/survivor centred approach through its 2024 Code of Conduct Policy on preventing and responding to SEAH, defining it as an approach guided by the rights, needs, safety, dignity and well-being of the victim/survivor. To fulfil this commitment, each delegation is responsible for establishing a victim assistance standard operating procedure ((SOP SEA: victim/survivor referrals)) outlining responsibilities, available support and timelines for referral to support services. Such guidance is created in collaboration with the SEAH policy and prevention officer in ERCO's Ethics Unit for coherence with institutional policies. A Global Guidance Note on the provision of support to victims/survivors when not employed by the ICRC is being updated.

The assessment team saw examples from two PSEAH priority delegations, Nigeria and South Sudan, of the use of VSA SOPs. In the Philippines, guidance on support to victim/survivors of SEA is incorporated through a broader Sexual Violence framework. In all three examples, both internal and external SEA were considered, as well as the need to tap into existing local GBV support systems to provide immediate and longer-term assistance to victims/survivors. As of the end of 2024, twenty out of the ninety-three ICRC delegations had appointed a referral person to directly support victims/survivors (when not employed by the ICRC). For delegations without a referral person, should an external case arise, the SEAH Policy and Prevention Officer directly contacts the delegation to identify an appropriate referral person and support them with technical guidance throughout the process.

Reporting on the support provided to victims/survivors of SEAH is anonymised and shared annually through the ERCO Annual Report, as well as pro-active disclosure to donors and ICRC Governance. In 2024, the ERCO Annual Report mentioned support including referrals to psychological counselling or therapy services delivered by partner organisations, cash assistance to help the victim/survivor secure a stable income, and financial support to mitigate the impact of the misconduct on the victim/survivor's education. As confirmed within a delegation SEA SOP, funding for such assistance is available under the delegation budget and committed by the ICRC through a centralised budget code, which allows for additional confidentiality. The SEAH Policy and Prevention Officer coordinates the use of this protocol with the delegation. However, it is unclear if this is a known resource across delegations.

While it can demonstrate the implementation of support to victim/survivors of SEA, the ICRC acknowledges that it needs to do more to embed a victim-centred approach into prevention and reporting. Support for victims of sexual harassment is the least developed, with the delegation-level VSA SOPs focusing on SEA without mentioning SH. The Code of Conduct Policy on Preventing and Responding to SEAH refers to a set of Guidelines for Staff Health personnel on 'Providing psychosocial and medical support to ICRC staff victims/survivors of sexual violence, including sexual harassment' for internal cases of SEAH.

4.9.8 The ICRC has clear standards, contractual requirements and due diligence processes in place for National Societies and other operational partners, while suppliers are covered by the Supplier Code of Conduct. The ICRC principally partners with National Societies, which provide programme support and staff to contribute to specific ICRC activities in-country, but it also sometimes contracts non-Movement organisations to provide humanitarian assistance, for example the case in of one ICRC's delegations (refer to KPI 6 for more detail). The ICRC performs a due diligence process before signing formal partnership framework agreement (PFAs). Staff spoke of this being a 'heavy but very important process'. The Due Diligence Assessment (DDA) is a questionnaire guided by the 'National Society DDA Implementation Guidelines'. It is filled out in collaboration between two ICRC representatives, often a cooperation coordinator and a finance and administration manager, together with official representatives of the National Society. Questions and evidence requirements relating to SEAH include whether the National Society has effective reporting channels, protection for whistleblowers, communication with beneficiaries, and the means to investigate and respond to reported cases of sexual misconduct. The risk profile of the National Society is determined by the DDA, and capacity building may be required where PSEAH standards are not met. The resources for supporting partners include "National Society Development" (NSD), where the ICRC may collaborate with the IFRC or other partner National Societies, like the British Red Cross to provide capacity building to the National Society.

The ICRC monitors compliance against this process using a centralised digital repository called 'Red Loop' to track partnership agreements, DDAs, and partner capacity information. However, interviewees acknowledged that the operational realities of crisis contexts make it challenging for delegations to prioritise updating the data within the tool. The DDA is conducted every three years to assess partner capacities, but resource and capacity issues have led to some DDAs being postponed. Incomplete DDAs may contribute to new and emerging SEAH risks not being captured. The assessment team did not receive statistics on how many National Societies are undergoing National Society Development (NSD) processes specifically to address PSEAH capacity gaps.

Red Cross Movement-wide resolutions and commitments exist which reflect the ICRC's responsibilities, including the 2019 Council of Delegates Statement on Integrity of the Movement, which commits components preventing and addressing misconduct. There is a Resolution 2 of the 32nd International Conference on Sexual and gender-based violence; and a Pledge of the 33rd international Conference on Commitment to prevent and respond to sexual exploitation and abuse and sexual harassment (SEAH) in humanitarian action. Examples have been provided of the initiatives such as the Pilot Misconduct Monitoring programme, where training of National Society volunteers in three pilot countries, Ukraine, Mali and Nigeria, took place in 2025.

The ICRC has well-established relationships with National Societies through their engagement in joint activities, which fosters a deep understanding of strengths, gaps and support needs. Staff interviews highlighted the importance of this working relationship at the sub-national levels and how it develops intrinsic knowledge of capacities of individual National Society branches. As allegations against a National Society present a real reputational risk to the ICRC as an institution and to the Movement as a whole, and ICRC take responsibility for addressing such matters in collaboration with the National Society concerned and the IFRC.

Partnership framework agreements (PFAs) between the ICRC and National Societies include an 'Annex on Partner Duties and Commitments' which legally codifies the ICRC's contractual expectations. This annex contains standard clauses on obligations to adhere to ethical and behavioural standards, prevent, detect and address misconduct including SEA (but not explicitly specifying SH), a requirement to prevent and respond appropriately, and a statement that not taking actions can constitute cause for termination of the PFA.

A memorandum of understanding exists between the ICRC Investigations Unit (IU) and the IFRC which clarifies referrals between each organization, and when investigations are to be carried out jointly with the IFRC.

The ICRC may also work with other operational partners and suppliers to carry out its activities in the field. The due diligence process for these partners is governed by a specific SOP, focusing on two risks – fraud and sexual misconduct (SEA and SH) towards ICRC beneficiaries. A risk assessment is conducted to assess the level of risk based on purpose and exposure; if the operational partner will encounter beneficiaries, there is a full screening on sexual misconduct. The ICRC also engages on PSEAH with other suppliers and stakeholders. For example, the ICRC's sustainable procurement guideline requires major suppliers manufacturing sites to undergo a Quality Social and Environment (QSE) assessment to make sure suppliers are offering proper working conditions and not abusing basic human rights, including not being involved in sexual misconduct. Additionally, the ICRC Evaluation Office has a 'Security & Safety guidelines for External Evaluation Teams' and requires independent evaluators to undergo an ICRC Integrity and Ethics training ahead of engaging with ICRC staff and stakeholders. Beyond the initial assessments at contractual stage, it is not clear if there are active, contextually relevant and utilised monitoring systems for compliance against the Supplier code of conduct.

External stakeholders confirm that the ICRC is implementing its standards and expectations. In the MOPAN survey, 74% of respondents agreed with the statement that "The ICRC requires its partners to apply clear policies and standards and to uphold zero tolerance for preventing and responding to sexual misconduct in relation to beneficiaries/communities", while 92% of partner stakeholders agreed that "The ICRC

has adequately assessed my organisation's capacity to prevent sexual exploitation and abuse of local populations by its staff."

4.9.9.a The ICRC contributes to some corporate-level cross-sector PSEAH initiatives with other agencies, both in leadership and supportive capacities, while other initiatives are attended by the IFRC on behalf of the Movement. The ICRC is part of the International Red Cross and Red Crescent Movement and as such, its engagement on PSEAH across Movement structures supports cross-sector cooperation. This is promoted through the Movement-level Safeguarding Working Group. The ICRC may not always engage in broader inter-agency initiatives as a standalone entity. For example, the IFRC represented the Movement at the 2025 Inter-Agency Standing Committee (IASC) Global PSEAH Workshop and the British Red Cross attends the Cross-Sector Safeguarding Steering Group (CSSG) convened by the UK Foreign, Commonwealth and Development Office.

Beyond the movement, at the International Conference on PSEAH in December 2024, the ICRC delivered a presentation on the Bystander Initiative. The ICRC is a member of the Steering Committee for the sector-wide Misconduct Disclosure Scheme (MDS), which facilitates the disclosure of sexual misconduct in recruitment processes within the humanitarian and development sector. The organisation also participates in the IASC Technical Advisory Group (TAG) and working group, which facilitates and helps deliver on PSEAH commitments within humanitarian response.

In the MOPAN survey, 70% of respondents agreed with the statement that "The ICRC participates in and contributes to joint efforts with other agencies to coordinate policies, good practice and implementation aimed at PSEAH".

4.9.9.b There was limited evidence available to assess the extent to which the ICRC is actively contributing to SEA and SH policy/best practice co-ordination externally with other agencies. The ICRC's primary engagement in interagency co-ordination at field level is through cooperation with other components of the International Red Cross and Red Crescent Movement. ICRC delegations work closely with National Societies on joint activities in the field and therefore engages with them on PSEAH activities and capacity building. This is the ICRC's primary form of inter-agency/cross-sector engagement which has an impact at the field level.

Additionally, the ERCO Integrity Roadmap template, which delegations are required to report against, includes an action area to 'Engage with other humanitarian actors to be aware of the incidence of attempted or actual SEA/fraud cases in the country'. The assessment team saw limited examples of where this is taking place and reported on in practice. Where human resource is available, some delegations may engage with local IASC cross-sector working groups or PSEAH networks. For example, in 2025, the South Sudan delegation engaged in meetings with local chapters of UN agencies and authorities to discuss PSEAH and other protection concerns.

MI 4.9 Evidence confidence

Medium

Relationship Management

KPI 5: Operational planning and intervention design tools supporting relevance and agility within partnerships

KPI 5: Operational planning and intervention design tools support relevance and agility within partnerships

KPI score

Highly Satisfactory

3.55

The ICRC generates and makes use of rich in-depth assessments and multidimensional analysis to inform programme design. It monitors and updates information regularly, factoring in the downstream and cross-border impacts of crises. The ICRC defines inclusive programming as programmes where the most affected people have equitable access to the ICRC and are able to meaningfully participate in programming work. Since 2022, the ICRC has sought to implement data disaggregation to inform projects and initiatives. Sex and age disaggregation has been introduced into the Project and Activity Management (PAM) and the Outcome-Based Approach (OBA) while disability disaggregation remains primarily targeted within Health programmes and is still to be fully integrated in PAM.

The assessments undertaken to inform planning are inclusive, although in some country contexts the full use of assessments have not been employed in a systematic and uniform manner.

A strong set of frameworks and guidelines are in place to ensure that affected people are included at all stages of the ICRC's programming and to enable communities to play an active role in decision that will impact their lives. The Accountability to Affected People Institutional Framework sets out how the ICRC exercises power responsibly by considering, and being answerable to, those affected by its actions and decisions.

Processes are being gradually put in place to ensure that communities' views and perspectives are systematically taken into account by delegations at all stages of operations, although implementation is not yet standardised across all contexts where the ICRC operates. The Resolution on Movement-wide Commitments on Community Engagement and Accountability establishes a coordinated approach across the Movement to ensure that humanitarian action is accountable, participatory, and responsive to the needs, priorities, and dignity of vulnerable and crisis-affected people.

The ICRC systematically draws on internal tools and guidance to inform its conflict analysis, and all staff across the organisation consider conflict analysis and assessment to be implicit and inherent in the ICRC's overall approach - informing project design, implementation and monitoring, as well as its organisational policies and processes, including human resources, procurement and communications. The ICRC facilitates the principle of Do No Harm across its programming.

The highly decentralised structure of the ICRC allows responsibility for risk assessment monitoring and management to be proactively shared across the organisation, although certain aspects are not yet standardised and delegations in high-intensity contexts appear less able to run deeper reflections and analysis. The risk of doing nothing is implicitly factored into risk analyses. The ICRC considers contextual and thematic risks, determines its risk thresholds for each, and monitors against these and adjusts as needed. Its risk appetite is communicated to all staff. At field level, security and risk management is integrated into operational management, and decentralised to remain closest to the actual risk environment, with examples of security staff being deployed to as close to the epicentre of conflict as possible. The risk approach is supported by a comprehensive framework of organisational risk governance instruments, including the Risk and Assurance Charter (October 2025), operational guidelines, quick-reference guides, and standard operating procedures for field risk and assurance management.

The ICRC does a good job of training staff in its risk management approaches. Risk analyses include potential risks of sexual abuse and other misconduct with respect to host populations, but this particular risk is not prominent in ICRC documentation on risk profiles and mitigations.

The ICRC liaises with other humanitarian actors in operational contexts when relevant and appropriate to its unique mandate: it coordinates primarily with Movement partners and authorities, and partnerships with these include shared planning. The activities of other actors are factored into context analysis and

planning, and ICRC documentation demonstrates that it draws on broader humanitarian information, such as data on needs produced by UN OCHA.

Wherever security, access and capacity allow, the ICRC will share information and undertake joint risk and needs assessments with Movement partners, in particular the relevant National Society, to strengthen operational delivery. At delegation level each PfR document is the primary planning tool including for coordination and joint working. Regional Frameworks (RSFs) are supplementary documents where the ICRC outlines potential synergies and how it can operationalise its comparative advantage when working with Movement partners across different regions. For protracted conflict situations and multi-year programming, the ICRC consistently operates with multi-year planning, although accessing multi-year finance in support of this remains a challenge.

The ICRC is committed to ensuring that cross-cutting issues (as defined in KPI 2) are integrated into its work in a manner favouring those affected by armed conflict and other situations of violence. Its monitoring and evaluation frameworks and guidance include attention to cross-cutting issues but mainly address these implicitly rather than through dedicated indicators.

The ICRC uses a range of internal and external available information to inform its own early warning systems to inform business continuity plans. The organisation regards these contingency plans as critical for its operations. The contingency plans include triggers or indicators of deterioration that are tailored to each operational context. In this sense, the ICRC interprets anticipatory action as a strong focus on preparation, contingency planning, prepositioning of stocks, training and early action before and in the early stages of a crisis, supported by the organisation's ability to use its budget extension and crisis response mechanism to initiate action ahead of receiving dedicated funding for new or escalating crises.

The unique mandate of the ICRC and its specific role and responsibility to protect and assist in situations of armed conflict and other situations of armed violence require a very particular relationship with national governments. These are governed by modes of action expressed in institutional policy documents and will vary depending on the government's involvement in and influence over the conflict, or over parties to the conflict.

MI 5.1: Strategies and programming target the greatest need and people most left behind	Score
Overall MI rating	Satisfactory
Overall MI score	3.20
Element 1: In-depth assessments and multidimensional analysis – joint or shared where possible – are conducted to inform programme design and are monitored and updated regularly. As part of this, there is clear evidence base and baseline around needs, special groups such as women and the disabled, and people most left behind, including poorest of poor, but also elderly, disabled, and other marginalised groups.	3
Element 2: Specialised staff are available and used from the outset to support planning processes, especially on thematic and sector specific issues.	3
Element 3: There are clear criteria for prioritisation and ranking the severity of needs and crises.	4
Element 4: Downstream and cross-border impacts of crises are assessed or projected and factored into programming.	3
Element 5: All evidence bases contain disaggregated data, including by sex, age and disability. Data from local actors and other key stakeholders is integrated into needs analysis and programme design.	3
MI 5.1 Analysis	Evidence documents

5.1.1 The ICRC makes use of in-depth assessments and multidimensional analysis to inform programme design, and it monitors and updates these regularly. The assessments are inclusive and consider those most left behind, including women and the disabled, but are not systematically or uniformly employed across contexts.

The organisation has put in place systems and staff to increase its agility in identifying acute needs, with tools to improve the inclusiveness of programmes in their design and monitoring, and – when needed – to support course correction when gaps are discovered. The Accountability to Affected Populations (AAP) and Analysis and Evidence (A&E) Unit and programmes (AAP and A&E in support role) at headquarters and in the field provide guidance to ICRC staff to ensure attention to and inclusion of special groups. The organisation provides significant activities for those with disabilities and affected by conflict, such as rehabilitation services, although strengthening its data on disability would help the ICRC demonstrate the organisation's full contribution.

The ICRC has invested time and effort via the AAP and A&E teams at headquarters and in the field to support multidisciplinary analysis, with contributions from different departments (Protection, Assistance, Prevention). In line with its mandate, the ICRC assesses vulnerability through the lens of IHL violations and the Geneva Conventions. It uses a 'protection risks equation' measure to guide the definition of priority protection outcomes in a country context, based on identified (actual or anticipated) threats of harm/violations stemming from the action or inaction of authorities and weapon-bearers, on affected people's vulnerability to those threats as well as their coping mechanisms. The 'protection risk equation' includes considerations related to age, gender and affected people's specific situation as internally displaced, refugees or migrants. The ICRC notes that guidance is available to teams on understanding the specific vulnerabilities attached to certain individuals or groups and how those vulnerabilities may intersect in shaping people's experience of living through armed conflict. When designing needs assessments and programmes, the organisation aims to include all factors of marginalisation that feed into vulnerability. The Analysis and Evidence Strategy 2023–2027 outlines the work of the A&E Unit, whose objective is to promote an evidence-based and outcome-oriented programming culture by developing methodologies and frameworks for situation monitoring, early warning, multidisciplinary needs assessments and thematic analyses.

In interviews, headquarters staff described the ICRC's definition of inclusive programming as programmes where the most affected people have equitable access to the ICRC and are able to meaningfully participate in programming work. Inclusion is not an additional layer to programming, but a cross-cutting programmatic approach to determine: who are the people most in need and how can the ICRC ensure its response is relevant to their capacities and needs? As outlined in the Inclusive and Accountable Programming document, gender and other characteristics determine people's experience of conflict. Humanitarian action therefore needs to be inclusive and accountable to these differentiated experiences. The ICRC's 'Accountability to Affected People' (AAP) and 'Gender, Diversity and Inclusion' approaches seek to translate the basic principles of AAP into tangible actions.

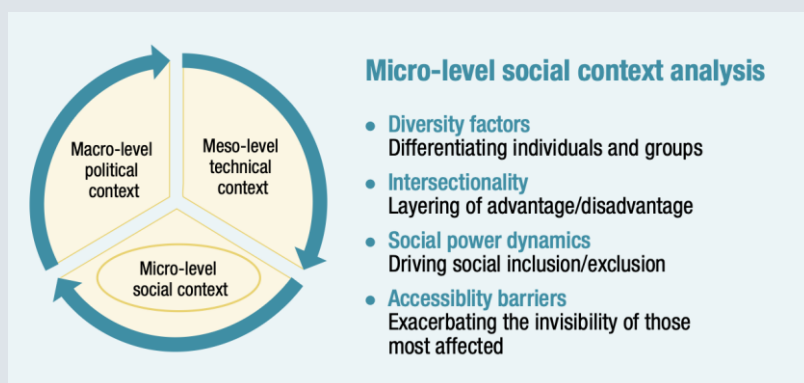
The Understanding People's Needs – Guiding Principles for Multidisciplinary Needs Assessments (MDNAs) document sets out the institutional framework for a coordinated, inclusive and accountable approach to needs assessment and response planning in conflict-affected settings. The guiding principles are for ICRC staff and partners and highlight the need to proactively engage those who are most affected, vulnerable, in need, or at risk. ICRC staff are expected to seek out their experiences, analysis and

52, 153, 156,
173, 197,
198, 199,
200, 201,
202, 206,
207, 208

recommendations, and recognise them as key stakeholders with whom it is important to validate analysis, prioritisation, and programming. The guidance also indicates the importance of engaging with key stakeholders such as authorities, parties to the conflict, and service providers, to seek their input to assessment design and programming. In this way, MDNAs can identify the most at-risk areas, communities, individuals, sub-groups, or infrastructure within a region by analysing data to detect localised vulnerability hotspots. This enables the ICRC to direct resources to where they are most urgently required.

The ICRC places emphasis on conducting micro-level social context analysis, which is elaborated at field level as part of ‘community profiles’ to provide information on the communities, languages, accessibility, specific groups and vulnerabilities of the operating context. It is intended to help achieve an inclusive approach and is used by ICRC staff in the field as a tool to complete their annual Planning for Results (PfR) processes, to review and report on progress of operations and plan for the following year.

Figure 6. Micro-level context analysis



Source: *Understanding People's Needs Guiding Principles for Multidisciplinary Needs Assessments*, 2024, [link](#)

95% of survey respondents agreed that the ICRC response aims to address the greatest needs and people most left behind.

5.1.2 The ICRC has placed specialised staff in the A&E and AAP Units and in specific metiers to provide guidance across all programme areas throughout the programme cycle. These teams can draw on a comprehensive set of tools, frameworks, and methodologies, and dedicated sessions are built into annual planning processes. The types of resources and staff that the Units can draw from include coordinators at field level (who offer support to programme coordinators and the delegation's management) and technical staff (who provide specialised support in data collection, evidence and insights, interpretation, and co-ordination with other cross-operational functions and departments to ensure comprehensive analysis). In addition, there is a support network of experts with diverse backgrounds and skills that focus on field support for the delivery of A&E and AAP and a pool of short-term gap-filling Coordinators and Specialists to fill gaps whenever needed. Global thematic leads/institutional focal points covering specific vulnerabilities (child protection, protection of IDPs/migrants and sexual violence) support the integrated multidisciplinary

analysis and response. They are based in the Protection of Civilian Unit but work across Protection and in coordination with Assistance and Prevention advisers.

In each context, the ICRC always conducts its own needs assessment. The outcome of these independent assessments, combined with its conflict and context analysis, will determine its field interventions. Depending on the context and purpose of the assessment, the National Society can participate in the assessment. The nature and duration of each needs assessment will vary depending on the purpose of the assessment as well as circumstances, such as security, staff, logistics and access. While poverty is not a criterion for the ICRC, inclusion is central. Staff working on AAP acknowledged that the organisation needs to improve on its disability inclusion and expand the use of multidisciplinary analysis to create a holistic understanding of risks faced by communities, their coping mechanisms and vulnerabilities. The ICRC aims to address these issues through the second phase of the disability strategy 'Vision 2030'. Challenges to conducting needs assessment in general are multiple including staff and resources, pressured timelines, experience of staff, planning timelines, security and access. There is a lack of standardisation across different contexts in terms of procedure and objectives.

ICRC staff noted that faced with budget reductions and the need to reduce staffing levels, the ICRC has adjusted its staffing strategy to foster horizontal, integrated thinking and improve the joined-up nature of programming, with AAP at its core. The impact of this adjustment is not yet evidenced. The ICRC Evaluation Office has included dedicated questions on AAP in all programme evaluations commissioned by external evaluators over the past two years to measure how programming has achieved its desired impact, and which systematically include elements from AAP guidance in their evaluation design.

5.1.3 The ICRC has clear criteria for prioritisation and ranking the severity of needs and crises. Its Institutional Strategy 2024-27 and its 2026 PfR instructions are widely credited with providing clear guidance on prioritisation to delegations and their regions. Category 1 delegations are able to draw on the ICRC's full palette of services while Category 2 have to agree on trade-offs from a reduced palette and push for authorities to assume responsibilities. Category 3 are expected to draw down direct operations. At field level – depending on the operational requirements at delegation level – there are focal points on Sexual Violence, Integrity, Child protection and other cross-cutting themes included in the ICRC's palette of services. These focal points are expected to support operations' programming and monitoring and ensure that all themes are included.

The ICRC teams have worked with different assessment guidance – partly depending on which metiers they are from, resulting in different approaches to conducting needs assessments. Over time this has resulted in each sub-delegation or local structure following its own processes and has at times created inconsistent approaches to prioritisation and programming. To address this and help better support those in need, the ICRC has streamlined the Economic Security (EcoSec) Targeting Guidance beyond EcoSec programming. The Targeting Guidance supports the implementation of standard practices for this specific metier to. It helps teams refine and optimise the targeting and selection processes and use resources more efficiently through deliberate prioritisation. Using prioritisation criteria, individuals or households are ranked according to their score on one or more indicators, allowing those most in need to be prioritised for assistance. ICRC staff explained that prioritisation criteria were distinct from eligibility criteria but may use the same variables. Both qualitative and quantitative tools are used to assess

needs across different geographical scales from national to local and throughout the year to estimate the impact of shocks and identify trends in vulnerabilities and risks. Ideally, a representative sample of the affected population is interviewed to determine who is most in need, the root causes of their vulnerability, and the key problems that must be addressed within a community. Other key tools that support multidisciplinary approach and assessment include the Understanding People's Needs Guiding Principles for Multidisciplinary Needs Assessments and the Basic Needs and Vulnerability Assessment (BNVA) Standard Form.

Several headquarter interviewees attest to the ICRC's focus on increasing the number of generalist 'polyvalent' staff in field operations. In addition to providing an increased agility in operational response it will also increase field teams' capacity to conduct needs assessments regardless of the team's composition: as generalists, they will be able to follow standardised procedures and methodology and reduce over-reliance on one or another department to conduct assessments.

5.1.4 Downstream and cross-border impacts of crises are factored in, with Operations Coordinators at regional and headquarters level providing oversight and support on the broader impacts of crises. Delegations maintain a fluid communication with neighbouring delegations as appropriate. When required, task forces and other ad hoc mechanisms can be created to include all affected delegations. The TRAK system's monitoring and outputs are used across the organisation at headquarters, regional and delegation level, e.g. in weekly regional management meetings with Heads of Departments to look at trends that are regional and cross border. There is evidence that lessons have been learned from recent crises: such as the overview of broader impacts and risks being fed into contingency planning at delegation level in all operational delegations and supported, when necessary, by the Business Continuity Unit, based at headquarters. According to an external evaluation of one context, the ICRC has initiated contingency planning involving the Movement partners to consider overall Movement response capacity. In addition, key resources identified but not accessible to the assessment team are the ICRC Situation Monitoring Platform and the ICRC Operations Resource Centre (with over 4,000 resources), which should provide field teams with the necessary guidance and tools.

The ICRC offered as a concrete example of a major crisis being 'projected and factored into programming', with potential significant cross-border and global impacts, the efforts over the past couple of years on Large-Scale Conflict Preparedness (LSCP). The Institutional Strategy includes 'Enhancing ICRC preparedness for operational response to large-scale conflicts, including in partnership with the Movement'. In addition to external engagement efforts, delegations have contributed to the development of two large-scale conflict scenarios in two regions, foreseeing where geographically and thematically the greatest needs would be. The ICRC notes that these have informed internal preparedness needs at the delegation, regional and headquarters levels.

5.1.5 The ICRC's evidence bases contain disaggregated data. Its Sex, Age and Disability Data Disaggregation (SADDD) Framework provides guidance to ensure consistent data disaggregation, collection and usage practices across the organisation.

The SADDD framework clearly distinguishes between gender and sex, acknowledging gender as a socially constructed, non-binary concept shaped by social, cultural, political, and legal contexts. Due to sensitivity, contextual variability, and operational relevance, the ICRC has determined that the minimum requirement for data collection is sex-disaggregated data, which is used to analyse participation in and access to programmes

by women, men, girls, and boys. Gender-disaggregated data collection is not systematically required, even though gender analysis is recognised as essential for understanding diverse needs and capacities and for designing impartial, people-centred responses. As such, the translation of gender analysis principles into concrete design or approval criteria remains limited and inconsistent.

The framework notes that disaggregated data enables enhanced programme analysis, allows for cross-departmental, national, regional, and global analysis, improves prioritisation, enables inclusive programming, enhances AAP, demonstrates suitable data mechanisms to donors, and addresses donor requests concerning priority groups. The framework sets minimum requirements to disaggregate by sex, age, and disability, and recommends additional granularity when required by programme needs. It provides guidance on using SADDD throughout the results-based management cycle. The framework is targeted to operational programmes – Health, Protection, Economic Security (ECOSSEC), Weapon Contamination (WeC) and Water and Habitat (WATHAB) – plus units such as Accountability to Affected People (AAP) and Resource Mobilisation (REM). However, in interviews ICRC staff were clear that more work was needed on collection and aggregation of disability related data.

MI 5.1 Evidence confidence

High

MI 5.2: Conflict sensitivity applied to programming to avoid unintended negative impacts and do no harm⁸

Score

Overall MI rating

Highly
satisfactory

Overall MI score

3.67

Element 1: Conflict analysis is systematically undertaken, and the findings are used to inform project design, implementation, monitoring and evaluation

4

Element 2: Conflict analysis is regularly updated, and programmes adapted accordingly

3

Element 3: Conflict sensitivity is also applied to organisation policies and processes, especially those related to human resources, procurement and communications

4

MI 5.2 Analysis

Evidence
documents

5.2.1 The ICRC systematically undertakes conflict analysis and uses the findings to inform programme and project design, implementation, monitoring and evaluation. The ICRC is mandated by the signatories of the Geneva Conventions to protect and assist in contexts of international and non-international armed conflict. It demonstrates conflict sensitivity, as well as adherence to the principle of Do No Harm, across its programming.

A contextualised regional interpretation of the mandate and operational priorities is established in the Regional Strategic Frameworks (RSFs) for Eurasia, Africa, Americas, North Africa and the Middle East, and Asia. These include systematic reference to conflict dynamics and situations, with problem analyses, for each region. At delegation level the main reference document is the delegation's PfR; centred on the specific context of the country but remaining aligned to the RSF.

All the respective métiers have annually updated reference frameworks which are tools that form part of the Planning and Monitoring for Results (PMfR) process. These tools

154, 159,
210, 211,
212, 213,
224, 271,
272, 273,
274, 275,
276, 277,
278, 279

⁸ Elements are in line with the guidance provided in Global Affairs Canada's Conflict Sensitivity Tip Sheet

integrate conflict and other situations of violence. The ICRC adopted the Large-scale Conflict Preparedness Framework in 2024, which focuses on large-scale and international armed conflict preparedness to support the field delegations' internal preparation work as well as their external dialogue with stakeholders and arms carriers. Thematic guidance and briefs have been prepared on large-scale conflict and preparedness, relevant countries and contexts have been identified and categorised, a steering group led by Operations has been put in place, and scenarios and country level 'state of play' documents have been developed. Based on field interviews, there has been a move towards establishing delegation-wide strategies to which each department within the delegation is expected to contribute, rather than using department-specific strategies, as was previously the norm. This shift is likely to increase the coherence and efficiency of conflict analyses and the ICRC's response across operations.

The organisation has examples of initiatives undertaken with National Societies and external agencies, such as the Risk Sharing Framework (RSF), co-developed in 2023 by the ICRC, the Netherlands, and InterAction under the Grand Bargain, and piloted in Ukraine and Somalia in 2024. The ICRC also has other risk sharing initiatives and sought in 2024 to strengthen its field risk analysis process. The improvements include selecting a list of critical risks to guide the delegations' assessments, with mandatory assessment of three risks: information/cyber security & data protection, fraud (Staff misconduct); sexual exploitation, abuse & harassment (Staff misconduct). With a further two risks were recommended: impact of harmful information (HI) and counter-terrorism (CT) measures & sanctions. These risks reviewed and adjusted as needed annually.

5.2.2 The ICRC regularly updates its conflict analyses. It uses this analysis to adapt programming, with some limitations. Delegations and regions follow their contexts closely, with numerous exchanges internally and externally, from high-level to deep field-level to gather information, analyse it and share it among teams and upwards. These inform weekly meetings, delegation and region EMOs with a constant flow between headquarters and the field, allowing for adjustments in programming outside of formal planning processes, as and when deemed necessary. At field level, the ICRC operates live risk registers which continually observe and update analysis from the field related to evolution of the conflict, and allow for mitigating measures to be put in place. There are however examples of poor analysis or processing of data feeding into response decisions.

In terms of annual planning, the Regional Strategic Frameworks (RSFs) have a four-year span and are the broader regional framework within which country level delegations ensure alignment of focus and priorities across this timeline. RSFs are periodically reviewed every one or two years. The PfR is an annual exercise conducted to review and mark progress at country level as well as to plan for the following year, and the Monitoring for Results (MfR) quarterly tool provides limited (as largely quantitative rather than qualitative indicators) update on progress through the year on operations in conflict contexts. In all of these frameworks and planning documents, there is a mandatory section on conflict analysis and its likely evolution as well as an assessment of risks. External evaluations of the ICRC's response in one context found limitations in the organisation's ability to foresee and predict crises and the impact this had on the timeliness and quality of its response. In interviews with key stakeholders in another context, an example of a slower than expected mobilisation and scalable response was also provided.

5.2.3 Conflict sensitivity is applied to the ICRC's organisational policies and process, including human resources, procurement and communications.

Sensitivity to conflict is intrinsic to the operations of the ICRC, in accordance with its mandate. The AAP Institutional Framework outlines Do No Harm considerations through a listing of dilemmas and constraints that the ICRC faces or is likely to face on the ground and when assessing and planning its programmes. The risks highlighted include singling out already marginalised people by consulting them separately; providing transparency versus creating unrealistic expectations by providing information on all ICRC services or by consulting people in an open-ended way; exposing affected people to a psychological burden by carrying out detailed assessments; and creating risks (e.g. of looting or of triggering displacement) through transparent communication on distributions. These considerations are expected to be a reflex for ICRC staff and present in all operational decisions that the ICRC undertakes across the organisation. Special emphasis on do no harm is incorporated in protection methodologies and guidance to ensure that at every stage of the protection action (documentation, referral, representations to the authorities/duty-bearers, as well as other actions to reduce the vulnerabilities and increase the capacities of affected persons vis a vis specific protection concerns), teams continuously assess and minimise the risk of exposure to reprisals/retaliations, stigmatisation, and the generation of expectations and false hope. While sensitivity is also referenced in planning processes and risk registers, this is not explicitly explained and as such this intrinsic aspect of the ICRC's work is not always explicitly evidenced. In response to this finding, the ICRC noted that 'conflict sensitivity' is not always named or signposted as such but, due to its complex nature, is woven through many of its policies and processes.	
MI 5.2 Evidence confidence	Medium

MI 5.3: Risk assessment, monitoring and management drives more relevant and agile programming⁹	Score
Overall MI rating	Satisfactory
Overall MI score	3.40
Element 1: Organisation has, and uses, a system to identify, monitor and manage risks, with clear lines of responsibility for decision making and accountability, including effective escalation processes	4
Element 2: Risks covered by the system include contextual, programmatic and institutional risks.	4
Element 3: Risk tolerance/appetite levels are set at appropriate level, monitored, and used effectively to inform risk management and escalation. The organisation's risk tolerance/appetite is communicated to all staff	4
Element 4: The risk management process also factors in "the risk of doing nothing" and does not lead to risk adversity	3
Element 5: <u>Intervention design is based on contextual analysis including of potential risks of sexual abuse and other misconduct with respect to host populations</u>	2
MI 5.3 Analysis	Evidence documents
5.3.1 The decentralised structure of the ICRC allows responsibility for risk assessment monitoring and management to be proactively shared across the	4, 8, 9, 22, 101, 132,

⁹ Elements are in line with OECD Development Assistance and Approached to Risk in Fragile and Conflict Affected States

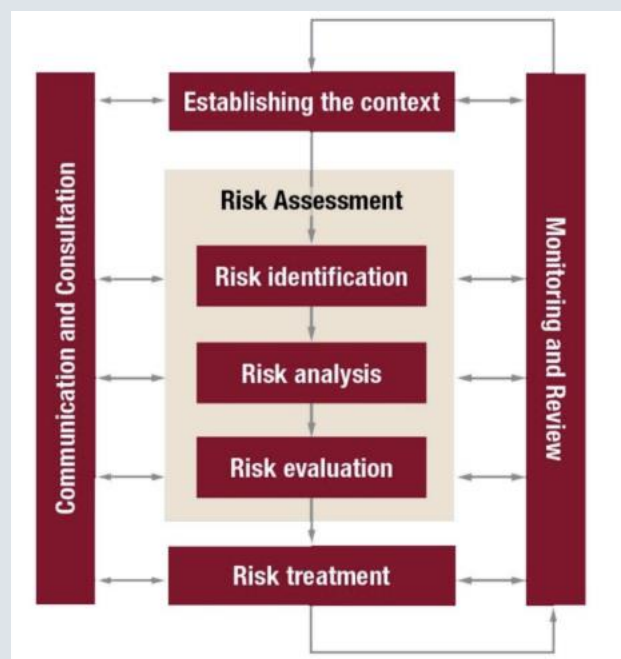
organisation, although certain aspects are not yet standardised and delegations in high-intensity contexts appear less able to run deeper reflections and analysis. The risk of doing nothing is implicitly factored into risk analyses.

Major Institutional Risks (MIR) are defined by the ICRC as events or changes, whether likely, probable, or possible, that could significantly impact its ability to fulfil its mandate, strategy or objectives. The **MIR Operational Guideline** document, which has been in place since 2022, outlines the process for proactive risk management. ICRC departments are expected to monitor their environment continuously and identify new or evolving risks as they arise through daily work, planning, budgeting, performance monitoring, or major approval processes. The frequency of risk-identification exercises depends on how quickly risks change. A risk assessment begins with the risk owner defining the scope and identifying key stakeholders with the right technical or managerial expertise. Risk identification should be a broad, collaborative effort across the department, drawing on the collective knowledge of staff, managers, and executives to spot emerging risks and build a shared understanding of them. To bring all relevant stakeholders together, management uses structured sessions such as workshops, États-Majors, or PfR collective meetings. **Governing bodies and senior management bear the ultimate responsibility for the activities of the different lines.**

Risk appetite is defined as the amount of risk that the organisation is willing to take or retain in specific areas. The risk owner, with the support of risk managers, is tasked with analysing and proposing a level of risk appetite and for identifying values and thresholds to be reached or avoided for all key indicators of the risks. Risk management is expected to be integrated into both the start of planning (APM) and ongoing budgeting and performance processes (PfR), ensuring that potential downsides and resource implications are considered early.

223, 225,
228, 229,
231, 232,
233, 234,
457, 458,
460, 462,
502, 503,
504, 505

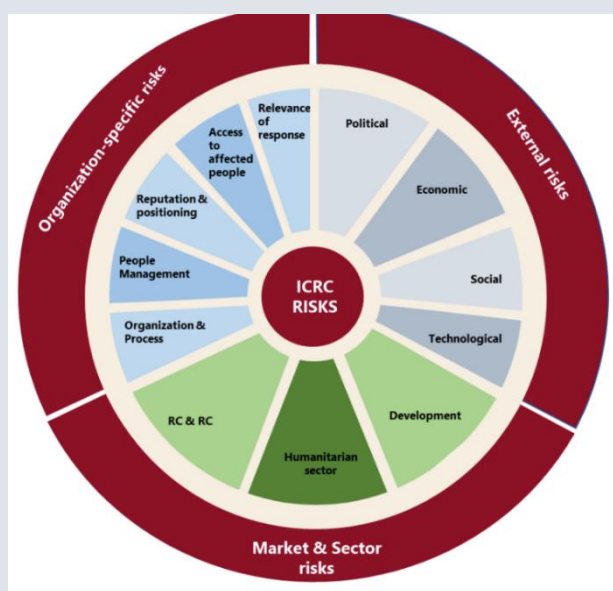
Figure 7. The process of risk management



Source: ICRC Risk Management - 'Operational Guidelines' - Major Institutional Risks (MIR) Organization-wide Risk Management, January 2022, Internal Document

5.3.2 The ICRC's risk management system reacts to a crisis based on the scale, scope, time pressure, political and reputational impact of the situation. According to the Crises and Emergencies Management Framework (CEMF), the potential impact of a disruptive event should be managed from the three perspectives of institutional crises, operational crises and security crises. At headquarters level, there is a risk register spreadsheet for 2025 which tracks risks to strategic orientations and outlines how each risk is or can be treated. It also includes the oversight and steering of such risks, and identifies which departments, delegations or external actors could influence the likelihood or impact of a particular risk. This analysis helps determine whether escalation is required.

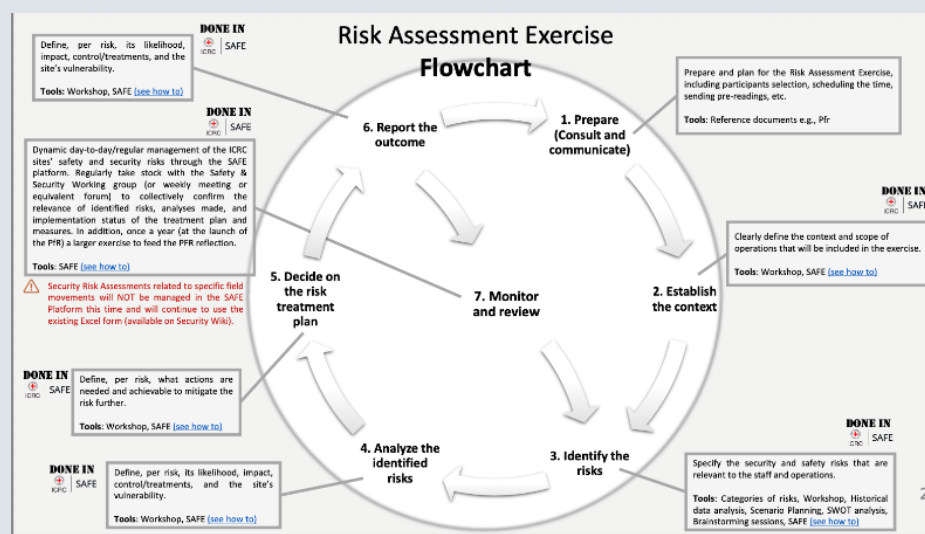
Figure 8. The wheel of risks



Source: ICRC Risk Management - 'Operational Guidelines' - Major Institutional Risks (MIR) Organization-wide Risk Management, January 2022, Internal Document

In order to strengthen its staff's capacity to identify and address safety and security risk, the ICRC has introduced a Risk Assessment Exercise. This is a document that guides ICRC staff on how to assess risks, determine and monitor treatments, and understand how risks evolve through time, using the ICRC SAFE system. The document guides staff in a very accessible way through how to assess the potential or actual risk they are facing. There are other similar guidance documents that support the process at different levels, providing guidance on how to assess, identify, monitor and mitigate risks. In addition, as part of the PfR instructions, delegations and departments receive guidance on the risk assessment and analysis process.

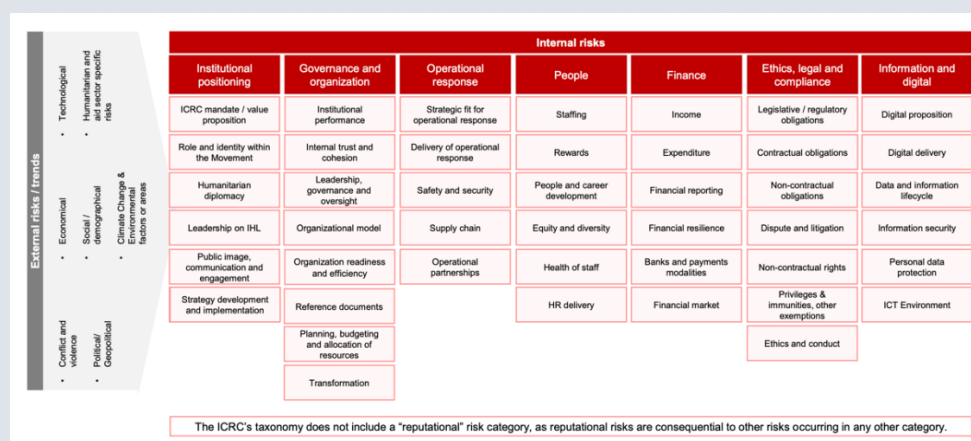
Figure 9. Risk assessment exercise



Source: Risk Assessment Exercise, Internal Document

The ICRC has also developed and revised a risk taxonomy to provide field teams and management with a comprehensive and institution-wide categorisation of risk types mapped across the ICRC's functions:

Figure 10. Overview of the ICRC risk taxonomy



Source: The ICRC Risk Taxonomy, 2025, Internal Document

Figure 11. Values and thresholds set for identified indicators/KPIs

The following example shows values and thresholds set for identified indicators / KPIs.

Risk driver	Indicators	Risk appetite threshold	
		Kind	Threshold
Overall objective / project alignment	Documented vision/strategy endorsed by all key stakeholders	Qualitative	Zero tolerance – Valid annual document available
Objective / project execution	% Roadmap(s) referenced to vision/strategy paper with breakdown objectives to initiatives/ projects	%	100 % roadmap(s) need to be referenced
	% of projects with formalized governance in place incl. involvement of project sponsors & key stakeholders	%	100% validated governance chart & terms of reference
	# Budget(s) referenced to initiatives/ projects of roadmap	%	100% of budgets need to be referenced to roadmaps
Performance & adoption	% of beneficiaries using proposed services	%	Mediocre 0%-40%, Good 40%-75%, Very good 76%<=
Optimization	%/# business processes re-engineered / re-designed	#	Mediocre 5 <=, Good 5-10 , Very good 10<=
	% of manual work involved in processes (e.g., reporting, data management)	%	Mediocre 51%<=, Good 25%-50% , Very good 0%-26%
Data Quality risk	# of complaints from data users (business)	#	>500 complaints
	% end-user data not used	%	20% >=

Source: ICRC - Risk Management - Quick guide - organization-wide risks, 2022, Internal Document

5.3.3 Given its mandate and the contexts in which it operates, the ICRC endeavours to maintain an overall high risk tolerance level. It monitors and adjusts risk levels over time and communicates its risk appetite to all staff. In the Risk and Assurance Governance and Oversight Charter, the Assembly contributes to, defines and ultimately validates the ICRC's institutional risk appetite on key strategic areas. The Directorate endorses the risk register and defines and decides risk appetite statements and risk appetite deviations. The risk appetite statement is accompanied by related metrics on targets to reach and thresholds to avoid. All major institutional risks are defined at institutional level, to better manage risks. The ICRC is developing its maturity in this area and intends to gradually expand its risk tools for other levels of risk. It uses the risk-based approach, with key risk indicators and risk appetite statements being validated by the Directorate.

Figure 12. Roles & responsibilities table

Roles & responsibilities (see RACI framework):

R Responsible A Accountable C Consult I Inform

Entity / Function	Roles and responsibilities	
Directorate	• Validate risk appetite and values / thresholds for indicators (during MIR review)	A
ERCO	• Support the definition of metrics and risk appetite with risk owners at Department level • Ensures relevance of related KPIs/KRIs and trade off (easy-to-measure, backward / forward looking KPIs) • Ensure support and compliance with methodology and tools	C
Directors (risk owners)	• Set risk appetite for each risk and set a derived value/threshold for indicator • Review feasibility and resources required to achieve targets	R
Operations/Métiers/ HQ Divisions (risk managers)	• Identify and propose possible KPIs/KRIs and relevant ranges	C
Head of Risk & Assurance (2 nd Line)	• provide technical advice and expertise to manage and document risk for their respective departments/division or Region/country	C

Source: ICRC Risk Management - 'Operational Guidelines' - Major Institutional Risks (MIR) Organization-wide Risk Management, January 2022, Internal Document

At field level, security and risk management is integrated into operations management and decentralised to remain closest to the actual risk environment. It is supported by a comprehensive framework of organisational risk governance instruments, including the Risk and Assurance Charter (October 2025), operational

guidelines, quick-reference guides, and standard operating procedures for field risk and assurance management

'Acceptance' (of the ICRC by all parties to the conflict through bilateral dialogue) remains a key pillar of field security management. The 2020 Security Management System aims to reinforce the ICRC's Field Security Concept (**Doctrine 16**, which states that security is at the core of field operations and the responsibility of the Head of delegation). The aim is to establish a uniform security management system within the ICRC while allowing for contextual adaptations and agility where appropriate. Under the overarching umbrella of Doctrine 16, the system serves as a connector between a wide range of institutional tools and processes around security, safety and crisis management. As part of this system, the **Security Risk Management Methodology (SRM)** reiterates the importance of a standardised, systemic, and systematic approach to security risk management through a consistent, repeatable, and documented process.

At delegation level, all managers are required to have functioning Operational and Security Contingency plans in place, while according to headquarters interviews, the ICRC is rolling out a 'contingency thinking' approach that includes periodic drills with delegations for both foreseen and unforeseen risks in order to improve risk response readiness.

5.3.4 The risk management process also factors in "the risk of doing nothing" and does not lead to risk aversion. This is enhanced through the training of staff in risk management. As explained by an ERCO staff member: "All ICRC ad hoc or institutional courses include the 3 attitudes towards risks (risk prone, risk neutral, risk averse) and the need to find the optimal balance between achieving institutional and operational objectives in the best interest of affected populations and acceptable risk exposure". Through the implementation of the Institutional Strategy, ERCO is leading efforts to improve risk management through prioritising training to better equip staff and managers to deal with risks and reinforce risk management and compliance competencies for key managerial positions.

The Internal IS IP Strategy Review final report outlines that the role of 'risk management' under Strategic Objective 6 is not sufficiently defined in the Implementation Plan or clearly linked to broader Institutional Strategic objectives, pointing to potential attention needed towards improved risk management. The pool of Heads of Support is trained in risk and compliance, and 108 senior managers have been equipped to improve the field risk assessment in delegations in connection with the Planning for Results process. A new training on risk and compliance was developed and piloted at the end of 2024 and has since been integrated in the standard institutional Staff Integration Program (SIP). A module on risk management for senior managers was included and piloted in the ICRC's Leadership and Management Institutional course (LMSS) in August 2025.

5.3.5 Risk analyses include potential risks of sexual abuse and other misconduct with respect to host populations. There is a mandatory section on SEAH in the template for PfR situation analysis, but SEAH risk specifically related to host populations is not mentioned in the template and is generally not prominent in ICRC documentation on risk profiles and mitigations. As part of the Prevention of Sexual Exploitation, Sexual Abuse and Sexual Harassment Global Strategy 2023-2026, one of the strategic orientations includes mainstreaming PSEAH and child safeguarding in departments' manuals, relevant training and practice, in order to better equip managers to identify SEAH risks linked to their programmes and activities, and to raise awareness and strengthen measures to ensure these factors are incorporated in risk analyses and mitigation strategies. The ICRC conducted a Monitoring Misconduct Pilot

in five delegations in 2025, with the aim of implementing it globally, part of which will include misconduct monitoring in intervention design.

The strategy also seeks through operational and two-way communication with communities affected by conflict and violence to integrate safe access to ICRC programmes and activities as part of all programming. This includes ensuring that relevant PSEAH messages reach affected communities through operational communication. The ICRC launched key messages on expected behaviour in 2025, which was contextualised and tested as part of programme activities by seven delegations that year.

However, the Planning for Results (PfR) does not feature PSEAH risks related to host communities prominently. The PfR process includes a contextual analysis of the operational environment, an assessment of major risks, including SEAH, that may preclude the ICRC from achieving its objectives, and the definition of objectives, plans of action, indicators and the corresponding budget for the year ahead. Risk assessment of SEAH risks or other misconduct is mandatory, but not specific to host communities. Some PfRs contain brief updates on PSEAH risk profiles and mitigations, but this is not mainstreamed across delegations.

The mandated Delegation-level Risk Registers (RRs) are part of the PfR exercise and demonstrate that the ICRC has a systematic live tool to identify, mitigate and monitor against risks. SEAH assessments became mandatory in the RRs in 2019, adding an additional layer of risk identification and management. They have detailed guidance to support completion of these at delegation level as opposed to forming part of the design intervention process. Completed RRs are currently of mixed quality. They show an awareness of risk exposures across medium, high and very high-risk delegations but often have underdeveloped mitigations sections proportionate to the level of risk, with many RRs containing partial or incomplete answers where mitigations could contribute to safer programming.

MI 5.3 Evidence confidence

Medium

MI 5.4: Organisation contributes to the overall response effort, according to its comparative advantage

Score

Overall MI rating

Highly Satisfactory

Overall MI score

3.67

Element 1: Organisation actively participates in country co-ordination efforts *and structures. Adequate human and other resources are deployed to support co-ordination efforts.*

4

Element 2: Organisation actively participates in joint risk and needs assessments exercises, to ensure that the response is focused on the needs of the most vulnerable.

3

Element 3: Organisation participates and shares data, information and analysis - respecting privacy and protection considerations - with movement co-ordination and cooperation including with relevant partners.

4

Element 4: Country, regional and/or sector strategies identify the organisation's comparative advantage to ensure potential synergies (advocacy, knowledge and skills etc.) and integrated responses (joint programming, warm handoffs, cost savings and efficiencies etc.) with partners.

4

Element 5: In protracted crisis settings, the organisation develops multi-year planning and programming approaches.

4

Element 6: Organisation demonstrates how it applies comparative advantage to

3

contribute to the overall response in each context.	
MI 5.4 Analysis	Evidence documents
5.4.1 The ICRC engages with other humanitarian actors in the field when relevant and appropriate to its unique mandate. It coordinates and conducts shared planning with Movement partners and authorities. It includes the activities of others in its context analysis and planning, to illustrate complementarity, local capacity and greatest needs, and to show where the ICRC can respond to a need that cannot be addressed by others. According to staff, the ICRC has sought to collaborate more with UN agencies and other actors on the ground, including government partners and especially the communities affected by conflicts. In the case of South Sudan, there was feedback overall of good collaboration – providing information to humanitarian agencies, as well as working with national and local authorities to determine activities. The level to which the ICRC is involved in UN-led operational sector themed clusters at country level depends on the context, but the ICRC always engages in the clusters as an observer, since its specific mandate and requirement to maintain independence precludes it from being coordinated by others. The ICRC actively participates at headquarters and New York level in institutional meetings with other humanitarian actors and contributes to debates where it considers it will have the biggest impact, in consultation with concerned delegations. While some areas of its work remain discrete and confidential, the ICRC seeks to engage effectively with partners in its operations. This includes consulting or conducting assessments together with local and national entities, such as water authorities, prison systems or health facilities. Concrete examples from the field include Colombia, South Sudan, Myanmar and Lebanon. 5.4.2 In addition to maintaining its own risk assessments and registers, the ICRC participates in joint risk assessment exercises with Movement partners and contributes to broader risk analysis for the humanitarian community. In the field, the organisation engages with other actors on principled risk sharing in humanitarian operations with a view to optimising the efficiency and timeliness of assistance to affected people through the Risk Sharing Framework. It is not a directive tool but allows other actors to adapt and apply it according to their own context. Its considerable value lies in its promotion of a collective approach that reflects the interdependent nature of humanitarian action where the bilateral actions of one actor could impact the operations of another and ultimately undermine effectiveness and efficiency. The Framework approach promotes collaborative dialogue and negotiation, allowing actors to discuss risks openly and work toward mutually agreeable outcomes.	10, 49, 59, 75, 210, 211, 212, 213, 235, 236, 238, 239, 240, 241, 243, 244, 245, 246, 247, 248, 249, 250, 251, 301

Figure 13. Risk sharing framework



Source: Risk Sharing Framework, 2023, link

Wherever feasible from the perspective of security, access and capacity, the ICRC will undertake joint risk assessments with Movement partners, in particular the National Society of the context in which it is operating. The Seville Agreement 2.0, known as the Movement Co-ordination for Collective Impact Agreement, was adopted at the 2022 Council of Delegates as an update to the original 1997 version. The Seville Agreement aims to enhance co-ordination and collaboration among the components of the International Red Cross and Red Crescent Movement – ICRC, IFRC, and National Societies – to deliver more effective humanitarian assistance by establishing clear roles for each component of the Movement. National Societies are at the centre of the response and the lead response agency in their respective countries during natural and man-made disasters. The ICRC and IFRC act as co-conveners alongside the National Society, with the ICRC focusing on situations of armed conflict and the IFRC on natural disasters. Evidence from country interviews with staff in Myanmar, Philippines, Nigeria, among others, illustrates that in practice the implementation of these roles differs from one context to another, depending on the capacity and willingness of the Movement partners (including the ICRC)

71% of survey respondents agreed that the ICRC coordinates effectively with partners to design and implement projects.

73% of survey respondents agreed that the ICRC coordinates effectively with partners to ensure coherence and coverage, while minimising fragmentation and duplication, based on available resources, including financial ones.

5.4.3 The ICRC participates in the sharing of data, information and analysis within the Movement, to the extent privacy and protection considerations allow. The ICRC refers to external and internal guidelines when considering data sharing and

protection. It uses, for example, the Operational Guidance on Data Responsibility, first endorsed in 2021 and updated in 2023 by the Inter-Agency Standing Committee (IASC), which provides common guidance to ensure high standards of data management and collective accountability throughout all phases of humanitarian action. The IASC Guidance outlines that humanitarian data responsibility involves the safe, ethical, and effective management of personal and non-personal data in operational contexts. The ICRC's own **Handbook on Data Protection in Humanitarian Action** provides a comprehensive and accessible analysis of personal data protection law and its relevance for humanitarian organisations, offering guidance to ICRC and non-ICRC humanitarian staff on how organisations can uphold the rights and dignity of vulnerable populations, including how to navigate emerging technologies in humanitarian emergencies that often transcend national borders. The ICRC recognises that ensuring the secure and efficient cross-border flow of personal data is critical to their operations.

Movement partners adhere to a **Code of Conduct on data protection**. This is particularly crucial for all Protecting Family Links work carried out across the network, given the high amount of personal data from families on missing or separated persons, often in cross border situations. Following the data breach in 2022, the ICRC and its movement partners underwent a series of checks and remedial actions to reinforce their tools and data protection systems at national level.

5.4.4 The Regional frameworks are key documents where the ICRC outlines potential synergies for its work and how it can operationalise its comparative advantage when working with Movement partners across the different regions.

The Regional Strategic Frameworks (RSF), while reflecting differences inherent to the different regions covered, all have a common emphasis on the ICRC's identify and role within the Movement in the particular region. The RSFs focus on the specific strengths and capacities that the Movement brings within that particular region and for each situation in which it is operational, from crisis preparedness to brokering partnerships. Above all, the RSF focuses on ensuring a collective effective and coordinated humanitarian response.

The annual Appeals, published at the start of each year, also provide an overview of regional dynamics and adapted responses. At country level, the PfR is the central document that sets out planning and programming. It is reviewed on a yearly basis and monitored quarterly through the MfR. This planning process incorporates consideration and decisions on how and where partners are integrated into programming.

5.4.5 For protracted conflict situations and multi-year programming, the ICRC conducts multi-year planning, but accessing multi-year finance to support longer-term approaches remains a challenge.

The ICRC's Protracted Conflict and Humanitarian Action report draws on the ICRC's experience, particularly in assistance programming, to address key issues such as the relief-development nexus, multi-year planning, humanitarian financing, and designing operations that remain responsive to the evolving needs of affected populations. The report highlights that multi-year planning and financing can significantly enhance humanitarian operations.

Striking a balance between short- and long-term needs remains, however, a significant challenge. This difficulty stems partly from the short-term funding and programme cycles that dominate the humanitarian sector. Transitioning from an emergency-focused approach to one with a longer-term vision is particularly challenging. Consequently, activities that could enhance the resilience of people and systems are often deferred,

especially in countries experiencing repeated emergencies that strain available time and resources.

The relatively recently established Multi Year Multi Partner (MYMP) transversal network of colleagues at headquarters. The MYMP approach was developed to enable and, where relevant, encourage longer-term planning and commitment, which in turn allows for stronger engagement with IFIs. The network is tasked with providing guidance and oversight to multiannual projects in the field and supporting the REM team in their efforts to secure funding for such initiatives from the major IFIs, including the World Bank, the African Development Bank and the French Development Agency. These partnerships enable the co-construction of solutions tailored to local needs in protracted conflict settings. They aim to support development actors in maintaining engagement in contexts where they might otherwise scale down or close operations, while also contributing to the design of medium-term responses that bridge humanitarian and development objectives. In several contexts, the ICRC has played a catalytic role by facilitating access to funding, coordinating stakeholders, providing technical advice, and influencing financing decisions. Such approaches have often generated stronger and more sustainable impacts than short-term interventions alone, while also strengthening local ownership and improving cost-efficiency.

ICRC field staff are well positioned to gather evidence and document both direct and indirect impacts. At field level, the ICRC formalises multi-year agreements with Movement partners, including multi-year partnership framework agreements with National Societies, are supported by annual reviews conducted within an overarching multi-year framework.

5.4.6 The ICRC defines its comparative advantage in terms of its mandated obligations and its IHL and humanitarian purpose: its access to affected populations, integrated response capacity, strong implementation rate, and ability to operate effectively in both emergency and protracted armed conflict settings require Value for Money approaches that are proportionate, fit for purpose, and adaptable to the realities of each context. ICRC field staff noted that their context analysis and planning include the activities of other actors to illustrate complementarity, assess local capacity and identify needs to show where the ICRC brings a response to a need that cannot be addressed by another for various reasons including access, acceptance or capacity.

MI 5.4 Evidence confidence

Medium

MI 5.5: Intervention designs include the analysis of cross-cutting issues (as defined in KPI 2)	Score
Overall MI rating	Satisfactory
Overall MI score	3.00
Element 1: Approval procedures require an assessment of the extent to which cross-cutting issues have been integrated in the design.	3
Element 2: Plans for intervention monitoring and evaluation include attention to cross-cutting issues.	3
MI 5.5 Analysis	Evidence documents
5.5.1 The ICRC is committed to ensuring that cross-cutting issues (as defined in KPI 2) are integrated into its strategy, action and monitoring in a manner favouring those affected by armed conflict. Among the four 'cross-cutting issues'	59, 121, 136, 152, 166, 173, 176, 177, 207, 210, 212, 213,

addressed in KPI 2, humanitarian principles and promotion of respect for international humanitarian law (IHL) stand apart in that they are core to the ICRC's mandate and therefore embedded across the organisations' work. There are specific indicators for some gender and climate-related issues.

Gender: The ICRC's cross-cutting commitments include incorporating a gender perspective and promoting inclusive humanitarian action as part of its institutional approach, as well as strengthening its capacity to analyse and respond to diversity-related concerns. Primarily framed at the institutional level, this commitment provides strategic direction that can inform intervention design and approval processes, particularly in relation to understanding gender differences in access and protection risks. Prevention of sexual exploitation, abuse and harassment is identified as a core organisational commitment.

Climate: The relationship between climate and conflict is also identified as a cross-cutting issue. The ICRC has committed to supporting conflict-affected communities to adapt to climate change and addressing environmental degradation, integrating climate and environmental risks into its programmes – particularly where these risks exacerbate vulnerabilities in conflict settings. It also works to reinforce IHL protections related to the environment through engagement with states and other actors. This provides a basis for ICRC staff to consider environmental and climate risks during intervention design and approval. However, as evidenced in KPI 9, evaluations indicate that while gender considerations are well integrated into programming and that programming is becoming more inclusive, climate issues are not yet satisfactorily addressed.

Humanitarian principles and the promotion of respect for IHL have a core place within the ICRC's institutional approach. Rather than being addressed through a discrete approval requirement, they are embedded throughout the organisation's mandate. The ICRC's Fundamental Principles and IHL provide the normative framework guiding the design, implementation and approval of humanitarian interventions, including engagement on protection issues and with parties to armed conflict. Consequently, consideration of humanitarian principles and IHL is integrated throughout intervention design and operational decision-making, rather than being assessed through separate approval processes or dedicated monitoring mechanisms. This is reflected in the ICRC's Institutional Strategy 2024-27, which identifies promoting IHL as a global political priority as one of its strategic orientations.

5.5.2 Monitoring and evaluation include attention to cross-cutting issues, but mainly implicitly rather than through systematic use of indicators combined with appropriate data collection intervals, to enable evolving analysis. The AAP and A&E Units and teams are the main drivers of the mainstreaming of some of the cross-cutting issues into aspects of operations, reinforced by the interdisciplinary approach from departments on these issues. The A&E Unit, which leads monitoring of ICRC activities, applies analytical frameworks that assess how wider community systems function, focusing on interactions, root causes, strengths, and opportunities.

Cross-cutting issues are mainly addressed implicitly through systems and protection analysis, rather than through explicit M&E requirements or indicators linked to these themes. The ICRC Analysis & Evidence (A&E) Unit emphasises simplicity and harmonisation in its operations. The Unit harmonises its work across different departments while respecting their individual contexts, to provide user-friendly, intuitive, and tailored guidance to its stakeholders. This allows for much more

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262, 263, 274,
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streamlined approaches to monitoring and evaluation. While all RSFs make reference to cross-cutting issues, the focus and emphasis vary according to context. The centrality of cross-cutting issues to the ICRC's work in the regions is underlined, but the process for ensuring that they are mainstreamed is not explicitly explained.

At delegation level, many PfR indicators are tagged as cross-cutting. Delegations must include these indicators when designing interventions and activities and must map progress towards meeting the indicators. Below is an example from a field PfR which shows good practice in monitoring progress on cross-cutting issues, but the assessment team did not find that this practice was pursued systematically or in a standardised manner:

- Understanding of SV [sexual violence] and capacity of the ICRC to respond to, reduce risk of, and prevent it. (Sexual Violence)
- Improved understanding of SV core concepts and principles. (Sexual Violence)
- Extent to which victims/survivors of sexual violence are informed and referred to relevant services (Sexual Violence)
- Adoption and effectiveness of measures taken by armed actors with regards to conduct of hostilities to increase compliance with IHL and reduce humanitarian consequences, including displacement (Prevention of violations of IHL)
- Extent to which interventions/activities include sexual violence risk mitigation in order to reduce exposure to sexual violence (Sexual Violence)
- Extent to which the activities within the programme have been adapted to better respond to climate or environmental risks that the target population faces (Climate)
- Extent to which the delegation is engaged with the authorities on prevention (Prevention of violations of IHL)
- Extent to which the delegation carries out direct outreach prevention activities (Prevention of violations of IHL).

The Progress report on the implementation of the ICRC's Plan of Action 2021-24 for implementing the Climate and Environment Charter for Humanitarian Organisations outlines progress on the **ICRC's Climate Charter** commitments and focuses on how climate is included in monitoring. Climate and environmental screening tools, climate indicators, and risk hazard mapping have been incorporated into the ICRC's monitoring system, enabling benchmarking of the level of integration by 2025 and monitoring of progress. **However, interviews with field staff showed that questions around environment and 'greening' have been deprioritised due to budget constraints and reduced capacity since 2025.**

The **reFRAME initiative** addresses the issue of the ICRC not having a harmonised monitoring approach throughout its operations, which had led to metiers developing their own bespoke approaches, which in turn has led to a magnitude of instructions going out to the field (see further information in KPI 7).

The **Evaluation Unit** also ensures attention is given to cross-cutting issues, and its evaluations are seen as a key part of the organisation's provision of support to medium, long-term, or more complex topics, including cross-cutting issues, cross-departmental or cross-regional initiatives, and other ad hoc projects. Comprehensive and focused evaluations that includes these issues support the ICRC's efforts to

strengthen its evidence-based decision-making and enhance its impact on beneficiaries. However, as noted in KPI 9, the Evaluation Office was established relatively recently and as such the impact of these efforts across the organisation will need to be monitored and measured over more time than the current assessment covers.	
MI 5.5 Evidence confidence	Medium

MI 5.6: There are systems in place for anticipatory responses	Score
Overall MI rating	Highly Satisfactory
Overall MI score	4.00
Element 1: Early warning systems and structures are in place and used, and warnings are heeded and acted upon in a timely manner	4
Element 2: Contingency planning is in place and regularly updated in emergency and protracted crisis settings. Contingency plans are used should they be triggered.	4
Element 3: Funding envelopes or instruments are in place to ensure timely anticipatory responses, where needed.	4
MI 5.6 Analysis	Evidence documents
5.6.1 The ICRC draws on a range of internal and external information for its robust early warning system, and this system informs the organisation's engagement and response to a given context. Operational contingency plans and security contingency plans are regarded by the ICRC as critical exercises to allow not only the delegations, but also the regions and the Director of Operations, to be better able to anticipate uncharted risks and face a number of risks and threats that are not necessarily foreseeable. Contingency plans are in place for cross-border operations with the option to draw down on surge or assets or resources. Also linked to this is the Business Continuity statement in the ICRC's business continuity policy, aligned with the ICRC's certification ISO 22301 on business continuity. The foresight or anticipatory capacity of the ICRC is generally strong. It relies on the quality of the field and management staff tasked with monitoring situations and ensuring that the organisation is not taken by surprise. The evaluation of one specific response suggests that this quality can vary: the delegation did not sufficiently register concerns raised by some staff in the run up to the crisis and this was a contributing factor to response not being timely. This experience has provided lessons learned to improve good practices and increase foresight capacities, not just for the relevant delegation but across the organisation. The assessment team also found another example of a context where the ICRC's response was slower than should have been expected due to not having appropriately read the environment. The ICRC does not use an external or formal EWS (early warning system) per se but draws on publicly available information on predicted trends and issues. It reviews quarterly the reality of the predictions playing out and assesses at year-end the extent to which predictions were valid. This is part of its constant monitoring of pre-conflict, post-conflict and ongoing conflict situations. This includes for instance information from the Integrated Food Security Phase Classification (IPC) in operational contexts on food insecurity. Field interviews indicate that there is an increase in early warning approaches, associated with risk assessments and contingency plans. One form of	264, 265, 267

early warning can be seen in the work done with Movement partners, particular National Societies, in the development and design of **Early Action Protocols (EAPs)** in conflict affected countries. The ICRC also seeks to align on agreement of triggers and engage with key external actors when appropriate and possible, reflecting the Grand Bargain commitments on anticipatory action. The ICRC had an Anticipatory Action advisor, funded by the German Red Cross for a time-bound period, based in the Nairobi delegation to work directly with National Red Cross and Red Crescent Societies. This post has been renewed for 2026. A recent and growing area of anticipatory action for the ICRC is that of health risks.

For the ICRC, anticipatory action means focusing on preparation, contingency planning, prepositioning of stocks, training and early action before and in the early stages of a crisis linked to armed conflict to mitigate humanitarian impact. Understand in this way, anticipatory action sits at the heart of the organisation's approach. It has adopted the approach of “inserting” an anticipatory action mindset to operations instead of focusing on separate approaches or programming. Unlike other actors (including in the Movement), the ICRC does not apply for anticipatory action funding grants. This means that anticipatory actions do not have a specific funding line but can be hidden within ongoing activities.

5.6.2 The ICRC has strong contingency plans in place, which are regularly updated and implemented when triggered. Its Operational Contingency Plans Framework aims to ensure that delegations, regions, departments and services have sustainable guidance to develop operational plans for potential disruptive events and determine the necessary preparedness measures. The guidance, which has recently been updated, includes instruction on how to implement such plans. The aim is to bolster the ICRC's response to the sudden onset, or acute phases, of conflict. It streamlines decision-making processes, and improves operational, administrative and procurement procedures when an additional humanitarian response is needed. This protects both the ICRC's response and its staff members, avoiding that staff become overwhelmed in sudden crisis situations. In parallel, the scenarios speculated through the contingency planning exercise and the monitoring of escalation triggers allow delegations to anticipate and be early warned of potential escalations. Furthermore, during the quarterly security and crisis review exercise, SCMS coordinators discuss risks observed over the past quarter, highlight issues related to delegations' security posture, and align on issues that are “on watch” through a dedicated tracking tab, while agreeing on the necessary follow-up actions.

The plan allows for the ICRC to engage with movement partners, local authorities and with other humanitarian actors. Evidence from interviews with delegations such as Lebanon and Myanmar confirms that when the contingency plan is triggered the ICRC mobilises staff and resources quickly to provide support to the field; both from headquarters and from neighbouring delegations, depending on the specific needs and context. Lessons have been learned from two recent large conflict onset situations where either a contingency plan was not in place or where the triggers were not activated in time.

The **Security Contingency Plan** template shows that the ICRC, in line with its mandate, aims to stay operational even when the security environment becomes extremely challenging. However, contingency preparedness is key and is a way for the delegation to endeavour to define its operational ambitions.

5.6.3 The ICRC's mandate and operational modus operandi is to respond to situations of crisis and emergency; as such anticipatory action is central to much of its work. As mentioned in the Standard Response on Anticipatory Action for donors, the ICRC's centralised funding approach means that it does not apply for specific funding grants for anticipatory action at county level – unlike Movement partners. Instead, this aspect is included in its broader approach. The many ICRC activities at country level that would be considered as anticipatory action therefore do not have a specific funding line and can appear “hidden” within operations despite being both planned and implemented.	
MI 5.6 Evidence confidence	Medium

MI 5.7: The organisation is set up to deliver accountability to affected populations¹⁰	Score
Overall MI rating	Satisfactory
Overall MI score	3.50
Element 1: The organisation has set out the AAP commitments that it will be held accountable for, and how they will be delivered, including through recruitment and training, partnership agreements, Terms of Reference etc.	4
Element 2: AAP is effectively integrated into country strategies, programme design, monitoring and evaluation, recruitment, training and performance management, partnership agreements and highlighted in reporting.	3
Element 3: Accessible and timely information on organisational procedures, structures and processes that may impact communities is provided, and supports informed decisions and engagement with communities as dialogue.	3
Element 4: The views of communities are actively sought to improve policy and practice in programming. Feedback and complaints mechanisms are streamlined, appropriate and robust to handle complaints about breaches in policy and stakeholder dissatisfaction.	3
Element 5: Clear guidelines and practices enable communities to play an active role in decisions that will impact their lives, including ensuring that the most marginalised and at risk are represented and have influence.	4
Element 6: The goals and objectives of programmes are designed, monitored and evaluated with the involvement of affected populations, feeding learning back into the organisation on an on-going basis and reporting on progress.	4
MI 5.7 Analysis	Evidence documents
5.7.1 The ICRC has developed a series of guidelines and frameworks to ensure that affected people are included at all stages of its programming. Accountability to affected people (AAP) is seen by the ICRC as the operationalisation of the principles of impartiality and humanity, as explained in the Guidance on AAP and Inclusion in the Project Cycle documents . Impartiality denotes that the ICRC's actions must deliberately seek out and include those individuals who are often marginalised in their own communities and that the ICRC is accountable to all affected people, but especially to those who are most affected, most in-need, most at-risk, and most exposed to threats. The principle of humanity denotes the respect for dignity, seeing affected people not as passive recipients but as active agents whose lived experiences must be	4, 52, 132, 152, 197, 268, 269, 271, 272, 273, 274, 275, 276, 277, 278, 279, 280, 281, 283, 284, 285, 286, 287, 288, 289, 290, 291,

¹⁰ Elements are in line with the guidance provided in IASC Accountability to Affected Populations, the IASC APP Operational Framework and the HAP Standard in Accountability and Quality Management

valued. This means that the ICRC's programming must operate in a manner that allows affected people to shape the decisions and actions that impact their lives.

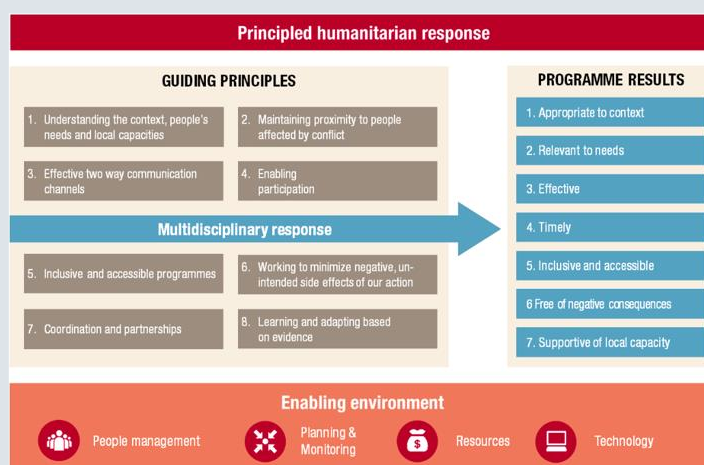
The AAP guiding principles outline the actions that people affected by armed conflict and other situations of violence can expect from the ICRC to guarantee that humanitarian responses are relevant, timely and effective. The AAP Guidance is integrated into the PfR instructions to ensure that delegations include and consider vulnerability, disability, diversity and inclusion principles and that reporting data helps to check if implementation in the field encompasses these principles. AAP is an integral part of the results-based management (RBM) approach and the planning-for-results process. It informs assessments, analyses, planning, implementation, monitoring and reviewing, learning and evaluation phases. In interviews, Nigeria was cited as a strong example of using AAP tools to conduct an initial prioritisation of who to focus on within an identified conflict-affected area and then to validate this initial identification with a needs assessment.

The Accountability to Affected People Institutional Framework sets out how the ICRC exercises power responsibly by considering, and being answerable to, those affected by the ICRC's actions and decisions. The ICRC recognises the importance of listening to affected people's perspectives on their own needs, so that they can identify and design their own solutions, while also acknowledging the diversity within communities and the variety of needs and capacities they hold. The ICRC seeks to ensure that affected people have genuine influence in the design of humanitarian activities. It does this through the provision of information to affected people; the recognition of the breadth of affected people's vulnerabilities and capacities; the facilitation of participation by different groups; and the adaption of the ICRC's work to reflect people's priorities, vulnerabilities and capacities. However, there is evidence to suggest that implementing this framework in all contexts is not yet achieved, although as an organisation the ICRC understands what AAP seeks to achieve. At headquarters level, emphasis is placed on areas identified as needing further efforts, such as disability inclusion, with strategies in place to accelerate improvement in these areas. Headquarters are currently developing a training pack for managers on how to support the work of AAP teams in integrating AAP across all aspects of field operations.

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Figure 14. ICRC's approach on accountability to affected people



Source: *Accountability To Affected People Institutional Framework*, 2019, [link](#)

The enabling environment is regarded as key to the ICRC having a principled response and includes having sufficient investment to place people affected by conflict and violence at the centre of the ICRC's work. This means ensuring adequate staffing for community engagement, making facilities accessible for people with disabilities, establishing contact centres for feedback and complaints, and fostering an inclusive and diverse workforce where staff feel valued and respected.

Managers play a key role in ensuring that diversity strengthens teams, improves engagement with affected people, and enhances operational responses. Managers are tasked with aligning planning and monitoring tools with institutional priorities to remove obstacles, adapt to changing needs, and support collaboration across departments, ensuring that inclusivity and accountability are consistently applied in practice.

The **Engaging with People Affected by Armed Conflicts and Other Situations of Violence** document outlines AAP as both a principled approach and a mindset in programming that ensures humanitarian responses meet the diverse needs and capacities of people affected by crises. It emphasises respecting humanitarian principles and protecting personal data. AAP is implemented through two-way communication with affected people and relevant stakeholders; participatory approaches that integrate local and individual capacities; and decision-making processes that consider the perspectives of affected populations. This is also a key part of the **ICRC's Code of Conduct** and the Grand Bargain agenda.

The **Resolution on Movement-wide Commitments on Community Engagement and Accountability** establishes a coordinated approach across the Red Cross and Red Crescent Movement to ensure humanitarian action is accountable, participatory, and responsive to the needs, priorities, and dignity of vulnerable and crisis-affected people. It commits all Movement components to engage communities systematically, adapt programmes based on feedback, strengthen capacities, share lessons, and monitor progress collectively. These commitments are designed to be relevant and applicable to all Movement components, including staff and volunteers, whether they are involved in short-term emergency responses, longer-term programmes, or other services and activities that require direct engagement with people and communities.

5.7.2 AAP is integrated across ICRC strategies, programmes, recruitment, training and performance management. It is central to partnership agreements and to the ICRC's results reporting, although it is not yet implemented in a standardised way across all departments. The EcoSec and Health departments have a particularly robust approach.

The A&E strategy 2023–27 emphasises that the ICRC's approach must ensure that affected people understand the organisation and its programmes and know how they can provide feedback. Communications teams support on understanding preferred information and feedback channels, including digital engagement. All programmes seek to integrate evidence from affected people into programme design. Learning and adapting based on this evidence, especially in collaboration with the A&E Unit, strengthens programme relevance and effectiveness.

Training in AAP is available to all staff in the ICRC online learning platform but is not mandatory. In addition, facilitator-led training and technical accompaniment is provided through expert staff in HQ and Delegation. It is included in the onboarding training, it is

integrated into other aspects rather than stand-alone. While AAP principles must be applied throughout the programme cycle, from assessing needs and capacities to defining measurable outcomes and collecting feedback, work is in progress to ensure that these are implemented. A dedicated collaboration framework outlined how A&E and AAP work together, the two units have merged in 2026. Based on a relatively small sample of evaluations, the assessment found that AAP aspects are more routinely emphasised in assistance programming, with fewer examples from other programming, such as Protection. As referenced earlier in this KPI, efforts have been undertaken to streamline and harmonise needs assessments and increase shared objectives so that integration of AAP across programming can be rendered more visible.

5.7.3 The ICRC has developed tools to help its staff integrate the required elements and approaches into its planning and operations, including regular context analysis at all levels of operations. The **AAP Theory of Change** serves as a framework to help delegations integrate AAP into their operations through definitions of enablers and barriers and instruction on how to conduct Microlevel Social Context Analysis and develop community profiles (elaborated at sub-delegation level) in more systematic way. Field interviews indicate that there are dedicated sessions on integrating AAP during the PfR process, supported by AAP focal points.

PfRs reference the AAP framework, highlighting the importance of maintaining proximity to and engagement with affected people. Each delegation must present how AAP is utilised or operationalised in their context. The Project and Activity Management (PAM) tool allows field staff to clearly articulate how they intend to work with the diverse members of the community that they have identified in community mapping exercises.

In 2024 an analysis of the information entered into PAM by field teams showed variation in the understanding of AAP. This finding has been used by headquarters management and operations to frame discussions with AAP colleagues in the field and then to follow-up with the field on what should be included on PAM.

5.7.4 Processes are being gradually put in place to ensure that communities' views and perspectives are systematically taken into account by delegations at all stages of operations. The **AAP Framework** includes a self-assessment tool that enables delegations to understand their strengths and weaknesses, set priorities, and allocate resources. At first, these self-assessments can be done as needed before annual planning, but over time they are expected to be integrated into ongoing monitoring, reviews and reports. It is also expected that feedback from affected people is sought in order to strengthen the accuracy of self-assessment exercises. An up-to-date annual self-assessment serves as a useful management tool and supports reporting requirements.

ICRC staff can use the **AAP Self- Assessments Dashboard** to report how they feel they are doing, by ranking their use of the AAP guiding principles, assessing the enabling environment for AAP and collating it by region, department and by topic. Field interviews indicate that staff find the self-assessments useful in developing their delegations' AAP roadmaps and milestones. The **Community Contact Centres (CCCs)** provide hotlines for community members and sit within the AAP team. Field interviews provided examples of how the CCCs gather feedback in areas where connectivity is poor or the community does not have access to phones. In such cases, National Society kiosks move around the communities in order to gather feedback and input for the affected populations in an inclusive approach.

A 2023 evaluation of the CCCs found that many respondents felt that the CCCs significantly improved how feedback is recorded and addressed. Stakeholders (both ICRC and CCC users) in the case-study countries for this assessment largely agreed, noting that the CCCs have helped professionalise feedback management compared with previous systems. The evaluation highlighted the role that CCCs play in mitigating or minimising the negative impacts of fraudulent behaviour, as they provide referral pathways for sensitive feedback concerning ethics or compliance not otherwise available. This allows the ICRC to identify and address any issues of staff behaviour while also enabling the affected population to raise issues without being exposed.

The following six indicators can be used across programmes results (outcome dimension), from an AAP perspective, based on the perception of people accessing ICRC services or assistance:

- [QUALITY] Proportion of people who are satisfied with the quality of support/services received from the ICRC
- [RELEVANCE] Proportion of people who consider ICRC support/services to cover their most important needs
- [TIMELINESS] Proportion of people who consider ICRC support/services to be provided in a timely fashion
- [IMPACT] Proportion of people who say ICRC services/support had a positive impact for them
- [TARGETING] Proportion of people who consider ICRC support to go to those most in need
- [APPROPRIATENESS] Proportion of people who consider that the ICRC takes people's opinion into account when deciding what kind of support to provide.

The organisation draws on its **Management Framework and Description of Programmes** document which references the Institutional Framework on AAP and underlines the important role affected people have in co-designing their own solutions and humanitarian activities. The document sets out a verification framework that helps assess institutional performance on accountability to affected people. The verification framework captures good practices as well as gaps and is applied by ICRC delegations with the support of specialists. There are also training modules, case studies and other resources that ICRC staff can draw from. The document also explains how the ICRC coordinates across the Movement to ensure a consistent approach.

5.7.5 The ICRC actively seeks the views of affected communities through a set of tools to improve policy and programming. Specialised staff consulted in the assessment reported that overall awareness of AAP has strengthened in the recent period and that promotion of the ICRC's AAP approach is to be integrated into planning to ensure community feedback is captured.

Feedback can include suggestions, complaints, or alerts about misconduct. Complaints are an important form of feedback because they can alert the ICRC to serious misconduct or failures, and addressing complaints both ensures accountability and may stop bigger problems from arising. Effective feedback mechanisms include that people have easy and accessible channels (formal and informal) to have their voice heard; clear information on where to find and how to use these feedback channels; and transparent information on when the ICRC can and cannot respond. ICRC staff must have the skills to build trust, welcome both positive and negative feedback, and respond appropriately, and to recognise that people's identities and perspectives shape how feedback is given

and understood. The document also outlines some key dilemmas/trade-offs for staff when investing in feedback and complaint mechanisms. These include that resources spent on formal systems may reduce investment in direct contact or other programmes, and that the time devoted by staff for consultation and documenting feedback can reduce the time available for other activities.

Establishing a dedicated feedback function within delegations such as the CCC has freed up field staff to focus on core tasks and maintain more meaningful in-person engagement with communities. In a positive example from Ukraine, the high volume of calls about targeting criteria prompted the EcoSec department to clarify these criteria more effectively and share the relevant information during distributions.

In highly operational contexts such as Ukraine, where call volumes can exceed capacity, having contingency plans is critical. The 2023 evaluation of the CCCs identified only one example, Israel and the Occupied Territories, where a plan had been developed to manage major surges in contacts, connectivity issues, or movement restrictions, implying further work needs to be done on this area. The ICRC told the assessment team that since then, other delegations have also developed contingency plans for the CCCs and that the need to do so is included in the Operational Contingency Plans developed by delegations.

5.7.6 The ICRC has clear guidelines and practices to enable communities to play an active role in decision that will impact their lives. ICRC Guidance on Inclusive and Accountable Programming guidance requires the inclusion of AAP at all stages of the project cycle. Affected people must be seen as primary agents of their lives, and the ICRC must work with them and take their understanding, analysis and recommendation into consideration when designing and implementing interventions. The AAP guidance serves as a key reference document: it is extremely rich in guidance, methods, and tools, and provides key resources to help teams access what they need as they practise AAP in their projects and programmes.

Another guidance document for teams is the Participatory Techniques Flipbook on how to inclusively engage groups of any size and in any context. Each technique includes practical details such as time, equipment, and group size, and is designed to address power dynamics, explore sensitive issues, or amplify diverse voices. The techniques are organised by purpose, for example building trust, breaking the ice, or analysing issues, with icons showing suitability for different audiences.

Interviews with AAP teams indicate that the ICRC uses a verification framework similar to the approach used in the Core Humanitarian Standards. This includes self-assessment by delegations followed up by a plan of action and ideally triangulated with feedback from representatives of affected people and continuous monitoring. Self-assessment was piloted in 2019, and since then 48 delegations have conducted self-assessments to create their baselines and plans of action. Some delegations have done the self-assessment more than once, returning a couple of years later to see how they have progressed. These self-assessments constitute the main body of evidence used by the ICRC, but the AAP team also looks at other data sources such as direct feedback from affected people and perception surveys. These are sometimes standalone exercises and sometimes integrated in other monitoring efforts to mitigate the risk of over-reporting.

The **AAP Institutional Framework** underlines that people affected by ICRC programmes are best placed to assess the relevance and effectiveness of these programmes, making it essential for staff to gather perception data alongside monitoring

programme outcomes. Perception data can be collected in several ways: by incorporating indicators from the AAP self-assessment into post-distribution monitoring, formal or informal feedback mechanisms, or surveys conducted by community contact centres; by organising focus group discussions with a representative sample of community members where the ICRC is present or has implemented programmes; or by commissioning a third party to conduct perception surveys on behalf of the ICRC.

The document highlights how building adaptive capacity into design, annual planning and monitoring will allow the inclusion of recommendations made by affected people. A recommendation for action coming out the document is to strengthen participation by facilitating individuals or groups to create associations or committees that can input their perspectives into the monitoring of programmes. This could help strengthen long-term sustainability of interventions.

MI 5.7 Evidence confidence

High

MI 5.8: Where appropriate the organisation enables national governments to discharge their duty of care towards people affected by crises

Score

Overall MI rating

Highly Satisfactory

Overall MI score

4.00

Element 1: The organisation has clear policies and practices regarding working with national governments, and in line with these, builds national capacity and aligns programming with national systems where appropriate.

Note: This element was not adapted but the assessment acknowledges ICRC's neutrality in its analysis

4

MI 5.8 Analysis

Evidence documents

5.8.1 The mandate of the ICRC and its specific role to protect and assist in situations of armed conflict and other situations of armed violence require a very particular relationship with national governments. This relationship will vary depending on the government's involvement in and influence over the conflict, or over parties to the conflict.

The ICRC will employ one of five institutional modes of action in its relationship with national governments: substitution, support, persuasion, mobilisation and denunciation. To cite the ICRC website: "Modes of action are the methods or means used to persuade authorities to fulfil their obligations towards individuals or entire populations". These modes are governed by Doctrine 15 and Doctrine 58. Doctrine 15 guides how the ICRC responds to violations of international humanitarian law (IHL), including when it may move from confidential dialogue to public denunciation. Doctrine 58 defines the confidential and bilateral approach that the ICRC takes when addressing violations of IHL with governments and parties to the conflict (state and non-state). Guidance documents on Protection and Prevention also require consideration of the national authority and other parties to the conflict and main actors. Work on increasing understanding and knowledge of IHL among the military, political leaders and legal entities forms a major part of dialogue and interactions between the ICRC and national authorities. Examples include the work of National IHL Commissions, which illustrate the ICRC's engagement with a wide range of governmental and Movement partners on questions of international humanitarian law (IHL), as well as its participation in the governance structures of the Red Cross and Red Crescent Movement, including

35, 59, 235

engagement with States in the Movement's General Assembly. The ICRC also provides advisory services to States on IHL through its CONSULT framework, mandated by States to support the development and implementation of humanitarian law. In addition, it delivers training and dialogue programmes with military and police forces to promote understanding and respect for IHL in practice. Another example is its long-standing involvement in diplomatic conferences, which reflects the sustained and influential role the ICRC has played in supporting and shaping State engagement on humanitarian law over time.

Given the ICRC's unique mandate and responsibility, and its recognition by all States Parties to the Geneva Conventions, relationships with national governments are inherent to how the ICRC operates and fundamental to all *démarches* taken by the ICRC in contexts of conflict or other situations of violence. This is reflected in ICRC institutional policy documents, including [Action by the ICRC in the event of violations of international humanitarian law or of other fundamental rules protecting persons in situations of violence \(2005\)](#).

Some elements of how the ICRC engages with national authorities will be established in Headquarters Agreements signed by the ICRC and the government, to support the ICRC's operational activities and to safeguard its confidential and bilateral dialogue. Headquarters agreements include staff immunity from testifying on events or information gathered in field operations, inviolability of documents and freight, access to territory, and protection of ICRC staff, vehicles and premises.

There is evidence on partnerships with national authorities linked to the humanitarian-development nexus and efforts to bridge the immediate crisis response with a sustained exit strategy – a responsible strategy that transfers the project directly to the authorities as well as to partners who might take over with the level of expertise that is required.

MI 5.8 Evidence confidence

Medium

KPI 6: Working in coherent partnerships directed at leveraging and catalysing the use of resources

KPI 6: Working in coherent partnerships directed at leveraging and catalysing the use of resources

KPI score

Satisfactory

3.20

Direct implementation is the ICRC's default mode of operation. It is 'primarily a direct frontline responder, working in close proximity to affected people and engaging directly and confidentially with parties to the conflict' by virtue of its mandate. The direct implementation mode applies especially in areas – technical and geographical – where the ICRC is uniquely able to undertake work, including its neutral intermediary function, detention work and protection and relief operations in areas where other actors cannot gain access. The ICRC does, however, work collaboratively with a range of partners where appropriate to its mandate, feasible and makes strategical and/or operational sense, in particular with Movement partners and national government bodies.

The ICRC's Partnering Framework (2025) is a comprehensive, public document which provides an overarching description of the ICRC's principles for and approach to partnership. The document provides a long list of actors – confirmed by this assessment – that the ICRC partners with: Movement partners, academic institutions, UN agencies and international non-governmental organisations, corporations, development organisations, national and local authorities and a range of other local bodies

(such as local associations, hospitals and health centres, foundations and private-sector organisations). It describes two discrete sets of guidance for partnership under different organisational leads.

The ICRC's approach to partnership continues to evolve, with increasing dialogue and reflections for a sharper focus on clarity of purpose and complementarity, grounded in trust and shared accountability. Partnerships are increasingly understood as strategic enablers of humanitarian effectiveness – serving to sustain access, influence and impact in complex operating environments.

By some margin, policy and guidance for partnership with National Societies are the most mature, not least because of the complexity and depth of relationships, and the clarity on roles and responsibilities required, between Movement members at global and delegation levels.

The Principles of Partnership, characterised by equality, transparency, result-oriented approaches, responsibility and complementarity, are prominent in the documents that define and guide the ICRC's approach to operational partnership. The ICRC maintains a distinct role in accordance with its mandate but nevertheless plays an important role in system-wide coordination, participating as a "standing invitee" in the Inter-Agency Standing Committee and with observer status in humanitarian country teams. The ICRC remains outside the UN and therefore the IASC cluster system but participates actively in some and share operational information with UN agencies.

Partnerships with National Societies are long-term, continuous and iterative, working consistently through cycles of conflict in many contexts. As an integral component of intra-movement coordination, the ICRC systematically undertakes capacity assessments of National Society partners. A standard scoring system underpins the estimate of financial, technical and advisory support required. These partnerships and associated agreements include preparedness and contingency planning for new or unforeseen emergencies.

Movement Cooperation Agreements contain clear requirements for reporting and monitoring, but there is less evidence of partnerships including an open reflective, or collaborative lesson learning engagement in practice. Some staff highlighted that in discussions between the ICRC and National Societies around project implementation, more emphasis is placed on financial processes and less on discussions around quality.

The ICRC shares the Movement's position on localisation, as set out in the Seville 2.0 agreement, and aims to place the National Society as co-convenor where context and mandate allow. At delegation level there is a consistent and growing recognition of the need to avoid substitution of nationally led services where possible, acknowledging the limitations of this during the acute response phases of an operation. Movement members do coordinate around preparedness for emergencies, planning collaboratively on defined roles as part of a response, including emergency preparedness, needs assessment, and analysis. The ICRC is supported by Partner National Societies who contribute thematic areas of expertise, such as medical staff and operational capacity. There is a growing acknowledgement that relationships with locally embedded actors will become progressively more significant to how ICRC operates, demanding a deliberate and sustained focus on building durable local capacity and securing long-term outcomes, without compromising adherence to humanitarian principles in environments where access is constrained or indirect.

While localisation is not a commonly used term in the ICRC, partnerships with National Societies are frequently and explicitly referenced in planning documents, and it is inherent in each context that the ICRC works with the given National Society. Partnerships with local actors are based on equality, mutual respect and mutual accountability, including not passing on unreasonable safety and security risks to local partners, supporting local leadership, and giving visibility to local partners in reporting and public communications. The ICRC shares risk ethically when partnering with National Societies,

including a flexible range of security arrangements. The ICRC passes on a significant portion of the funding it receives to National Societies – a total of 13% of the ICRC's direct costs from 2020 to 2024.

The ICRC has clear internal guidance on the importance of exit strategies, in collaboration with local and national partners. The assessment team saw a limited amount of evidence on such planning at delegation levels. While there is an acknowledged tension between the ICRC's role in political peace processes and its strict adherence to neutrality, it has a number of Doctrines that state its inherent commitments and possible functions in peace processes as part of the Movement.

Engagement in global policy efforts and advocacy for global public goods, related to its mandate to promote International Humanitarian Law (IHL), is central to the ICRC's mandate and strategy. At delegation level, especially regional and diplomatic delegations, there is a clear sense that the ICRC is consolidating efforts around its central mandate and focusing on its unique attributes and comparative advantage as the humanitarian system goes through unprecedented changes. At all levels, mechanisms to communicate policy changes and guidance are built into the ICRCs operating model, including conduits for two-way communication.

MI 6.1: Partnerships are based on an explicit statement of expected results and engagement, and are rooted in equality	Score
Overall MI rating	Satisfactory
Overall MI score	3.17
Element 1: The Principles of Partnership - Equality, Transparency, Result-oriented approaches, Responsibility and Complementarity - are respected in engagement with implementing partners and informed by appropriate due diligence.	3
Element 2: Key stakeholders are a key part of the organisation's programme cycle, both in global strategic planning but also related to country operations - including strategic advice, guidance, information and co-creation – while respecting humanitarian principles.	3
Element 3: Downstream partnerships with international and local actors are selected based on a solid shared understanding of the capacity, limitations, expectations and interests of each partner.	4
Element 4: Where possible, partnerships start long before an emergency arises.	4
Element 5: Partnership agreements, including expected results and timeframes, clearly outline the roles, responsibilities and mutual benefits to each party – especially on fraud, corruption, safeguarding and financial and reporting arrangements and capacity needs - and uneven power dynamics are addressed.	3
Element 6: Results reporting and monitoring ensures that partners are able to criticise one another, adapt, learn from one another, and continue working with positive outcomes.	2
MI 6.1 Analysis	Evidence documents
6.1.1 The Principles of Partnership, characterised by equality, transparency, result-oriented approaches, responsibility and complementarity, are prominent in the literature that frames, defines and guides the ICRC's approach to operational partnership. These are best developed for the ICRC's collaboration with National Societies, by some margin. The ICRC's Partnering Framework (2025) is a comprehensive, public document which provides a clear description of the ICRC's principles for and approach to partnership with the institution's array of operational partners. The ICRC's partners include National Societies across the Movement, academic institutions, United Nations agencies and international non-governmental organisations, corporations, development organisations, national and local authorities and a range of other local bodies (including local associations, hospitals and health centres, foundations and private-sector organisations).	1, 2, 4, 5, 35, 36, 37, 38, 39, 40, 41, 43, 46, 58, 59, 60-66, 511, 512

The nature of the ICRC's relationships with Movement partners derives, in part, from the statutes of the International Red Cross and Red Crescent Movement. This assessment focuses on the ICRC and its global and country-level collaborations on policy and legal issues, as well as operational partnerships, the latter predominantly with National Societies. The relationship between the ICRC and the rest of the Movement is complex, and relationships can involve working through a range of political and legal issues between Movement members at global and delegation levels.

The ICRC's partnerships with National Societies are significantly more developed than any of its other partnerships. National Society partnerships are guided by conventional mandates, the ICRC's and Movement statutes, doctrine and framework agreements, but the nature of individual relationships nevertheless covers a broad spectrum, ranging from National Societies that are experienced, highly trusted ICRC partners to National Societies that are recognised as having significant issues with governance or performance. In addition to the relative strength and governance of the National Society, the country-specific nature of the ICRC's partnerships with other Movement members also depends on relations between the National Society and the national government, and on the in-country relationships between the ICRC, IFRC and National Societies.

Doctrine 62, 'ICRC Cooperation with National Societies', serves as a key framework for collaboration between the ICRC and National Societies. The Doctrine lays out clear parameters for cooperation with National Societies and the need for, and limits to, complementarity between the ICRC and National Societies. The ICRC's perspective on complementarity within the movement is grounded in its understanding of the value that National Societies add to the ICRC's legal and protection mandate. Having established this value-add, the Doctrine explores the comparative advantages of the Movement partners in specific contexts. Doctrine 62 is also explicit about the need for transparency in partnerships.

The **Seville 2.0 agreement** also specifically refers to complementarity of Movement partners and defines equality and transparency within those relationships. **Movement Coordination Agreements** from country level, at their highest level, lay out pledges to cooperate. These reference the Movement's principles and statutes as well as the **Seville Agreement 2.0** and the Strengthening Movement Cooperation and Coordination (SMCC) initiative.

PfRs also provide detailed examples of planned activities for targeted capacity building of partners specific to the ICRC's mandated activities. An explicit goal of cooperation with National Societies is resource mobilisation to achieve measurable objectives and results. The Doctrine sets out the ideal of a *"three- to five-year commitment.... providing a given National Society with capacity building support (with specific reference to areas of ICRC's expertise) [...] supplemented by annual cooperation agreements specifying expected results and setting out plans of action and budgets for one calendar year."* (Doc 35, p.6).

The assessment team accessed less evidence, mainly through interviews, of how the ICRC applies the Principles of Partnership to its relationships with non-National Society partners. In the case of national non-governmental organisations, while there is a large variety in the nature and depth of these relationships, on balance these were described in more transactional terms. This is, in part, because of the nature of the ICRC's interventions and the preferred status of National Societies as partners. Meanwhile, anecdotal evidence through interviews suggests that partnerships with state and other government entities were guided by the Principles of Partnership.

The ICRC has an internal dashboard that provides quantitative data on the number/proportion of strategic objectives in PfR's that have been developed in collaboration with National Societies, providing comparative data from 2021 to 2025. The data show a very slight decrease in collaborative planning for the PfR 2026 in comparison to 2025 and 2024.

6.1.2 The ICRC includes partners in strategic global and country-level planning. While the ICRC's approach and stance derive from its specific mandate and principles, it is active in a wide range of joint strategic initiatives at global and country level, working both with and within the Movement – in some cases in the capacity of 'observer' to maintain its independence. At delegation level, it is common to work with National Societies to develop strategic objectives: according to the Performance Management Tool (PMT), in 2025, over one third of strategic objectives were planned collaboratively with National Societies, while almost three quarters were discussed together. In an example from a country with high levels of trust and transparency, ICRC programme staff described collaborative planning processes with the National Society: the Movement Coordination Agreement (MCA) between the Nigeria Red Cross Society, the ICRC and IFRC 2024-2026 sets out priority areas for coordination, referring to the strategic plan of the Nigeria Red Cross Society (NRCS) and the respective mandates of the partners. It sets out the roles of the respective partners, specifically referencing the Seville Agreement 2.0 and the NRCS's role as convener. The MCA does not state if and in what capacity the National Society provides inputs into the ICRC's programme cycle, but states that the ICRC will take NRCS's priorities into consideration during joint planning and programming.

6.1.3 As an integral component of intra-movement coordination, the ICRC systematically undertakes capacity assessments of National Society partners, with a standard scoring system which underpins the estimate of financial, technical and advisory support required. In delegation-level interviews, ICRC staff referred to the positive influence of Seville 2.0 in framing roles and responsibilities between the ICRC and National Societies, and offering a specific plan for capacity strengthening, including training and quality assurance measures. The strategic planning cycles described in interviews match the three-to-five-year ideal described in guidance, with various check-in, audit and/or reflection points annually or more frequently.

A range of policy and guidance documents refer to the ICRC having a standard approach to understanding and building the capacity of National Societies. Operational Coordination Platforms, which cover relationships with Movement Partners (National Societies and IFRC), include a review of the available resources of each partner, and the support the ICRC and IFRC can provide to the National Society. These platforms 'promote opportunities for collaboration for better support and sustainable outcomes for the NRCS'.

Each delegation has a designated Partnership Manager, responsible for identifying all potential Other Operational Partners (OOPs) via stakeholder mapping and other tools. These include the Partner Readiness Analysis Toolkit, to support with the analysis of potential partners before a formal partnership is made. The tool's partner assessment checklist includes the following areas:

- Alignment with institutional priorities, delegations' objectives and partnership goals
- Alignment with institutional values and NIIHA principles

- Partner's resources and capacity
- Complementarities and added value / partnership potential impact
- Organisational and leadership support
- Reputation
- Risks of partnering.

OOPs similarly undergo 'capacity assessments' through the DDA, when criteria are met).

6.1.4. Partnerships with National Societies are long term, continuous and iterative, working consistently through cycles of conflict. These partnerships and associated agreements include preparedness and contingency planning for new or unforeseen emergencies. In addition to Movement Coordination Agreements (MCAs), the ICRC has an array of ongoing partnerships with development organisations, operational partners at local level and UN agencies, and many of these partnerships have agreements in place in advance of emergencies.

The South Sudan Delegation's relationship with the South Sudan Red Cross is well established due to significant long-term collaboration, as is the case with many partnerships in live and protracted emergency contexts. This demonstrates that maturity of the cooperation and strong partnership frameworks enable the ICRC to support the National Society's capacity efforts, at both headquarters and sub-national level, in areas such as community outreach on sexual violence prevention.

6.1.5. Partnership agreements with National Societies include detail on expected results by outcome, and joint and individual responsibilities. There is some evidence of frameworks for other types of partners.

Section 3.2 of Partnership Framework Agreements (PFAs) with National Societies includes detail on expected results by outcome. Section 4 provides detail of the joint responsibilities of the National Society and the ICRC, followed by detail of the particular responsibilities of the ICRC and of the National Society, respectively. Each PFA should also contain an Annex on Partners' Duties and Commitment, which provides further detail on expected behaviours of the partner in its communications, use of the emblem and logos; data protection; privileges and immunities; confidentiality and discretion; security and crisis management; accident, death and disability insurance; audit; subcontracting to a third party; ethical standards, etc.

As an example, one current partnership agreement between the ICRC and a National Society include:

- Joint and specific roles and responsibilities and ten shared outcomes that the partnership would like to achieve within the period of the agreement. This includes Partnerships, Safer Access Framework and Security Management, First Aid, Protection, Communication and IHL, Economic Security/Livelihoods, WASH, sexual and gender-based violence, AAP and Movement Coordination.
- An annex of the agreement provides detail on data protection, privileges and immunities, distribution tracking and justifications (goods), and ethics standards including misconduct. In most cases, the agreement requires each partner to take action for their respective staff, and to inform the other partner of the case. The agreement also makes reference to specific actions in the case of misconduct and dealing with conflicts of interest.

As well as a section on desired outcomes, the partnership agreements also set out joint and mutual responsibilities of the Partners. One such agreement seen by the assessment team had a section dedicated to “Fraud and corruption”. It clearly lays out procedures to be undertaken on any report, allegation or suspicion of fraud or corruption, and mandatory reporting to ERCO through one of the dedicated tools. It also commits the partner to cooperate with investigators and/or auditors.

6.1.6. Movement cooperation agreements contain clear requirements for reporting and monitoring, but there is less evidence of partnerships including a reflective or iterative lesson learning collaboration. Section 3.1 of the Partnership Framework Agreement with National Societies includes the notion that partners will adopt a collaborative and constructive approach to assessing and managing their humanitarian response. Section 5, which covers governance and oversight, commits the partners to establishing a Steering Committee to meet on a regular basis. These committees allow for iterative learning to take place through the annual Operational Cooperation Agreements (sub-agreements to the PFAs), whereby project teams are established and meet on a regular basis, along with the monitoring, review and reporting requirements. While the platform for dialogue exists, there is not a substantial amount of evidence of such dialogue being formalised into plans. The lesson learning is implicit through ongoing engagement supported by cooperation and management staff from interviews. Staff highlighted that there is often more emphasis placed on financial processes, and less on quality oversight.

MI 6.1 Evidence confidence

High

MI 6.2: Organisation passes on quality funding to partners	Score
Overall MI rating	Satisfactory
Overall MI score	3.00
Element 1: The organisation passes on a fair share of the quality funding it receives (e.g. multi-annual, flexible) to its Movement partners, including local organisations.	3
Element 2: Reasonable and justifiable overhead costs are allowed as part of the partnership funding arrangement.	3
MI 6.2 Analysis	Evidence documents
6.2.1. The ICRC passes on a significant portion of the funding it receives to National Societies, a total of 13% of ICRC’s direct costs from 2020 to 2024. The ICRC has taken deliberate steps to track its financial support provided to National Societies and this is detailed in the ICRC’s data: of the ICRC’s USD 3.3 billion in direct costs between 2020 and 2024, USD 429 million, or 13%, was spent on operational partnerships with and support to National Society partners. In percentage terms, the share of the direct costs for National Societies steadily increased from 2022 to 2024. Staff costs were the top area of support for the cumulative support in this period, totalling USD 146.35 million. Similarly, the data for the 2025 calendar year shows staff cost as the top area of support, at USD 20 million. ICRC policy states that flexible funding to National Societies should be favoured where possible. 6.2.2. Available data confirms that reasonable overheads and staff costs are allowed as part of organisational support to National Societies. Of survey respondents, however, only 46% agreed that the ICRC provides funding to its partners that accommodates reasonable overhead costs, and 31% expressed no opinion.	41, 42, 43, 68, 69, 122, 163, 363, 364

Cumulative data and dashboards from individual delegations show “overheads and staff costs”. The PfR 2026 movement strategic note on investing in host National Societies concludes that paying staff and related costs is a strategic tool that can support National Societies, including the strengthening of core capacities to enable joint programmes. That said, salary support needs to be time-bound, with clear objectives and outcomes. Financial support is required to be transparent and coordinated with all Movement partners, monitored by both partners, and ‘supportive of the NS’s efforts to diversify its income in order to reduce dependency’.	
MI 6.2 Evidence confidence	High
MI 6.3 The organisation is set up to enable localisation¹¹	Score
Overall MI rating	Satisfactory
Overall MI score	2.86
Element 1: Processes are in place, and used, to first consider local capacity, including government, local authorities and local organisations, including women led organisations, and to build on existing structures and capacities rather than establishing parallel international mechanisms.	3
Element 2: Local and national partners are included in emergency preparedness, needs assessment and analysis, and planning, implementation and monitoring/feedback processes.	3
Element 3: The organisation shares risk with local partners in an ethical manner.	4
Element 4: Localisation practices and strategies are explicitly referenced in planning documents.	3
Element 5: Capacity strengthening strategies and activities for local and national partners and structures, including for governance and administration, and not just technical skills, are in place and implemented.	2
Element 6: The organisation passes on the same quality of funding it receives to its local partners.	2
Element 7: Partnerships with local actors are based on equality, mutual respect and mutual accountability, including not passing on unreasonable safety and security risks to local partners, supporting local leadership, and giving visibility to local partners in reporting and public communications.	3
MI 6.3 Analysis	Evidence documents
6.3.1 The ICRC shares the Movement’s position on localisation, which is reflected under the Seville 2.0 agreement, to place the National Society as co-convenor. At delegation level there is a consistent and growing recognition of the need to avoid substitution of nationally led services where possible. The ICRC’s approach to localisation is clearly articulated, in policy and guidance, including in the Institutional Strategy 2024-27 and the Localisation Policy Summary (2024), as well as in positive commitments on localisation in Resolutions of the 34th International Conference of the Red Cross and Red Crescent . The Institutional Strategy recognises the importance of meeting needs in the most principled, effective and comprehensive way, including through a focus on localisation”. The ICRC defines its approach to localisation as “support to local action, with a focus on working closely with a diverse set of local	1, 43, 44, 48, 60, 75, 76

¹¹ Elements are in line with the guidance provided by the IASC Guidance on strengthening participation, representation and leadership of local and national actors in IASC humanitarian coordination mechanisms and other resources from the IASC Result Group 1 Sub-Group on Localisation

actors (notably National Societies), including to deliver stronger protection outcomes, and on strengthening local capacity in ICRC's areas of expertise". The current Institutional Strategy's strategic objectives (SOs) 4, 5.1 and 5.2 are particularly relevant:

- SO 4: Committing to cooperating with all National Societies and the IFRC to strengthen the movement and its impact including enabling NS response and capabilities.
- SO 5.1: Taking a leading role in policy debates on the future of humanitarian action, with a focus on the policy and ethical dimensions of the localisation agenda. The ICRC engages in discussions at global, regional and local level, and the institutional strategy commits to critically evaluating the impact of traditional humanitarian concepts and addressing power imbalances in aid delivery.
- SO 5.2: Strengthening local partnerships, with an explicit focus on operational localisation and a commitment to engaging local level – aiming to design responses together with affected people and communities.

6.3.2 Movement members coordinate around preparedness for emergencies, planning in advance for collective responses, including emergency preparedness, needs assessment and analysis. Movement Coordination Agreements (MCAs) speak to the Movement's need to coordinate their preparedness for emergencies and plan in advance for collective responses. Alongside these, there are also MVT Operational Contingency Plans as well as the Large-Scale Conflict Preparedness initiative, which the ICRC also conducts with government partners. For instance, the MCA between the Nigeria Red Cross Society, ICRC and IFRC 2024-2026 agrees how the three will coordinate in situations that would trigger a collective response. The MCA includes a regularly updated contingency plan and tripartite strategic coordination meetings at the onset of an emergency – aimed at coordination and the avoidance of duplication, not co-creation. The MCA also mentions Movement partners working together to ensure entry and exit strategies and programme continuity. Recent efforts have been initiated by the delegation in a country context where the ICRC response had been recognised as slow, to strengthen contingency planning to intentionally ensure collaboration with Host and Partner National Societies in support of a collective response effort in the event of renewed conflict in the country.

While localisation is not a commonly used term in the ICRC, partnership agreements with National Societies, as well as planning documents, frequently and explicitly reference localisation. Partnership arrangements with National Societies are multi-year and incorporate a plan for capacity strengthening at project level, with emphasis on technical capacity. Financial partnerships with National Societies are based on long term, multi-year agreements, undertaken irrespective of specific agreements with donors.

In one of ICRC countries of operation, the National Society and the ICRC by extension, are allowed to work with non-state armed actors where other NGOs or international organisations are not, unless expressly authorized by the relevant national authorities, demonstrating the impact of localisation and a unique added value to access and response to weapon wounded and other protection cases, such as people in detention.

Policy, guidance and positive sentiments notwithstanding, staff also reported challenges when operating contexts require the ICRC to work with and through local NGOs, community and faith-based groups - which are 'non-traditional partners' for the ICRC.

In these cases, staff noted that they were having to adapt templates and mechanisms and learn by doing, since they do not have capacity assessment tools for non-National Society partners. This was described in an interview as ‘walking step by step with local partners. Without a suitable framework, staff reported grappling with a number of questions, including ‘how do we ensure accountability, deal with fraud, corruption and set up remote management? There was also reference to setting up third party monitoring, which is used in some cases.

6.3.3. Partnerships with local actors are based on equality, mutual respect and mutual accountability, including not passing on unreasonable safety and security risks to local partners, supporting local leadership, and giving visibility to local partners in reporting and public communications. The ICRC has a strong framework to underpin ethical risk sharing with National Societies and other operational partners. It shares risk ethically when partnering with National Societies, including a robust range of security arrangements. At the global level, the ICRC, in collaboration with the Netherlands Ministry of Foreign Affairs and InterAction, established a Risk Sharing Platform in 2021, and a joint research publication of the ICRC and MFA Netherlands from June 2022 on Risk Sharing in Practice. As detailed in KPI 5.4.2, the ICRC published a Risk Sharing Framework in 2023, under the auspices of the Grand Bargain. The framework serves as a guide document for risk sharing practices among humanitarian actors including Movement members, UN agencies, government donors and NGOs. The framework offers points to consider for risk sharing and examples of risk sharing solutions in various areas including security, safety, operational, fiduciary, legal, reputational, ethical and information/data risks.

6.3.4. Country level documents and global level policy make clear references to localisation. Some of these recognise localisation as being of growing importance as a result of funding cuts.

The ICRC Localisation Policy Summary (2024) is an internal approach paper on localisation, setting out a complementarity, risk sharing and capacity strengthening approach to working with local organisations. The policy provides ‘key messages’ which offer direction on how the ICRC views localisation, traced back to the organisation’s mandate and modus operandi as a front-line humanitarian actor. Delegation level interviews clearly and consistently include a strongly held emphasis on the importance of not setting up or maintaining parallel systems (outside of the essential short term acute delivery phase or connected to the ICRC’s protection mandate). One ICRC staff member said that the delegation shies away from using the term ‘localisation’ due to what they perceive to be misuse of the term, which has led to negative connotations of shifting total risk and responsibility to local actors. Overall, however, they express commitment to encouraging locally led assistance, through partnerships with National Societies. Localisation is also included in the Internal Briefing Pack of July 2025, which provides staff with key messages and understanding of the ICRC’s position on localisation.

The humanitarian system is going through a funding crisis, and the ‘reset’ efforts underway at global level continue to emphasise the need for locally led humanitarian work. In this environment, the relationship between the ICRC and National Societies, as well as other Movement members, is of critical importance. In several interviews, ICRC staff stated that while such commitment was always present, they have recently developed a new and sharper focus on localisation, as a result of the ICRC’s own growing budget constraints and the shrinking capacity of the whole humanitarian response system, especially in conflict affected areas. In the best-case scenario, in

delegations with strongly governed and operational National Societies, ICRC staff spoke positively of the level of engagement and trust in planning: *“We have been open to them. We have always been in dialogue with them from the start. Even the recalibrating of what is the budget now, they’re part of the discussion of what to prioritise... we have a framework agreement... which includes details on responsibility of each institution, what needs to be reported, what needs to be reflected.”*

In contexts of active conflict, ICRC staff acknowledged that, faced with reduced budgets, the targeting of their resources in an agile fashion is critical and that handovers to national organisations should be realistic and agile. In two delegations, staff described following the dynamics of the conflict and maintaining Water and Habitat (Wathab) and emergency health projects. In each case, as priorities shifted with the conflict, the ICRC had to leave one community in order to support another. For the Wathab project, an arrangement with the National Society allowed the project to continue with staff trained by the ICRC, who retained a strong role in quality control despite having effectively handed over. In the case of the health project, Government health workers, trained by the ICRC, were able to take over technical functions, allowing the ICRC to prioritise activities in other locations. A third delegation spoke of restructuring, with the closure of some offices, while trying to maintain the same size of operational footprint. This was achieved through strengthening partnerships with a range of stakeholders, including the National Societies and Government bodies, as well as the UN system.

6.3.5 The ICRC has a strong framework in policy and guidance for capacity strengthening of National Societies, and this is an explicit goal of partnership agreements. The ICRC has a statutory commitment to support capacity building on conflict preparedness. The Movement recognises that capacity building, or National Society Development, first and foremost the responsibility of the National Society leadership, supported by the IFRC. Resolutions of the 34th International Conference of the Red Cross and Red Crescent (2024) include various statements on localisation. Resolution 4 includes recognition of the importance of supporting and reinforcing local capacity, skills and ownership for effective humanitarian response. Resolution 3 encourages coordination mechanisms that enable meaningful participation and inclusion of diverse local key stakeholders to ensure the response meets the needs of communities. An internal evaluation, which looks specifically at programme partnerships, found that the ICRC had made a measurable contribution to building local capacity in programme specific tasks. It questioned, however, the extent to which broader organisational sustainability had been strengthened, including their ability to ultimately own the programmes; this has direct relevance to the need to engage fully with Grand Bargain commitments and the 2024-27 Strategy commitment to engage with the localisation of aid.

6.3.6. The ICRC budgets annually and does not pass on multi-year funding to partners. Around 80% of the ICRC’s own income is received annually, and of the 20% of multi-year funding approximately half is unearmarked. The ICRC does, however, enter into multi-year agreements with National Societies, which allow those partners to trust in the long-term nature of the relationship. These agreements, underpinned by the institutional PFRs process, provide National Societies confidence of continuous support within the bounds of these agreements. In Grand Bargain Self Reporting in 2023, on the “volumes of multi-year funding provided to all partners”, the ICRC reported 0% of total humanitarian funding, with the proviso that 86% of the ICRC’s partnership framework agreements with operational National Societies included multi-year support for institutional capacity strengthening.

6.3.7 In policy, guidance and doctrine, the ICRC is bound to demonstrate equality, mutual respect, mutual accountability, and reasonable management of safety and security risks, when working in partnerships with National Societies, and to represent the efforts of local partners in public communications. The Seville Agreement states that: “In situations in which the ICRC is responsible for directing and coordinating a Movement operation under the Seville Agreement, it is in charge of the security framework and management for the staff of participating National Societies and the Federation Secretariat, within the operational framework defined by the ICRC and in compliance with the rules set out therein (Art. 6.1.2, let. A,c).” Partnership Framework Agreements with National Societies have distinct sections on ‘security and crisis management’. Interviews at delegation level demonstrate that the ICRC is engaged in flexible security management for National Societies when working in partnership.

Under Doctrine 7, External Communications - principle 2, the ICRC is bound to “Enhance the International Red Cross and Red Crescent Movement’s public profile” wherever the ICRC participates in joint operations under the auspices of the Seville Agreement. There are numerous examples on the ICRC public website, including in key documents such as the annual activity reports.

MI 6.3 Evidence confidence

High

MI 6.4: Organisation works to ensure an effective evolution and exit from humanitarian activities that does no harm.

Score

Overall MI rating

Satisfactory

Overall MI score

3.00

Element 1: The organisation has a strategy for ensuring its exit from humanitarian contexts does no harm.

3

Element 2: The organisation proactively engages in joint analysis setting collective outcomes, including sharing its own data and analysis, and aligns its programming accordingly, and supports co-ordination with other agencies.

3

Element 3: The organisation uses political engagement and other tools to prevent doing further harm or further eroding peace, and where its mandate allows, actively works to prevent crises, resolve conflicts and build peace.

3

Element 4: Programming focuses on addressing need of vulnerable people, prioritises prevention and integrates peace aspects, where this is in line with its mandate.

3

Element 5: Programming is conflict-sensitive and risk-informed and sufficiently flexible to evolve with the risk environment – and uses humanitarian, development and/or peace approaches in the right way to ensure a focus on addressing need.

3

Element 6: National and local capacities are systematically used to set priorities, design and implement programmes.

3

Element 7: Monitoring, evaluation, learning and evidence promotes learning across agencies [working together].

3

Element 8: The organisation contributes to financing strategies for collective outcomes and develops instruments that span the humanitarian and development activities where relevant.

3

MI 6.4 Analysis

Evidence documents

6.4.1. The ICRC’s internal guidance is clear on the need for exit strategies, in collaboration with local/national partners. The assessment team saw a limited amount of evidence of such planning at delegation level. The ICRC’s internal guidance states that the strategic framework for partnerships and funding mechanisms

50, 60, 62, 70, 71

should embed exit-strategy provisions, particularly for addressing the enduring consequences of conflict, including missing persons and physical rehabilitation services. This guidance also refers to the need for hand-over strategies. At delegation level, examples of operational coordination between the ICRC and National Societies demonstrate complementarity and shared business continuity plans to allow for aligned and continued programming. One specific goal of the 'operational coordination platform' is ensuring that partners plan for exit strategies, including business continuity, allowing for the transfer of responsibilities from one partner to another as required. However, staff spoke of the challenges posed by the concept of exit strategies for certain activities, such as visiting detainees where there is no alignment with shorter term project style exits. In these examples, the ICRC maintains presence and assistance for as long as the context makes necessary, despite the contraction of donor funding.

6.4.2. The ICRC undertakes extensive contextual analysis and, to the extent limited by its role as a standing invitee and observer in IASC mechanisms, it coordinates with other agencies and aligns programming. As above (KPI 6.3), working with partners to ensure continuity of assistance has become a sharper focus as funding cuts mean that the ICRC needs to prioritise resources to areas most affected by conflict. Staff at delegation level described training (notably in health and WatHab) to support National Societies, government bodies and/or communities to continue essential services assistance programming.

The ICRC undertakes extensive contextual analysis. It engages with National Societies in collaborative planning at métier level, and this type of planning has significantly increased over the period since 2023.

Such collaborative planning results in plans in which outcomes are 'aligned' across Movement partners, complementary as opposed to 'joint'. This type of planning requires the sharing and review of human, material, and financial contributions among Movement partners. The ICRC, in keeping with its mandate and principles, does not however routinely share all of its data and analysis.

6.4.3. While there is an acknowledged tension between the ICRC's role in political peace processes and its strict adherence to neutrality, it relies on different guiding documents (including Doctrines) that lay out its inherent commitment and possible formal and informal roles in contributing to peace as part of the Movement. As detailed below, in KPI 6.3.5, the ICRC participates as a "standing invitee" in the Inter-Agency Standing Committee and as an observer in humanitarian country teams but remains outside the UN and its cluster systems. This stance is taken to preserve its strictly humanitarian, neutral, impartial, and independent approach. While maintaining this independent position, the ICRC aligns its programming with that of other agencies. At delegation level in a number of countries, staff described the process of collaborative planning with other agencies, while maintaining an emphasis on the ICRC's mandate.

6.4.4. Through policy and doctrine, the ICRC demonstrates engagement and investment in linkages between humanitarian principles, IHL and peace, which remains a clear, if implicit objective of its work. The ICRC has an internal position paper on humanitarian action and peace. The paper details the organisation's posture and key messages, with clear links to the institutional strategy. The paper cites the Institutional Strategy and its recognition that it is the collective responsibility of the international community to create conditions that are conducive to peace. The paper recognises the positive connection between humanitarian principles, IHL, and peace

and that peace is an *implicit* objective of the ICRC and of the Movement as whole. It also reaffirms the limits of humanitarian action in this space and the need to resist the use of humanitarian action as a substitute for political action. It recognises that the ICRC's adherence to neutrality limits its ability to participate in political processes. Addressing the needs of vulnerable people is at the centre of the ICRC's policy and guidance and its approach considers preparation, contingency planning, training and early action, while focusing on peace through the lens of IHL. The ICRC also has a public policy report that details its approach to peace, emphasising that while the organisation is not a peacebuilding actor, humanitarian action can contribute to creating conditions conducive to sustainable peace. Drawing on its operational experience and research, the report highlights three main contributions of humanitarian action to peace: strengthening social cohesion through community-based programming, facilitating dialogue and humanitarian diplomacy between parties to conflict, and promoting respect for international humanitarian law and norms that protect human dignity. At the same time, the report stresses that humanitarian action cannot replace political solutions and calls for renewed political commitment to conflict prevention and peacebuilding.

Ultimately, the ICRC has several guiding documents which set out ICRC's potential role in peace processes including **Doctrine 46 on the Neutral Intermediary Role**; **Doctrine 61 on Periods of Transition**; and the adopted **Reference Framework on Prevention of Armed Conflict**. Essentially, these state that the ICRC "can support or facilitate dialogue and contribute to trust-building between conflict parties", including "support to formal peace processes and implementing humanitarian aspects of formal agreements". In addition, in October of 2024, the ICRC and other components of the Movement unanimously adopted a resolution entitled "reaffirming the role of the Movement as a factor of peace" at the International Movement's Council of Delegates. This was the most recent in a long series of Movement resolutions on the subject of its contribution to peace.

6.4.5. Conflict sensitivity is inherent to the operations of the ICRC through the nature of the organisation's mandate, with examples to be found in guidance and interviews (detailed in KPI 5.2). The ICRC draws from a range of internal and external information to develop its understanding of early warning mechanisms, determining its own triggers of conflict escalation. While the ICRC's primary focus is on protection and addressing the needs of vulnerable populations, it partners with development actors, including IFIs, and works toward peace with Movement partners within the bounds of its mandate. Staff interviews confirmed that partnerships with IFIs emphasise the complementarity of the ICRC's ability to deliver in conflict affected areas where the IFIs provide financial investment but are unable to access, such as for instance in areas of the Philippines with the Asian Development Bank.

6.4.6. The ICRC engages with National Societies in collaborative planning at métier level, and national capacities are systematically used to set priorities, and to design and implement programmes. Interviews at delegation level noted that Partnership Agreements are usually reviewed every few years, while operational cooperation agreements are revised every year, in respect of the individual National Society's strategic plans. Collaboration is demonstrated through joint participation in assessments, where possible, to inform assistance and protection activities. Of survey respondents 80% agreed with the statement that "the ICRC's work is informed by national and regional capacities, including those of governments, Red Cross and Red Crescent National Societies, civil society and other relevant actors".

6.4.7. A small number of internal evaluations look at National Society development plans. **On balance, these demonstrate significant success in some technical areas, but limited progress in areas related to institutional development, including Governance and Leadership and Organisational development.** Evaluations detail the extent to which National Society Development Initiatives are challenging, multi-year process.

6.4.8. There is relatively limited evidence on the four last elements under MI 6.4. To a significant extent, this can be explained by the fact that the **ICRC does not have a development mandate and is not typically engaged in activities that span humanitarian and development activities (and it does not formally use the term Humanitarian, Development and Peace (HDP) nexus).** Where appropriate, however, it does look to create sustainable outcomes from infrastructure projects, and in doing so, partners with development actors including IFIs. There is also a significant amount of evidence that the ICRC works on mainly technical capacity strengthening with National Societies and government bodies, with a view to working towards exit strategies (covered under KPI 6.3). Where the context dictates, the ICRC works with International Financial Institutions with requirements for monitoring and evaluation, but this is not specific to the programming modality nor the Humanitarian, Development and Peace (HDP) nexus. The ICRC, as above, shares financial information with National Societies during discussions on Movement coordination agreements. Beyond these agreements and engaging with the World Bank and other IFIs on frameworks to bridge humanitarian and development funding, in keeping with its mandate, the ICRC does not participate in financing strategies or instruments that span the HDP nexus.

MI 6.4 Evidence confidence

Medium

MI 6.5: Organisation engages in effective global policy efforts and advocacy, including towards ending need

Score

Overall MI rating

Highly satisfactory

Overall MI score

4.00

Element 1: Organisation engages in global policy efforts, global advocacy and for global public goods, related to its mandate.

4

Element 2: Organisation actively participates in system-wide co-ordination – on policy, advocacy and operational issues - including leading these efforts when its mandate requires.

4

Element 3: Organisation's role in these global efforts reflects its comparative advantage – leading, enabling/catalysing, contributing, and/or monitoring progress and learning as appropriate.

4

Element 4: There is a process to integrate global policy changes and commitments into the organisation's operating model and way of doing business.

4

MI 6.5 Analysis

Evidence documents

6.5.1. Engagement in global policy efforts and global advocacy for global public goods, related to its mandate to promote International Humanitarian Law (IHL), are absolutely central to the ICRC's mandate and its current global strategy. The current Strategic Objective 2 identifies the promotion of IHL as a global political priority as a key objective. The ICRC actively engages and convenes dialogues with states, non-state armed groups and other actors to affirm the applicability of and strengthen

1, 32, 44, 45, 46, 47

adherence to IHL, including in domains such as cyber warfare and AI. The ICRC does so by firmly emphasising the connection between IHL, humanitarian principles and peace, leveraging its role as a neutral player. **Strategic Objective 5.1** states that the ICRC will take a lead role in policy debates on the future of humanitarian action. The ICRC engages in local, regional and global discussions on this topic, drawing on its field and legal expertise. In the MOPAN survey, 80% of respondents agreed with the statement that: *“The ICRC plays an active and efficient role in global policy efforts and advocacy”*, and 77% of respondents agreed that *“The ICRC provides evidenced and well targeted inputs to the global policy dialogue”*.

6.5.2. The ICRC maintains an active and important but distinct role in system-wide coordination, participating in coordination and advocacy as a “standing invitee” in the IASC the at global level, and an observer in humanitarian country teams. In addition, the ICRC engages regularly with NGOs and civil society actors on IHL, humanitarian principles and humanitarian action more broadly. The ICRC leads the ‘Global Initiative to Galvanise Political Commitment to International Humanitarian Law’, an initiative launched together with Brazil, China, France, Jordan, Kazakhstan and South Africa to promote political commitment to IHL. The initiative will conclude with a high-level meeting to “Uphold Humanity in War” in 2026 (see [webpage](#)). The ICRC actively participates in UN engagements, including advocating for the protection of civilians at the UN Security Council and the UN General Assembly. For instance, the President of the ICRC made a call for UN member states to join the global initiative at UNGA in January 2025, see [here](#). The ICRC has also engaged with the European Union since 1999, including through advisory input to the development of the EU’s guidelines for compliance with IHL, adopted in 2005 (see [link](#)).

6.5.3. The ICRC’s role in global efforts reflects a re-statement of its unique mandate and comparative advantage. At delegation level, especially regional and diplomatic delegations, there is a very clear sense that the ICRC is consolidating effort around its central mandate and focusing on its unique attributes and comparative advantages as the humanitarian system goes through unprecedented changes. Staff noted that the ICRC is putting renewed emphasis on political and diplomatic activities in direct support of the Global Initiative.

An example of the ICRC measuring the results of its diplomacy efforts includes the prevention of sexual violence in armed conflict since 2024. The dashboard monitors the total number of interventions, level of impact, mode of engagement (restricted, public event, bilateral); the ICRC’s role (speaker, participant, organiser, expert, briefer); and the impact levels by outcome (outcome with high impact, with medium impact and with low impact).

6.5.4. At all levels, it is clear that mechanisms to communicate policy changes and guidance are built into the ICRC’s operating model, including conduits for two-way communication. This includes a high degree of engagement between country level and regional delegations and headquarters during the months of the PfR planning. This iterative process was seen as ensuring that locally defined priorities are aligned with organisational realities and priorities and in line with budgetary realities. Senior staff at delegation level noted that guidance, notably in the form of PfR instructions, had become clearer since the financial challenges of 2023, when instructions were more reactive. Staff in non-operational delegations (diplomatic, cyber and ‘Permanent 5’) were clear that they were directly available as resources for colleagues at country level,

shortening communication lines. Similarly, staff in country level delegations were able to identify focal points in headquarters for technical and other enquiries.

In keeping with the **Management Framework and Description of Programmes**, the ICRC maintains a distinct role in accordance with its mandate. It participates as a "standing invitee" in the Inter-Agency Standing Committee and as an observer in humanitarian country teams but remains outside the UN and its cluster systems. This stance is taken to preserve its strictly humanitarian, neutral, impartial, and independent approach. This is crucial at global level, where the ICRC acts as a resource for other actors on matters pertaining to IHL, as well as for gaining access in sensitive contexts. The ICRC lead on the coordination of organisations and advisors for the Professional Standards for Protection Work.

MI 6.5 Evidence confidence

High

Performance Management

KPI 7: The focus on results is strong, transparent and explicitly geared towards function

KPI 7: The focus on results is strong, transparent and explicitly geared towards function	KPI score
Satisfactory	3.05

The ICRC has a strong focus on results, reflected in a results-based management system which helps articulate how the organisation is delivering against its institutional strategy. The ICRC has a well-developed annual institutional planning for results process and works to ensure that its commitments are realistic, and it can 'deliver what it commits to' at the field level.

The annual planning process is built on a broad triangulation of needs-based information to inform its upcoming operational plans, delivery targets and expected results. Institutional strategies are underpinned by both strategic and general objectives which link to a Logic Model, or logical framework, which again aligns to the organisational results monitoring framework that aims to capture operational coherence across the organisation. This is largely successful at the macro-level.

The organisation has taken specific steps to improve its overall monitoring and reporting. It has introduced a number of tools to facilitate the use of its performance data, most notably the Project and Activity Management (PAM) initiative, which was first rolled out in 2021 as a pilot for the Water and Habitats métier. Information gathered through the PAM tool has been increasingly used for monitoring and reporting purposes, particularly to provide dashboards to show progress against high-level targets as part of quarterly reporting to senior management and the leadership. The system has made performance data much more visible to management at the corporate level and allowed for adjustments to be made within métiers or within specific delegations.

The goal of integrating analysis and evidence work fully into the Performance and Monitoring for Results (PMfR) system is to strengthen the logical flow between input investments and outputs, although the linkages to outcome level change are not always tangible or systematically planned and reported on. The ICRC does not use the language of theories of change, but the assessment found that the logic model reflects the same principles and approach. There is an appetite for a user-friendly tool to help delegations facilitate theories of change, which are considered to encourage greater harmonisation and horizontal working. The PMfR process does not in itself inhibit horizontal working, but there is space to ensure this happens more consistently and that lessons learned are captured within any such approach.

Inter-métier co-ordination has improved over the past 3-4 years to bring a stronger geographical and programmatic coherence with the ICRC's strategy, most notably to support the re-centring to the

organisation's core protection mandate under the current institutional strategy. The PAM tool remains nascent in the ICRC, and there are a number of legacy issues that currently inhibit the ease with which the organisation can analyse results and – when necessary – amend targets and/or take corrective action. The ICRC remains committed to the large organisational change process it is undergoing, where horizontal working can be promoted through harmonised user-friendly guidance.

Results reporting is provided to a range of audiences, and the information is extracted from the PAM and other reporting such as health reporting drawing on the Medical Activity Database. This is complemented by the ICRC's flexibility and increasing openness to adapt its reporting for different forums. The assessment found positive feedback on the ICRC's humanitarian engagement and provision of information to different forums to strengthen operational overall co-ordination and delivery at the field level.

MI 7.1: Systematic use of <u>logical frameworks</u> to link country, regional and global programming	Score
Overall MI rating	3.33
Overall MI score	Satisfactory
Element 1: Institutional strategies set out logical frameworks that articulate how the organisation proposes to achieve its expected outcomes, linking activities and outputs to institutional objectives	4
Element 2: Regional and country strategies set out more detailed, context and needs-based theories of change, linked to global organisational objectives	3
Element 3: Where necessary, organisational restructuring, including decentralisation and matrixing organisation structure, is planned or underway to facilitate horizontal working across outcome areas	3
MI 7.1 Analysis	Evidence documents
7.1.1 The Institutional Strategy has eight strategic orientations which are integrated into headquarters planning and the Planning and Monitoring Tool (PMT) to enable stronger monitoring of the strategy. The strategic orientations are added as General Objectives (GOs) and Specific Objectives (SOs) in the PMT. Each GO and SO represents a strategic orientation and links to indicators from the Institutional Strategy implementation plan. The milestones for the year are included as outputs. The strategic objectives are linked to its Logic Model, or logical framework, which is aligned to the organisational results monitoring framework, capturing operational coherence across the organisation. An in-depth annual planning process results in operational plans that articulate activities and outputs to planned achievements. The ICRC's logic model is linked to its Institutional Strategy 2024-27, and the organisation develops regional and country level plans that link to the overarching institutional plan. These are accompanied by strategic and general objectives, and annual results setting and quarterly and annual reporting. The logic model (called Logical or Results Monitoring Framework) is part of the Planning for Results (PMfR), or Operational Plan, which links to objectives, monitoring and results. The system provides high-level information against objectives, which supports operational monitoring that then informs senior leadership on progress. In terms of transparency and global level reporting, the Directorate, Assembly and managers receive quarterly progress reporting against milestones or key initiatives, through a quarterly review report and dashboards that provide a birds-eye view of how the organisation is performing.	2, 37, 63, 87, 88, 91, 136, 159, 167, 200, 201, 203, 207, 208, 262

The Implementation Plan specifies indicators for monitoring progress towards objectives, with a review of progress on a quarterly basis (MfR). The annual planning process is helpfully synchronised with the mid-year reporting period (updated quarterly), which is the key point to reassess or recalibrate any milestones.

In 2025, seven weeks before the global planning process started, planning instructions were provided to guide focus and prioritisation of activities and resources in line with the Institutional Strategy. The instruction was well received by staff, providing the clarity needed for teams to further focus the delegation and global level programme plans. The instruction articulated clear priority areas of action, proposals for greater efficiency gains across the organisational levels, and a narrowed geographic and programmatic scope of action.

The Analysis and Evidence Strategy 2023–27 is an important contribution to outline how the organisation will articulate outcome level change. The Analysis and Evidence (A&E) Unit has been in place since 2022 within the Department of Protection & Essential Services (P&ES). The A&E Unit describes its objective to “promote an evidence-based and outcome-oriented programming culture by developing methodologies and frameworks for situation monitoring, early warning, multidisciplinary needs assessments and thematic analyses”. The Unit focuses on learning – to use monitoring data to support course corrections and re-scoping – and on being outcome- and impact-oriented. The latter is in line with the ICRC’s Outcome Based Approach (OBA) initiative, which aimed to design new or improved operational and management frameworks to help the ICRC achieve its goals. The initiative has since ended. The ICRC’s Planning and Monitoring for Results (PMfR) process also serves to assess, monitor and analyse the extent to which the organisation’s work is guided by humanitarian principles.

7.1.2 The ICRC does not use the language or tools of Theories of Change (ToCs). However, there is increasing recognition of its value, and the ICRC sets out detailed, context- and needs-based regional and country strategies that are linked to global organisational objectives and priorities. The plans are linked by strategic and/or general objectives that align to the Institutional Strategy. Each delegation adapts the planned results to its given context which are collated within the over-arching Results-Based Management (RBM) approach.

The Institutional Strategy is contextualised at regional level in a Regional Strategic Framework, which is reviewed every two years. Delegations at country or regional (covering more than one country) level define their strategies and priorities in accordance with the ICRC’s core mandate and in alignment with the Institutional Strategy and the Regional Frameworks. In this way, the ICRC ensures that the staff with the closest proximity to the given context are those responsible for analysing and contextualising its needs-based programming – taking the global organisational objectives to address needs in particular contexts. This translates the global strategic and general objectives into operational priorities and results tailored to the context.

The annual planning process results in operational delivery plans (which tend to be lengthy). These delivery plans include risk-based analysis, which both link to, and inform, global organisational objectives. Regional appeals present detailed plans of actions with indicators, in support of country delegations. Staff reported that the planning process is a well-known and practised process to deliver the PfRs, which provide the space for detailed descriptions of context-based needs. To support monitoring and oversight and enable coherent programming, the organisation has the implementation plan, which links to a list of key initiatives and specific milestones to be reached during the two-year operational

plan. This is complemented by the PFR which is the process to help staff determine the expected results. Based on these various reviews, senior management, at headquarters and in the field, receives instructions from Geneva on adjustments to strategic direction and priorities, which delegations then adapt to field realities, leading when necessary to a refocusing of operations and adjustments or shifts to roadmaps. Staff are very familiar with the institutional PMfR, allowing the efficient running of the process, which has inbuilt review and approval set out by headquarters.

Staff reported that the 2025 planning instruction provided by headquarters helped them focus and determine key priorities for the coming planning period. While the planning and logical framework approach is considered sufficient to determine the planned results, linked to the organisation's mandate and strategic plan, staff spoke of the broader challenge when needs assessments reveal high needs that cannot be met.

Staff interviewed at the delegation levels noted that assistance interventions have experience using theories of change in project design and analysis that centre on both protection and public health outcomes. There is, however, no ICRC-wide ToC model to inform planning, and logical frameworks are not directly used. The MOPAN assessment found that some staff would welcome a ToC tool that helps articulate the logical flow and allows the testing and challenging of assumptions. The Philippines delegation had independently facilitated a ToC exercise on a long-running project, finding the approach beneficial to more rigorously challenging the expected impact. Staff who had familiarity with ToCs from non-ICRC work experience also noted the benefit for the ICRC of adopting this tool to more deliberately support planning.

7.1.3 The ICRC has been investing in headquarters led initiatives and decentralised structures to support horizontal working for outcome level change. The financial cuts since 2025 have impacted the organisation's ability to invest fully in harmonisation due to the complexity of the task and system level changes needed. The delegations play an increasingly critical role to ensure horizontal working is achieved, and while some progress has been reported, it has been complex to address this holistically across the organisation.

The ICRC is committed to improved overall coherence demonstrated through its planning system, supported by the introduction of integrated planning and reporting tools: the A&E Unit has been a welcomed source of data analysis which helps delegations review their contribution to outcome level changes linking activities and outputs to institutional objectives.

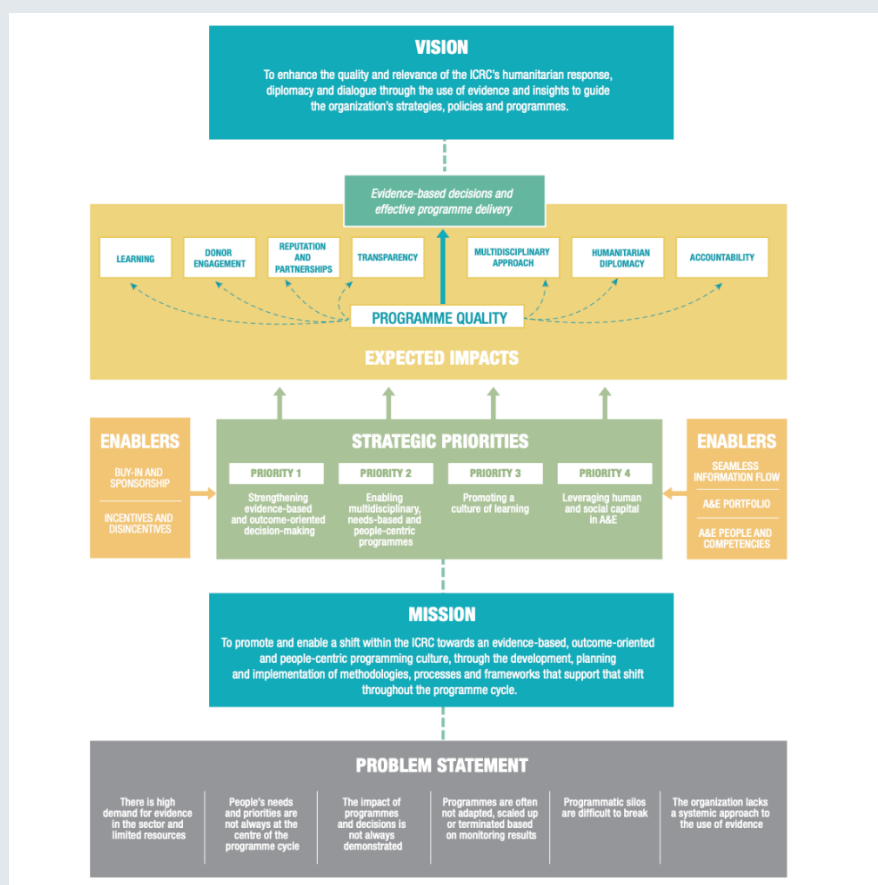
The organisation has been in the process of building stronger monitoring and evaluation of results infrastructure. The A&E Unit is also tasked with supporting programmes in their efforts of monitoring by direct implementation or by providing technical and methodological support.

By 2027, the A&E unit's work is intended to be fully integrated into institutional processes including the Planning and Monitoring for Results (PMfR) reporting mechanisms, and all arms of the ICRC are set to move to a four-year planning cycle with two-year review periods for planning. The ICRC is currently piloting a transition to a multi-year planning and appeal process, with pilots being supported by the Philippines delegation for example. Delegations consulted confirmed this is an expected positive move to plan out activities with stakeholders, including transparency with governments on the level of resources likely to be available for services.

The A&E Strategy 2023–2027 focuses on four key strategic priorities, outlined as shown below:

- Strengthening evidence-based and outcome-oriented decision-making
- enabling multidisciplinary, needs-based and people-centric programmes
- promoting a culture of learning
- leveraging human and social capital within A&E.

Figure 15. Theory of Change for the Analysis & Evidence Strategy 2023–2027



Source: ICRC Analysis and Evidence Strategy 2023-2027, [link](#)

Across interviews, staff noted the benefit of having access to departmental technical expertise and the importance of continued efforts to ensure co-ordination across métiers to enable greater outcome level coherence.

However, delegations and regions have had segregated monitoring and evaluation processes in place for many years prior to the development of an organisation-wide A&E infrastructure, and there are mixed reports of how consistently the A&E Unit's services are being used. While there is an established logical flow to the ICRC's attributed results, further work is planned to tackle the harmonisation of results across the organisation. This is considered an extensive task considering how systems have traditionally evolved and the high level of different indicators being used.

The ICRC started work in 2022 to introduce over four stages – Scoping, Planning, Delivering and Excelling – clear input-level goals to develop an organisation-wide Analysis & Evidence infrastructure. Part of the rationale for building a system-wide A&E infrastructure has been to address delegations having built their own systems organically in the absence of an institutional or formal system. The ICRC plans by 2027 to support an organisation-wide performance management architecture. This is welcome and there are early positive reports of its usefulness. In a time of funding reductions, the ICRC's ability to consistently communicate its impact is more important than ever, but the same funding constraints may also slow down the roll-out of this organisation-wide performance management architecture.

Additionally, the proposed **reFRAME** initiative aims to address the issue of the ICRC not having a harmonised monitoring approach throughout its operations. The ICRC's individual métiers have developed their own bespoke approaches over time based on operational activities, which in turn has led to a range of instructions being received by the field. The ICRC sees this as part of decentralisation, with métiers developing their approaches from the ground up, including their approach to monitoring. The proposed reFrame initiative aims to harmonise the monitoring approach over time while creating efficiency to associated reporting and monitoring processes.

The reFRAME initiative is intended to provide a structured, transversal and methodical framework to measure key operational outcomes. This simplifies the PfR/PmT processes. Among other things, the reFRAME approach allows for multidisciplinary programmes with complex and long-term goals to be assessed. It also allows for effective narratives of impact – as it enhances how results are presented within and between operational domains.

The ICRC has a very well-established organisational structure, from headquarters level to country delegations delivering activities, often in co-ordination with Red Cross / Red Crescent National Societies. The management structure is reported to be increasingly tasked to ensure horizontal working, nurtured through the Head of Programmes and Prevention role as well as Head of Sub-delegation, though not systematically as the individual technical métiers have typically been responsible for coordinating assistance activities. The PMfR process brings together the sum of a delegation's activities through consolidating individual métier plans – rather than a deliberate commitment to horizontal working.

At the operational level, we found good examples of joint planning initiatives, with staff noting the importance of generalist roles to strengthen co-ordination. The ICRC demonstrates examples of where it can deliver collaboratively across departments and delegations, at pace, with joint contingency planning processes (including a cross-border health contingency planning process recently completed in South Sudan) in the event of large-scale cross border population movements.

The MOPAN survey result found 88% of respondents confirming that the ICRC adapts its work as the operating context evolves, taking into account conflict analysis.

Individual métier strategies are produced at the delegation levels. Inter-métier co-ordination is encouraged and supported, with the aim to strengthen the dissemination of departmental aims, areas of synergy and the alignment of implementation timelines. In interviews, some delegations noted there was an objective to strengthen horizontal coherence, as headed up by individual métier coordinator positions. There was broad feedback from interviewees that the return to more generalist roles working in co-ordination with technical departments, is resulting in tangible and positive horizontal working –

reflecting the ICRC's strategy to prioritise this human resource component (see also KPIs 3 and 5).

Before the funding reductions, the ICRC had been expanding its regional presence. This included strengthening its available technical capacity within regional delegations through the introduction of the latest Analysis and Evidence Strategy in 2023. The investment in dedicated thematic positions, such as AAP or Sexual Violence, was reported to encourage greater traction and uptake in planning, especially with dedicated sessions agreed in the PMfR process. The ambition of this work has been reduced in scope and scale due to funding reductions. Likewise, regional thematic positions to support alignment and bolster delegation capacity in priority areas as part of the over-arching institutional strategy, have also been reduced for 2026-27 due to the cuts. As a practical means forward, delegations are promoting an efficient meeting architecture to bring the right people together to collaborate. However, this is not systematic nor a formal process.

MI 7.1 Evidence confidence

Medium

MI 7.2: Results architecture aligns country, regional and global results	Score
Overall MI rating	2.80
Overall MI score	Satisfactory
Element 1: The RBM system mandates or encourages the use of standardised indicators, to facilitate aggregation of results	2
Element 2: Menus of standard indicators are based on a smaller set of indicators, even if only a subset of results are aggregated	3
Element 3: Individual programmes are permitted to use customised indicators to meet their own management and reporting needs	3
Element 4: Standard indicators are backed with clear definitions and guidance and training on their accurate use, to minimise data cleaning requirements	3
Element 5: Procedures are in place to capture the results from emergency humanitarian operations into the corporate RBM system at an appropriate point in the project cycle	3
MI 7.2 Analysis	Evidence documents
7.2.1 The RBM system has been a mechanism to help the ICRC standardise a core set of general and specific objectives. Standard indicators exist in the Planning and Monitoring Tool (PMT). Some specific objectives (SOs) have mandatory indicators that help achieve monitoring on specific global objectives. There is internal guidance for how to develop and select indicators when planning for results, which begins with consulting Programme Reference Frameworks (PRFs) at the field level or various institutional results monitoring frameworks available at headquarters. These frameworks are developed from agreed-upon performance indicators. The menu of standard indicators is categorised in five sub-groups and there is operational flexibility for country offices to choose the indicators that they use. All standard indicators are accessible in an ICRC internal dashboard, allowing users to search based on programme, thematic area, or indicator title. The ICRC suggests the use of standard indicators when developing objectives before the creation of any custom indicators to reduce overlap in indicators. Indicators are to be assessed by organisational focal points and performance management staff before selection and application. The perception and climate indicator dashboards are an example of aggregation of standardised indicators for monitoring institutional performance.	47, 91, 201, 203, 207, 208, 441

7.2.2 The ICRC has a standard set of indicators linked to general and specific objectives, with guidance promoting their use, but the excessive list of live sub-set indicators available to staff for use inhibits organisational monitoring and reporting.

There are efforts underway to streamline the number of indicators in use. Delegations are aiming to strengthen the use of core indicators and reduce legacy ones in the system as the organisation facilitates the holistic use of the Project and Activity Management (PAM) tool, which creates links across different ICRC tools and processes. The introduction of PAM is nascent, and the system includes indicators uploaded by programme teams. Staff report that the high number of active indicators in use can be confusing and results in a large range of indicators selected, which makes trend analysis over time difficult to achieve. Efforts have been made to provide guidance on project planning, which includes the use of indicators.

The ICRC is able to aggregate results from the sub-delegation structures, via the delegation to headquarters, on the General Objectives (GOs) and / or Specific Objectives (SOs). For the ICRC, outcome level indicators are meant to measure the direction of change for the people, systems, or institutions that the ICRC serves.

Custom indicators can be made by staff, and guidance is available on how to ensure they are “SMART” goals. The EcoSec ‘indicators cookbook’ was found to be a good example of providing staff with an instructional guide focused on training staff on how to write and select indicators to use in their PMfR planning. In PfR 2026, half of all indicators are standard ones. Métier level programme frameworks provide standard mandatory indicators and standard optional indicators. The ICRC reports that mandatory indicators make up 20% of all indicators in 2026. A further 30% are standard but optional indicators. 50% are tailored indicators decided at the local level, which ensures local flexibility but also highlights the breadth of different measurements in place within the monitoring and reporting system.

The ICRC tracks the use of standard and mandatory indicator use at metier level. Indicators can be separated by standard indicators, indicators with parameters, recommended indicators, and custom indicators to be developed in a bespoke manner by individual delegations. There is a wide menu of both mandatory standard indicators and optional standard indicators available to select from when creating a strategic plan. The assessment was unable to ascertain if guidance is provided by other métiers to ensure consistency overall and support alignment in staff members’ understanding and application of indicator use.

There have been initiatives to strengthen and harmonise core indicators through the creation of new or modified ones, and staff have the flexibility to tailor indicators to the specific contexts and needs of a projects. As a result, it is difficult to extract information in an efficient way to make comparisons or provide trend analysis. While there is the flexibility for staff to modify indicators for their specific activities, the evolution of this has meant that looking for comparisons or trends across the Monitoring for Results (MfR) SOs over time to report is not straight forward.

7.2.3 The ICRC provides clear guidance that programmes can create customised indicators to meet their needs and reflect the specificities of the operating contexts and activities being provided. Coherence is achieved through each specific objective being linked to its own set of standard indicators. Guidance exists to ensure that customised indicators are written as “SMART” goals. However, the extent to which

customised goals are used compared to standard indicators or indicators with parameters is not clear.

The range of indicators is wide, as highlighted in 7.2.2. This allows flexibility but reduces the ability for the organisation to monitor and support trend analysis and over time. Having a more focused and harmonised range of indicators, would enable greater comparison and allow trend analysis at the country, cross-regional and global level. Individual métiers have taken initiatives to strengthen coherence within and across their individual programmes, but this has not yet resulted in systematic uptake across the organisation or by other métiers.

Staff suggested that a more coherent set of indicators and the use of one main data system to hold and access information would be more efficient, making it easier to conduct reviews across all implemented activities to inform decisions and make course corrections. A pilot has been facilitated in the Colombia delegation and is now replicated in other delegations. The simplification and clarification of activities would in turn facilitate the prioritisation of engagement and resources.

7.2.4 There is guidance on defining and using standard indicators, led by individual métiers, but guidance lacks conformity and training for staff across the organisation. The guidance outlines how to choose a good range of standard indicators.

One example of such guidance is the EcoSec ‘indicators cookbook’, which looks at indicators that cover multiple strategic objectives, for example on food security, looking at food-consumption indicators, food-production indicators, income indicators, living conditions indicators, capacities indicators, and cross-cutting indicators. Departments disseminate, train and provide assistance on the uptake of these. Monitoring data collected through the PAM system is designed to be directly attributable to indicators for determining the completion of a strategic objective within the Planning for Results mechanism. There are some clear examples of well-built PAM portfolios with all activities logged and attributed to one or more specific objectives, creating flow up the logical framework from activities to outputs.

However, the use of standard definitions and guidance is not routine across departments and métiers. Some métiers which are newer to the use of a PAM monitoring system have not yet explicitly linked PAM indicators to their specific objectives or have just begun to outline some larger strategic direction in terms of how indicators should be developed. For instance, the Protection métier has recognised for over a decade that protection actors have a responsibility to establish adequate monitoring and evaluation systems to assess the effectiveness of their work – both against their operational objectives and against broader contextual realities. The Health métier has recently developed greater consistency in the monitoring information it provides, the standardisation of monitoring in all Health programs has been happening since 2019. Perception indicators were recently introduced in health such as looking at key quantitative indicators including: the percentage of patients who report that services from the ICRC are sufficient to their needs; the percentage of patients who flag that treatment is free of charge; and the timeliness of responses. Each of these data points are referenced when developing standard indicators as part of the ICRC’s duty of care to communities it is serving.

The assessment found less evidence of staff being inducted and trained in monitoring linked to indicator use to support their knowledge and application of standards as they work across the organisation and in different delegations.

7.2.5 Systems and procedures are in place to facilitate the capturing of results from humanitarian operations. These are inputted into the system by responsible departments and aggregated through dedicated units to deliver against reporting requirements.

Monitoring of the Institutional Strategy's progress is continuous, with the Directorate conducting quarterly reviews and assessments of the ICRC's performance, using an institutional monitoring framework to analyse key success factors.

Information and data is captured on a quarterly basis to inform the MfR, and a system of red, orange and green flags is used to monitor whether activities are on track. Information on ICRC-provided activities and monitoring is generated through the delegations, in co-ordination with National Societies where there is joint cooperation. Monitoring data may include observation from ICRC detention visits, such as the monitoring of conditions of detention through assessment of facilities and premises. It may also include assessment of progress in ICRC engagement with authorities on the organisation's mandated activities.

The ICRC's Distribution Tracking Standard Operating Procedures, for example, presents the Distribution Tracking (DT) process, to trace how funding is used all the way to the final beneficiary (i.e. individuals, households, communities, or institutions), by documenting the delivery of any form of ICRC assistance (i.e. goods, cash, or services). This enables input and output results reporting. The DT process is supported by post-distribution monitoring (PDM) tools facilitated by the individual métiers.

Internally, staff acknowledged that it can be challenging to extract aggregated results information for any given delegation, due to how information is stored and limitations in the inter-operability of systems, especially between métiers. It is more common to have a solid overview of activities at sub-delegation level than consolidated at the national delegation level. This reflects the fact that results data is compiled by individual métiers and not underpinned by a holistic logical framework. AAP engagement is taken into account and captured in element 2.2.1.

Staff reflected on the complexity of tracking and reporting on results linked to the level of respect for IHL, since this differs considerably in each operating context, with multiple variables. They noted the complexity, for instance, of reporting on the organisation's influencing and prevention work and the role of the dialogue the ICRC has with states and linking these inputs to specific results in a time-bound traditional logic model approach. These areas are critical components of the organisation's mandate which staff see as ongoing areas of engagement that may fall outside of a typical planning cycle.

MI 7.2 Evidence confidence

Medium

MI 7.3: Results are communicated transparently

Score

Overall MI rating

3.33

Overall MI score

Satisfactory

Element 1: Systems are in place to ensure that reporting to all stakeholders, including donors and funders, is timely and of the highest quality and includes disaggregated data – respecting protection concerns - including by sex, age and disability

3

Element 2: Reporting includes any "failures" to enable learning from mistakes

3

Element 3: Appropriate visibility is given to donor funding, both in programming and in results reporting including for both core and earmarked funding, unless this would undermine staff, programme and affected people's safety and security

4

MI 7.3 Analysis

Evidence documents

7.3.1 The ICRC has strengthened its systems, capacity and processes resulting in improved reporting, with scope to enhance field-level disaggregated data collection further.

The ICRC has sought to implement data disaggregation to inform projects and initiatives,

Minimum requirements on sex, age, and disability have been introduced into the Project and Activity Management (PAM) tool and the Outcome-Based Approach (OBA). In 2023, the Sex, Age and Disability Data Disaggregation (SADDD) Framework was adopted to harmonise SAD data collection across programs. This framework provides guidance to ensure consistent data disaggregation, collection and usage practices across the organisation. The framework notes that this enables enhanced programme analysis, allows for cross-departmental, national, regional, and global analysis, improves prioritisation, enables inclusive programming, enhances AAP, demonstrates suitable data mechanisms to donors, and addresses donor requests concerning priority groups. The framework sets minimum requirements to disaggregate by sex, age, and disability, and recommends additional granularity when required by programme needs. It provides guidance on using SADDD throughout the results-based management cycle. The framework is targeted to operational programmes – Health, Protection, Economic Security (ECOSEC), Weapon Contamination (WeC) and Water and Habitat (WATHAB) – plus units such as Accountability to Affected People (AAP) and Resource Mobilisation (REM). However, in interviews ICRC staff were clear that more work was needed on collection and aggregation of disability related data.

Minimum disaggregation requirements usually include listing sex as male, female, and other; using at least four age groups 0-4, 5-17, 18-49, and 50+; and listing of yes vs no for disability. At the individual level, a greater level of scrutiny is asked for all (sex includes 7, 47, 73, 154, 159, 173, 323 prefer not to say; age asks for DOB; disability includes questions about difficulty in completing a given task or activity. Data is disaggregated with this higher level of scrutiny help target individuals or groups in need of ICRC support, enhance quality of monitoring data, and allow ICRC staff to better understand needs of key demographics when designing interventions and identify if target groups are equally satisfied with the ICRC's interventions.

At field level, categories of vulnerable populations – women, women-headed households, people with disabilities, and children – are defined prior to assessment in order to make sure that the information collected, often through focus group discussions with communities, has representation from these most vulnerable categories of people.

A relatively low 55% of survey respondents agreed that the ICRC's results reporting sufficiently captures gender-related outcomes and includes disaggregated data, where such results intersect with protection risks, access to services and International Humanitarian Law obligations.

Data disaggregation by age and sex is collected consistently by individual métiers, but this is not the case with disability data, although the organisation has multiple examples of providing services and results for persons with disabilities. In the South Sudan delegation, long term rehabilitative services are provided to people affected by conflict. ICRC staff note that persons with disabilities remains the most challenging category to include. In addition to data collected by ICRC-led assessments, information is gathered from local actors including authorities, civil society and community representatives to include in programme design and consideration. All data shared through ICRC official reports is quality checked by the data team sitting in métier data teams (sitting in

Operations), the Ops Analytics and Reporting team (sitting in DTD as of 2026) and REM and the figures appear in the mid-term and annual reports. It is directly linked to the MfR (Monitoring for Results) reporting frequencies where delegations report on the beneficiaries that have been reached for specific programmes.

In South Sudan, for example, the delegation has a disability road map, supported by a disability inclusion advisor, which includes the ICRC's Vision 2030 on disability, and is at approximately 50% implementation rate. The objective is to ensure that cross-métier and cross-organisational tools and systems are used to support those with a disability. Nigeria offers a direct and clear example of such integration across métiers, where the Physical Rehabilitation Programme (PRP) team supported the design and implementation of an EcoSec micro-economic initiative. There are early plans for the PRP team to extend its role to provide inclusion support across delegation departments in Nigeria. This could be an important point of engagement for shaping and supporting tools and resources for inclusive programming.

The survey found that 69% of respondents agreed that the ICRC's reporting is timely and of high quality, with clearly articulated results. Global and country level feedback on the ICRC's reporting was positive overall. Stakeholders noted that the ICRC provided briefing information on an ongoing and often proactive basis and appreciated that the organisation has diversified the forums through which it reports from global to country level. Stakeholders also recognised that the ICRC provides additional information when possible as part of its external bilateral engagement, including at pace in emergency operational contexts.

Both donors and partners found that the ICRC provides good in-country level analysis and reporting and that delegations are active participants in donor working group. Delegations can also be in some IASC HCT meetings but tend to work bilaterally between agencies to share more detailed operational information. Donors found ICRC delegations to be willing to share information, including on occasion sensitive information, to ensure appropriate planning, responses and accurate analysis of the operating context and humanitarian needs. This included reporting of humanitarian concerns in harder to reach areas where other actors such as IOM, UNHCR or WFP may not be present or have less capacity and engagement with parties to the conflict.

7.3.2 The ICRC has taken deliberate steps to support lesson learning and create a more open culture to speak openly on 'failure'. The PMT system collects information on targets being on or off track, but there is less evidence how the ICRC systematically addresses off-track implementation, including revision to milestone targets especially through the PMfR process alongside monitoring and learning reviews.

Staff report that lesson learning is a cross-cutting theme within the organisation. A "Leveraging Learning" group brings staff from different departments together every quarter to share and disseminate any important updates and initiatives, which includes internal audit, the evaluation unit, any key lessons learnt exercises from security and operations, the crisis response unit and business continuity, as well as any issues linked to data protection and risk. The Economic Security Department was reported to produce more dedicated lesson learning through programme reviews. See also element 2.1.3 on building in debriefing sessions to field-level activities, to foster discussion around the complex dilemmas of operationalising humanitarian principles, and initiatives such as 'Our Shared Dilemmas', which creates space to discuss a real-life examples and challenges. Such activities create opportunities to also speak about 'failures'.

Programme evaluations and reporting clearly articulate when a programme's objectives are or are not met in the report's prose analysis and provide recommendations for future action to resolve any operational breakdowns that may have occurred over the course of a project. This is true across both internal and external evaluations, assessments, and reports.

Additionally, the PMfR process includes quarterly review of general objectives and specific objectives through indicators that are measured against a baseline quantitative or qualitative measurement for a given output. Staff are encouraged to report on milestone achievement and any reason for a change. The quarterly review looks at the difference between the baseline and present-day measurements compared against a goal for the output within a planning year. A progress flagging system is used on the status of an objective using a traffic light system to provide an overview of progress. Once all the indicators listed under an objective are completed, the objective is turned green. It is unclear if an objective is labelled red when it is far "off-track" from a target, as some specific objectives in various Monitoring for Results (MfR) documents have seen negative progress, but remain marked as amber.

In a following year's iteration of Planning for Results, delegations consistently build upon metrics reported as amber in the previous quarter's MfR, suggesting continuity in programme planning and a continued effort to resolve objectives that are not met as planned within the one-year picture. Dashboard data from the Project and Activity Management portal, developed from a 2021 initiative for results monitoring, show raw data for key results, but do not have a flag integrated into the user interface to identify when a specific metric is off target.

7.3.3 The ICRC provides visibility where it deems it appropriate to do so but is sensitive to operational contexts where the use of donor funding might be sensitive.

At the highest level, ICRC demonstrates a high degree of transparency with its finances, clearly articulating amounts for all funding streams, assets, and capital, describing in detail its capital management strategy in each year's financial report annex of the ICRC annual report, and outlining disbursements by each country and region while flagging the key activity funding is tied to.

At the programme level, narratives on progress in MfR documents consistently note changes in funding, specific inflection points regarding funding where the situation has changed and oftentimes will note delegation-specific funding when relevant. Clarity around amount of funding is rarely clearly stated. Some MfR documents note specific impacts from the loss of US funding, and clearly flag where shrinking funding has created greater insecurity. MfR documents routinely highlight how operations continue in the wake of funding constraints, but funding figures are not mentioned within these documents.

The assessment did not identify any dissatisfaction from donors with the ICRC's use of visibility.

MI 7.3 Evidence confidence

Medium

MI 7.4: Performance data transparently applied in planning and decision-making	Score
Overall MI rating	2.75
Overall MI score	Satisfactory
Element 1: Planning documents are clearly based on performance data	3
Element 2: Proposed adjustments to interventions are clearly informed by performance	2

data	
Element 3: At corporate level, management regularly reviews corporate performance data and makes adjustments as appropriate	3
Element 4: Performance data support dialogue in partnerships at global, regional and country levels	3
MI 7.4 Analysis	Evidence documents
7.4.1 The ICRC's planning documents are based on performance data but are stronger on the use of input and output level data than outcomes and impact. The organisation generates its own data, and coordinates with National Societies on additional information to reflect funded areas of cooperation which produces the information on its output level results. It has a well-established annual Planning for Results (PfR) process, supported by a mid-year reporting cycle, through which data is collected on performance against targets. Significant assessment and risk management information is provided to inform operational delivery and expected results. There are examples of evidence being taken through the PAM system into PMfR reporting processes, but it is not clear to what degree this is fully systematised or mandatory at an organisational level. While input and output level activity planning and reporting are good, there is less available corporate-level guidance on how to connect these data points, or levels of information (i.e., from output level to impact level) in a logical framework at the outcome level. This may hinder the ICRC's ability to review overall performance against set targets towards the impact level of reporting. Individual métiers have initiated tailored guidance, to compliment that of the PMfR: including self-assessment of current A&E activities, determining how these activities are planned and the main gaps and priorities in the coming 12 months. The self-assessment focuses on several activities, which reflect a comprehensive approach to needs assessments, beneficiary targeting and selection, registration and management, monitoring and accountability, situation monitoring, evaluation and learning, analysis and reporting, tools and human resources. Of the respondents to the MOPAN survey, 72% agreed that the ICRC prioritises a clear results-based approach, for example when engaging in policy dialogue or planning and implementing interventions. The ICRC uses performance data from several sources which include but are not limited to: • Post-distribution monitoring • Direct site visits, including observational assessment or review • Community and/or beneficiary feedback systems and processes. These allow targeted programme recipients, in particular those receiving assistance, to call the ICRC to share information and ask questions. This is particularly useful in situations where remote monitoring is needed. The ICRC manages the equivalent of a customer relations systems connected to an ICRC held data base from where information can be reviewed. • Direct and non-direct distribution tracking. Monitoring information is inputted on a quarterly basis via the MfR, providing information on performance against agreed targets using a traffic light system of red, orange and green flags.	2, 39, 40, 87, 88, 159, 288, 289, 290, 291

7.4.2 A well-established process is in place to enable the input of performance data into planning. The link between performance data and adjustments to interventions is however not automatic. High-level results are reported on a quarterly basis which is aggregated to inform future planning documents.

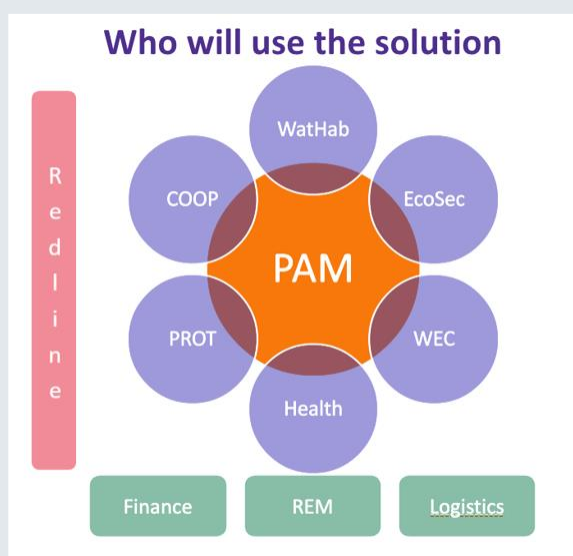
The assessment found less information of the degree to which the ICRC is using its monitoring and results data to make corrective action during the same performance year. However, there are a few clear examples of adjustments made mid-year or from quarter to quarter based on emerging monitoring evidence. For instance, in one delegation, post-distribution monitoring revealed a strong beneficiary preference for cash over in-kind assistance, which led to a swift shift to cash-based distributions in subsequent quarters. In another delegation, frontline PDM findings from 2024-25 informed an operational change within the same programming cycle, with winterisation support moving from in-kind assistance to cash. The examples demonstrate how monitoring data can directly trigger timely programme adjustments.

Strategic documents, including guidance from the Analysis and Evidence team, does provide clear instructions on utilising the performance information collected, although the assessment identified less routine evidence of data resulting in amended or corrected milestones. The instructions include guidance on the importance of sharing insights with field staff, the community, partners, donors, and communications teams. There are also instructions that internal reporting should be conducted with a view to sharing performance data, through the creation of external reports to inform stakeholders of the ICRC's performance to ensure stronger accountability.

The degree to which performance data is actually shared externally depends on the métier. EcoSec is the clear leader among the operation métiers on producing guidance, reporting and demonstrating the use of performance data. It uses templates developed for strategic planning at the delegation level as well as capacity assessments which are made available for staff to use before the beginning of a project. At present it seems as though the use of performance data is yet to be fully systematised across the ICRC.

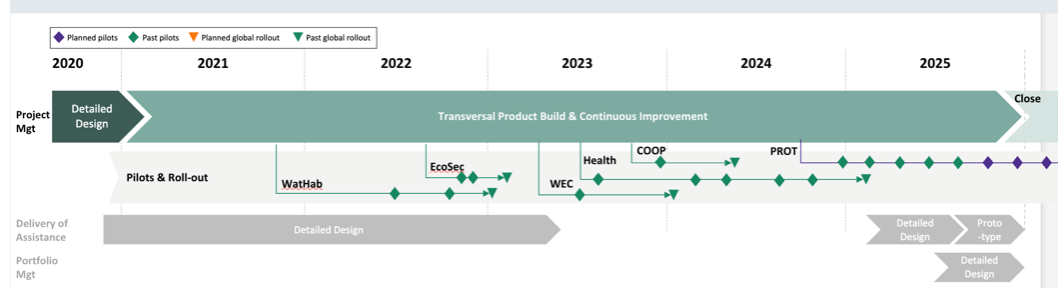
7.4.3 The ICRC continues to strengthen corporate reporting, including a commitment to transparent results reporting. PAM dashboards are designed to integrate the results and work of six different operational métiers. Clear monitoring data has so far been rolled out across five key métiers, including EcoSec, WatHab, Weapon Contamination, Health, and Cooperation, with the goal of rolling out the dashboards for the Protection métier in 2025-26.

Figure 16. PAM users



Source: ICRC Project and Activity Management (PAM) – In a Nutshell, internal document

Figure 17. Example of a multiyear project delivering the PAM product



Source: ICRC Project and Activity Management (PAM) – In a Nutshell, internal document

The PAM dashboards are designed to track the organisation's results towards both specific and general objectives. Risk assessment is part of the dashboard reporting. A specific datapoint can be logged to an activity, and to a desired output within PAM that contributes to an element of a specific objective from the Planning for Results system. It is the completion of these elements of a Strategic Objective (SO) or General Objective (GO) in the PMfR that are flagged to determine if the organisation is achieving its goals.

The introduction of PAM dashboards has allowed for data-backed monitoring to be rolled out across the organisation. In addition, tableau transversal dashboards integrating operational programmatic data with other key data points have brought significant visibility on the evolution of targets and achievements across time. This provides a forum to review challenges, bottlenecks and opportunities and take decisions on amendments or corrections.

7.4.4 The ICRC uses its performance data to support dialogue in partnerships. It has a unit established to extract and distribute reporting to different audiences based on their information needs, areas of interest, and agreed reporting requirements. The unit engages across the organisation and works with regional and country delegation level structures to obtain and help translate, or package operational information. There was good

overall feedback from external stakeholders on the ICRC's dialogue in different forums, including national governments, actors and technical partners consulted.

As covered in element 3.2.4, the ICRC recognises the need to provide strong reporting and oversight for accountability drawing on its operational performance. Relationship managers are assigned to different donors and are responsible for maintaining the relationship and addressing the needs and requirements of the donor. Ongoing dialogue and long-standing relationships with the ICRC's traditional donors mean that these relationships are characterised by a level of trust, which is of help to the ICRC when it negotiates on issues such as reducing the earmarking of funding.

Complementary and bilateral discussions are supported at national, regional and global level across the range of actors with which the ICRC operates. These bilateral discussions are particularly welcome by partners, where the ICRC can share more contextual and detailed operational information tailored to specific audiences and partners, including for instance the Donor Support Group (DSG). The ICRC has introduced the use of dashboards produced for senior leadership to review progress against institutional targets on a quarterly basis. The organisation shares results from its operations during DSG meetings as well as providing thematic updates, which has been working well according to key informant interview feedback to gain greater insight and granularity on the ICRC's performance.

The South Sudan delegation received significant positive feedback from fulfilling this dissemination role, for example, which has enabled donors to meet their own ongoing monitoring and reporting needs through strong local proximity to the organisation. This included positive reports of regular engagement in the established IASC Humanitarian Country Team (HCT) and directly with a range of humanitarian and donor agencies on the activities ICRC was delivering and therefore results of in real time.

Guidance from the Analysis & Evidence Unit has specifically noted the importance of creating a plan for disseminating performance data and trends to key external stakeholders and partners, as a means to fulfilling the ICRC's accountability requirements and serve as a responsive partner.

MI 7.4 Evidence confidence

Medium

KPI 8: The MO applies evidence-based planning and programming

KPI 8: The MO applies evidence-based planning and programming	KPI score
Satisfactory	2.54

The ICRC has been consciously strengthening how it generates, uses, and safeguards evidence and data to inform its humanitarian action, illustrating a transition in the organisation's culture of results-based management. The evaluation function is young, having gained its institutional footing only in late 2021. However, since its inception, the Evaluation Office has had a clear intent to professionalise and embed a culture of evaluation across the organisation. Formal safeguards for structural independence remain limited given that the Evaluation Office sits within the Director General's Office. On balance, however, this structure has positive consequences, as it increases the extent to which senior leadership are explicitly engaged with evaluation findings. In practice, there is de-facto autonomy with ringfenced funding and defined selection criteria for assessments, which has allowed the office to operate with credibility even in its first few years of existence.

Currently, the evaluation office plays a managerial and stewardship role within the ICRC. It oversees centrally managed evaluations, provides quality assurance to decentralised evaluation exercises and enforces coverage when areas risk going unevaluated. A structured approach requiring evaluability

assessments, reference groups, management responses, and ethical reviews demonstrate a culture of rigor within the office. While the organisation lacks crucial codified independence, there is no evidence of interference in evaluation findings, and externally conducted evaluations are made public in line with the organisation's Access to Information Policy (subject to security considerations). The volume of published evaluations is modest, but management responses are increasingly being tracked, suggesting that evaluations are truly being used for learning, not simply as compliance mechanisms. The clear goal of the evaluation function is to embed a culture of evaluation within the ICRC.

Alongside evaluation, monitoring systems are supporting evidence-based planning and adaptive management across the organisation. Operational métiers have been historically highly separated in their work, but monitoring has been progressively integrated over the past five years through the Project and Activity Management (PAM) tool. PAM represents a significant investment in a culture of results-based management, with the consolidation of data across sectors enabling more reliable reporting. PAM links monitoring data to the PMfR system, allowing for high levels of data disaggregation and creating a clear performance signalling system when used to its full effect. The key issue the ICRC is facing is that tools are not yet systematically used across all delegations, and this includes PAM. Integration between PAM and performance reporting is also still rather uneven. There is a deliberate move towards organisation-wide coherence at the ICRC, but this culture is still materialising.

Evidence use must be evaluated with mindfulness of the ICRC's operating realities. The ICRC, even before its monitoring and evaluation functions were expanded, held a strong track record for success, and a reputation as a trusted actor. The contexts in which the ICRC operates are oftentimes highly sensitive, conflict-prone and fragile environments where monitoring data can be expressly difficult to collect and maintain. However, as delegations increasingly rely on remote management and partnerships with National Societies and local actors, particularly in high-risk or access-constrained environments, reliable monitoring and adaptive decision-making will continue to be key to the organisation's success. The ICRC's efforts have clearly acknowledged the crucial role cross-cutting and organisationally integrated monitoring data will play in ensuring that reliability.

MI 8.1: Evaluation functions are independent and effective in driving accountability and learning	Score
Overall MI rating	Satisfactory
Overall MI score	2.83
Element 1: The corporate evaluation function is independent (managerially, financially and operationally) from other functions.	3
Element 2: The head of evaluation has structural independence and reports directly to the governing body of the organisation	3
Element 3: The evaluation office has full discretion in deciding the evaluation programme	3
Element 4: Evaluators are able to conduct their work during the evaluation without undue interference by those involved in implementing the unit of analysis being evaluated (behavioural independence)	3
Element 5: There is evidence that evaluations are being considered seriously and that recommendations are being implemented on a timely basis	2
Element 6: Evaluations are systematically publicly available	3
MI 8.1 Analysis	Evidence documents
8.1.1 While the corporate evaluation function is not managerially independent, it has a separate budget. Evidence across all interviews on the ICRC's evaluation function conveyed a consistent sense of the intent to keep the function independent. The Evaluation Strategy sets out that the evaluation function is	24, 63, 113, 114, 136, 150, 152, 302, 303, 356, 365, 438, 439, 422

independently positioned and funded, and since 2022 this independence has also been reflected as an indicator in the PfR. This is further reinforced in practice, with staff consistently describing that this is the case.

The ICRC Evaluation Office sits in the Director General's Office. ICRC staff stated that there is a clear aim to keep evaluations impartial and objective and that the Evaluation Office's reporting line to the Executive Office of the Director General was a net positive, in that the ICRC's senior management were engaged in evaluations and their findings.

The evaluation function is relatively new. The Evaluation Office was established with the stated aim to incorporate the function across the organisation by the end of 2024. In its evaluation strategy, the ICRC acknowledges poor performance on independence of the evaluation function prior to 2022, with an explicit aim to improve this by 2024.

The ICRC has a clear and appropriate set of nine criteria which are required to be in place to support high-quality independent evaluations. These include an evaluability assessment, a reference group which reviews the evaluation process and final report, and a commitment to review progress of recommendations agreed in the management response.

The Evaluation Office serves as the evaluation manager for centralised evaluations. It is included in the reference group and provides quality assurance for evaluations managed by other teams. The Evaluation Office can directly commission centrally managed evaluations and support or develop methodologies for both centralised and decentralised evaluations. The Office also chairs a Steering Committee with other ICRC staff to include views from other parts of the organisation into evaluation practice. The Directorate is informed of final evaluation plans, and the Evaluation Office only goes to the ICRC Assembly if there is an issue that needs to supersede the DG.

The ICRC has a consistent, ringfenced stream of funding for evaluations, which is an important means to protect its independence. The ICRC's overall evaluation budget across the organisation meets the target set of 0.3% of the ICRC's budget (according to the 2024 Review of the Implementation of ICRC's Institutional Strategy 2024-27, p.28), but it should be noted that this target is relatively small, compared to other multilateral organisations.

8.1.2 The Head of the Evaluation Office does not have structural independence. Their reporting line is to the Office of the Director General (ODG) and not the Assembly. The ODG hires the Head of the Evaluation Office, validates the evaluation plan and selection criteria, and approves the Evaluation Office budget and staffing structure. While the ODG is the line manager for the majority of activities, a process exists for the Evaluation Office to present information from evaluations directly to the Assembly without ODG involvement.

8.1.3 The Evaluation Office has discretion in deciding the evaluation plan, but the ODG must be informed. Section 4.5 of the Evaluation Strategy sets out the evaluation selection criteria used to identify evaluations to be included in the workplan. This includes a set of sound criteria for an impactful evaluation workplan:

- Significance and strategic relevance
- Utility
- Organisational commitments or requirements
- Evaluability
- Timeliness

- Contribution to risk management.

Responsibilities for deciding on evaluation coverage lie with the commissioning units, which can be delegations, departments, or the Evaluation Office. However, the Evaluation Office has significant authority to ensure that the issues and geographies it considers in need of evaluation are covered. Coverage can be enforced by the Evaluation Office in situations where evaluation has not taken place in a reasonable amount of time. The Evaluation Office has the authority to determine its evaluation plan and to initiate centralised evaluations on any relevant organisation areas. Evaluation plans are technically subject to an approval from the Directorate, but there is little evidence to show erosion of the Office's independence in determining its evaluation plan.

8.1.4 There is no evidence to suggest that evaluators are subject to interference, and evidence from interviews confirms a strong commitment to the independence of the evaluation function, recognising the link between independence and credibility. There is, however, no explicit language or policy to codify how this is managed. The Evaluation Strategy states that recommendations from evaluations are developed through a process “managed in a way that does not compromise the independence of the findings and conclusions”. There are clear efforts to make sure that evaluations meet the highest ethical standards. This includes the use of an Ethics Review Board.

8.1.5 The ICRC has relatively few published evaluations, but the evaluation strategy demonstrates a desire to embed evaluation practice into the broader work of the organisation. Interviews reveal a perception that evaluations are becoming accepted as part of the ICRC's way of doing business, and staff confirm that project and programme level evaluations have been commissioned to generate specific learning and lessons. Progress was slowed during the financial crisis of 2023, when funding for evaluations was reduced. A clear focus on ‘learning’ over ‘accountability’ has helped the nascent function gain traction. Of all the evaluations completed in 2025, 84% had a formal management response.

There is encouraging evidence that recommendations are being taken seriously and acted upon. At headquarters, findings generated from an evaluation were used to restructure the Forensic strategic plan presented to the Delegation. Separately, the Analysis and Evidence team in one delegation has since 2022 developed a database capturing lessons learned and recommendations from evaluations, monitoring and third-party monitoring, with evidence of these feeding into programme adaptations. It is also worth noting that where a formal evaluation is not feasible, the Evaluation Office has offered “Strategic Peer Exchange” in which an external facilitator brings together internal and external peers to address specific questions or problem statements, ensuring that evidence-informed deliberation remain possible in the absence of a full evaluation.

Management responses are now developed before the finalisation of evaluations, through participatory co-creation workshops involving members of the evaluation advisory group and wider internal stakeholders. This approach appears to have had a tangible effect on uptake.

Evaluations with a management response each have individual management response spreadsheets, setting out the recommendations, timeframe for implementation, and a monitoring framework whereby the evaluation commissioner and evaluation office jointly discuss progress after three and six months. This process also serves as an opportunity to reflect on whether recommendations were realistically implementable.

There are however limitations in the infrastructure supporting timely implementation. While a management information systems listing all evaluations is in place, the platform does not yet include a dashboard for tracking recommendation implementation.

8.1.6 The reports of all externally conducted centralised or decentralised evaluations are shared publicly (on the ICRC website), as per the ICRC's Access to Information Policy. The Evaluation Strategy sets out a process wherein lessons learned from implementing evaluations as well as the relevant findings from evaluations are included in reports by the Evaluation Office to the EODG (and the Directorate) and to the Assembly once per year. Evaluation reports are made public following an internal dissemination procedure, except for evaluations with content that threatens the rights or security of individuals holds any risk of or compromising the safety and security of ICRC operations. In these cases, only the Executive Summary is made publicly available.

MI 8.1 Evidence confidence

High

MI 8.2: Monitoring systems generate high-quality, useful performance data	Score
Overall MI rating	Unsatisfactory
Overall MI score	2.25
Element 1: A monitoring system exists to identify poorly performing programmes and operations	2
Element 2: Appropriate remote management systems are in place, where applicable	3
Element 3: A process for addressing poor performance exists, including clear overall responsibility to take action, with evidence of its use	2
Element 4: Lessons from monitoring are systematically integrated into programme adaptations	2
MI 8.2 Analysis	Evidence documents
8.2.1 Monitoring systems within the ICRC – including collection and aggregation of monitoring data – exist within individual métiers and within delegations due to the ICRC's decentralised nature. Since 2022, these have become increasingly integrated through the launch of the Project and Activity Management (PAM) tool. PAM is an RBM-based database and dashboard for monitoring data across the ICRC. PAM planned to serve as a project and portfolio management software, customer relationship management (CRM) system for beneficiary and organisation management, and enterprise resource planning (ERP) system for delivery of assistance. It was initiated to solve issues around fragmentation of RBM practices across metiers, low-quality data and access and reliance on manual processing of data. PAM has integrated the work of key operations métiers into a single database for monitoring data. The pilot was first launched within the Water and Habitat (WATHAB) métier, followed by Economic Security (EcoSec), Cooperation, Weapon Contamination (WEC), and Health. The Protection métier has begun rollout of the PAM system at the end of 2025. Examples include, in one case, a cross-delegation A&E database has been developed since 2022 to systematically capture lessons learned and recommendations from evaluations, internal monitoring, and TPMs. The metier-specific tools such as Hospital Critical Incident Reporting with supported health facilities provide more métier-specific monitoring system. Currently, PAM exists only as a project management platform, with a delivery of assistance and portfolio management workstream eventually stopped after being placed on hold in 2023 due to budget cuts within the ICRC. Monitoring data from PAM assists in the generation of more accurate statistical reports on a quarterly, and ad-hoc basis, and	

87, 88, 89, 90, 91, 92, 93, 94, 95, 96, 418, 419

is fully integrated within the PMfR system to ensure results are integrated into planning. Data captured in PAM monitoring is categorised across multidisciplinary themes and portfolios, with data looking at domain, beneficiary type, geography, level of aggregation/granularity, etc. to help contextualise captured data. Dashboards created in PAM allow monitoring by region, and often by country, but these are not in place systematically across the organisation. There is no evidence demonstrating how these dashboards are used, or if they are used to monitor and correct poor performance.

8.2.2 The ICRC has appropriate remote management systems in place. ICRC staff have access to an ‘Analysis and Evidence toolkit’, which has guidance, tools, templates, examples, and resources to help delegations strengthen evidence-based decision-making and monitoring. Other key resources include the Remote Data Collection for Food Security and Economic Vulnerability PART 2 Implementation Guidelines and the Remote Management of Affected People Lessons Learned and Implementation Guidelines. Assessments are considered separate from evaluations. They are seen as part of monitoring practice – the collection and analysis of data for an ongoing or forecast decision before an action is taken. Some standard monitoring forms, situational monitoring and early warning guidance are in place. These do not appear to be systematised across the organisation but rather exist in a dashboard that is rarely referenced in day-to-day activities.

The ICRC’s mode of operation relies on proximity to affected populations. Remote management is employed in situations where access is impossible or intermittent. Remote implementation of projects is normally undertaken in partnership with the respective National Society. As delegations downsize, an increasing number of activities are being implemented in partnership with National Societies, via remote support and periodic site visits rather than consistent direct presence.

In interviews, delegations in conflict affected contexts noted that they use remote management systems with national NGOs and community organisations across métiers, including protection. In contexts with increased risk related to on the ground interventions, “Agile Operating Models” are being piloted, testing security, acceptance, financial accountability and risk when working in highly restricted environments.

8.2.3 While individual delegations demonstrate the ability to correct poor performance, this is not systematised through an organisation-wide strategy or process as yet for addressing performance that consistently fails to meet strategic objectives. Delegations have commissioned lesson learning and evaluation exercises which contribute to improved performance. The Monitoring for Results (MfR) system includes a clear colour system for identifying poor or lagging performance. Within the MfR’s general and specific objectives, individual indicators are measured against a baseline and end of year goal. Each quarter, a snapshot is taken of progress on individual indicators. When indicators for an objective are lagging behind the end of year goal, an objective is flagged amber. Once all indicators meet their stated goal, the objective is flagged green. Evidence presented across a series of MfR documents from delegations over the course of the review period show no examples of an indicator being flagged as ‘red’ rather than ‘amber’, even in cases where progress towards performance targets has regressed. It is unclear how performance towards indicators lagging behind targets in a specific MfR period is corrected. Evidence from documents has not clearly outlined a process by which the ICRC triages the reason for which an indicator has underperformed its target within a quarter.

8.2.4 Beneficiary monitoring data captured through the PAM system is integrated into the PMT systematically for WatHab and EcoSec. WeC are also beginning to use this integrated reporting, but this is not yet fully systematised across all delegations. Since 2023, some delegations have begun to cite data from the PAM system in their PfR narrative progress reports. Documents demonstrate discussions of piloting and integration of PAM data into PfR systems, but data is yet to be cited in any subsequent PfR documents.

Other significant monitoring and adaptations also take place, outside of PAM. Dedicated in-depth monitoring exercises are conducted, delegation-wide monitoring of multiple sources takes place, and métiers conduct and produce quarterly monitoring reports that feed into programme adaptations for the following quarter. In one context, recommendations from the CTA Advisory Unit during the delegation closure process, combined with internal monitoring jointly undertaken with the authorities, helped shape shared implementation approaches and strengthen follow-up of key findings. In one delegation, post-distribution monitoring highlighted a clear preference among communities for cash over in-kind assistance, which led to a shift in modality and the rollout of cash distributions in subsequent cycles. In another delegation, frontline PDM findings supported a transition from in-kind assistance to cash for winterisation support, while in-depth monitoring of an agriculture programme prompted adjustments to kit composition and overall design. In another delegation, monitoring and evaluation work showed that involving parents and caregivers could significantly strengthen outcomes, leading to a revised, more integrated approach that combined caregiver support with youth vocational training to better support household resilience.

MI 8.2 Evidence confidence

Medium

Results

Achievement of relevant, inclusive and sustainable contributions to humanitarian and development results are achieved in an efficient manner

Limitations of this exercise, a note on the Results KPIs (KPIs 9-12)

This analysis is based on results findings from a sample of ICRC evaluations from 2021 to 2025. As noted in KPI 8, the ICRC's evaluation office was only created in 2021. The MOPAN assessment team has not conducted any results assessments directly nor undertaken a review of the quality of the evaluations as this is outside the parameters of the assessment, but instead relies on existing results data, where evaluations of the data were conducted by the ICRC's evaluation office. There are linkages with the ICRC's results-based management system to extract data though, including use of information from the project management system though no formal linkages to the findings generation by the office.

Evaluations and Annual Reports were selected to provide insights into the results of the ICRC throughout the review period. At the time of writing, the ICRC was conducting a Central Assurance Agreement (CCA) – an assurance-focused assessment – in coordination with two donor governments (i.e., the UK and Australia) which was not shared with the assessment team. The selected evaluations include internal centralised and decentralised evaluations, as well as multiple publicly available evaluations of the ICRC's work across multiple geographic contexts, fragile and conflict-affected zones, métiers, and scales of delivery. Once assessed for diversity in the evaluations selected by the above chosen factors, the 17 selected evaluations were done so as a random sample from available evaluations in the review period.

Results

KPI 9: Development and humanitarian objectives are achieved and results contribute to normative and cross-cutting goals

KPI 9: Development and humanitarian objectives are achieved, and results contribute to normative and cross-cutting goals	KPI score
Satisfactory	2.88
Evaluation evidence of the ICRC indicates that organisational objectives, linked to either the institutional strategy or programmatic ones, are largely met, with fourteen of seventeen evaluations and recent Annual Reports depending on what was being evaluated. Therefore, confirming achievement of intended results, particularly at the programme level. Short-term objectives are frequently realised, even in the midst of capacity and access constraints. The ICRC's technical expertise is consistently valued by national counterparts. However, performance is contextually nuanced. In some settings, unclear long-term strategies, muddy exit plans, staffing gaps, and misalignment between institutional strategies and field realities have constrained coherence, replicability, and sustainability of achieved results. Variability in monitoring, evaluation, and learning systems has in some contexts further limited the strength of the evidentiary base that links outputs to systemic policy-level transformation. The ICRC has also demonstrated meaningful, albeit uneven contributions to normative and cross-cutting goals through its work. Protection outcomes are a clear strength, particularly for detainees, displaced persons, and individuals facing heightened risk of abuse. Gender considerations are increasingly institutionalised at an operational level, and contributions to child protection, public health, and disability inclusion are visible, with the ICRC serving as a leader in child protection. Environmental and climate considerations are more unevenly articulated, with growing recognition of the strategic importance of an integrated climate focus but limited systemic integration. Overall, the ICRC's interventions frequently generate tangible and protection-relevant outcomes for vulnerable populations. Clearer strategic alignment and more consistent measurement of outcomes would further enhance assurance that results contribute coherently to long-term normative and cross-cutting objectives.	
MI 9.1: Interventions assessed as having achieved their objectives, and results (analysing differential results across target groups, and changes in national development policies and programs or system reforms)	Score
MI rating	Satisfactory
MI score	3.00
4. Highly satisfactory: The organisation achieves all or almost all intended significant development, normative and/or humanitarian objectives at the output and outcome level. Results are differentiated across target groups. 3. Satisfactory: The organisation either achieves at least a majority of stated output and outcome objectives (more than 50% if stated) or the most important of stated output and outcome objectives is achieved 2. Unsatisfactory: Half or less than half of stated output and outcome level objectives is achieved 1. Highly unsatisfactory: Less than half of stated output and outcome objectives has been achieved, including one or more very important output and/or outcome level objectives	
MI 9.1 Analysis	Evidence documents

Programme-level objectives are consistently met by ICRC interventions. However, the pathways through which results were achieved were not always optimal or replicable. Several evaluations document meaningful positive change in the lives of beneficiaries, supported by sound needs assessments and contextually grounded interventions. Where programmes combine strong situational analysis, targeted assistance, and sustained engagement with stakeholders, results are more consistently achieved and perceived as transformative by affected populations.

Fourteen of 17 evaluations and the 2024 and 2023 Annual Reports found that the interventions had achieved their objectives. The extent to which the ICRC's interventions have met their stated objectives are mixed, but contextually nuanced. In several operational settings, short-term objectives were largely realised despite significant capacity constraints, and the organisation's technical input was clearly valued by national counterparts, particularly within detention-related engagement in specific contexts. At the same time, evaluations found that the absence of clearly articulated long-term strategies, withdrawal criteria, and exit agreements limited the sustainability and strategic coherence of achieved results in other contexts. Staffing gaps, system limitations, and partial misalignment between programme design and contextual realities can reduce overall effectiveness. Monitoring and evaluation arrangements are at times overly ambitious relative to available resources and insufficiently focused on strategic learning. Stronger partnership modalities, clearer project management structures, and more context-sensitive implementation approaches could have enabled similar or improved outcomes with greater efficiency and sustainability in some projects. These evaluation findings point to variability not only in achievement of results, but also in the quality and institutional learning derived from programme delivery.

In certain thematic and geographic portfolios, achievement of objectives was assessed as partial or insufficient. The Regional Strategic Framework in Africa, for example, was found to require substantial redesign, reflecting a broader institutional tension between field-driven operational responsiveness and centrally defined strategic prioritisation. Delegations reported uncertainty regarding organisational priorities in the context of budget reductions and evolving interpretations of the core mandate. Such misalignment limited the coherence of results across operations and reduced the likelihood that achieved outputs would contribute to consistent protection outcomes or systemic reform. Recommendations to redefine scope and strategic direction underscore the need for stronger institutional clarity to support meaningful achievement of objectives.

Sector-specific analysis, particularly within EcoSec programming, shows more positive contributions to protection risk reduction where assistance activities were closely aligned with primary humanitarian needs. Nevertheless, conceptual ambiguities, including differing interpretations of protection outcomes and protection risk reduction, and inconsistent documentation within monitoring, evaluation, and learning systems, constrains results. High-level theories of change were not consistently translated into activity-level design, limiting the capacity to demonstrate differential outcomes across target groups or to link programme achievements to broader policy or system-level transformation. Tangible benefits for affected populations are evident in some contexts, but the evidentiary basis for systemic impact is not fully clear.

47, 320, 321,
322, 323, 324,
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328, 329, 330,
331, 332, 333,
334, 335, 336,
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Operational preparedness and crisis response capacities also influenced the degree to which objectives were achieved. Limitations in translating early warning information into timely operational readiness highlighted institutional gaps in anticipatory action beyond existing preparedness frameworks. As illustrated by the response to a recent rapid-onset conflict, significant delays sometimes occur with internal processes, and in some cases the ICRC has deployed inadequately matched staff profiles to conflict and sensitive contexts with major negative implications. The ICRC must continue to improve upon its ability to source and match staff profiles for rapidly evolving crises to move the right staff to the right places. At the same time, dialogue with interlocutors remains a strength of the ICRC and has proved critical in enabling humanitarian access and operational relevance once crises emerged. These findings emphasise that achievement of objectives is closely tied to organisational agility, workforce readiness, and continuity of engagement.

MI 9.1 Evidence confidence

High

MI 9.2: Interventions assessed as having helped improve gender equality and women's empowerment

Score

MI rating

Satisfactory

MI score

3.00

4. Highly satisfactory: Interventions achieve all or nearly all of their stated gender equality objectives

3. Satisfactory: Interventions achieve a majority (more than 50%) of their stated gender objectives

2. Unsatisfactory: Interventions either lack gender equality objectives or achieve less than half of their stated gender equality objectives. (Note: where a programme or activity is clearly gender-focused (maternal health programming for example) achievement of more than half its stated objectives warrants a rating of satisfactory)

1. Highly unsatisfactory: Interventions are unlikely to contribute to gender equality or may in fact lead to increases in gender inequalities

MI 9.2 Analysis

Evidence documents

Across the body of evaluative evidence reviewed, the extent to which the ICRC's interventions contribute to improvements in gender equality and women's empowerment is mixed. Several assessments note the absence of an explicit gender focus or systematic gender integration, with some evaluations identifying gaps in addressing the needs of groups without specific protection risks but who nonetheless face differentiated vulnerabilities. In these instances, gender considerations were either minimally referenced or entirely absent, limiting the ability to determine whether interventions produced meaningful or sustained gender-related outcomes.

However, at the operational level, a number of evaluations point to procedural and programmatic measures aligned with gender-responsive practice. These include the deployment of gender-balanced teams, use of gender-matched key informant interviews where appropriate, and the collection of sex-disaggregated data. Programme delivery and institutional reporting also routinely includes a gender perspective, and often tackles key issues such as sexual violence, particularly as exacerbated in areas of armed conflict, promotion of gender-sensitive application of International Humanitarian Law (IHL) and disaggregation of data by sex. At the operational level, there is evidence of institutionalisation of gender considerations, even where outcome-level evidence remains slightly constrained.

47, 320, 324, 329, 327, 330, 328

Protection-oriented and detention-oriented work demonstrate some of the most visible outcomes for gender. Evaluations reference attention to gender-specific detainee needs, gender-sensitive prison management approaches, and clear effort to document and raise awareness of gendered impacts of armed conflict, include sexual and gender-based violence. Additionally, there is evidence to suggest clear focus on mitigating risks disproportionately affecting women and girls, such as exposure to sexual violence during firewood collection, survival sex, and stigma faced by survivors of sexual violence. These contributions demonstrate relevance to women's protection and dignity, although the evidence base remains descriptive and does not consistently measure empowerment or structural gender equality outcomes.

In the case of evaluations of work carried out by WatHab and Health metiers, these found that gender impacts are more indirect, but still clearly observable. Reduced exposure to insecurity or contagion associated with water collection and strengthened access to healthcare were visible in reviews of programming in one case. Livelihoods programming similarly revealed gender-differentiated barriers, especially for women aiming to access support for microeconomic initiatives in another context. Here, women faced barriers due to cultural norms restricting women's mobility, limited autonomy in market participation, and broader social power dynamics shaped by gender.

Process-level considerations within evaluations were clear. Evaluation teams were consistently using engagement strategies responsive to sex, gender and other related identity markets, alongside conflict- and gender-sensitive analytical frameworks when examining human rights abuses. However, in many contexts, women still represented a minority of respondents.

Overall, the evidence suggests that the ICRC's interventions generally contributed to positive gender-related outcomes, especially in relation to protection, access, and awareness-raising outcomes. There have been clear, meaningful efforts to mainstream gender considerations in evaluations. However, there remains some inconsistent integration across sectors, and occasionally little outcome measurement in evaluations without a clear gender focus in their scope. As the Evaluation Office is able to routinely ensure the inclusion of gender objectives in ongoing and future evaluations, the ICRC can build up data more consistently to assess the impact over time. This will remain important, as will the need to include gender objectives in project design and monitoring systems.

MI 9.2 Evidence confidence

Medium

MI 9.3: Interventions assessed as having helped improve environmental sustainability/tackle the effects of climate change

Score

MI rating

Unsatisfactory

MI score

2.00

4. Highly satisfactory: Interventions include substantial planned activities and project design criteria to achieve environmental sustainability and contribute to tackle the effects of climate change. These plans are implemented successfully, and the results are environmentally sustainable and contribute to tackling the effects of climate change

3. Satisfactory: Interventions include some planned activities and project design criteria to ensure environmental sustainability and help tackle climate change. Activities are implemented successfully and the results are environmentally sustainable and contribute to tackling the effects of climate change

2. Unsatisfactory: EITHER Interventions do not include planned activities or project design criteria intended to promote environmental sustainability and help tackle the effects of climate change. There is, however, no direct indication that project or programme results are not environmentally sustainable. AND/OR The intervention includes planned activities or project

1. Highly unsatisfactory: Interventions do not include planned activities or project design criteria intended to promote environmental sustainability and help tackle climate change. In addition changes resulting from interventions are not environmentally sustainable/do not contribute to tackling climate change.

MI 9.3 Analysis	Evidence documents
There is limited evaluative and reporting evidence available to assess the extent to which interventions have contributed to environmental sustainability or climate change mitigation and adaptation. Several of the 18 assessments consulted contain no explicit reference to climate or environmental considerations. Selected strategic and institutional evidence does however indicate a growing recognition of the climate-conflict nexus and the need to integrate environmental risk management into humanitarian action. Strategic orientations reference objectives related to strengthening the capacity of conflict-affected populations and systems to absorb the combined consequences of climate shocks and violence, alongside organisational progress on climate and environmental commitments within the humanitarian sector. There is some evidence to suggest, where climate is an important factor for the context of a region, project, or programme, efforts have been made to integrate climate and environmental risks into project planning, including through the development of climate-smart operational approaches. Climate-related considerations appear primarily through contextual analysis at programme outset rather than through explicit environmental programming. Evaluations note how extreme weather events, droughts, floods, and harsh seasonal conditions affect service delivery, exacerbate insecurity, and influence coping strategies of affected populations. These observations underscore the relevance of climate stressors in humanitarian contexts and suggest that some interventions have indirect positive outcomes on resilience to environmental shocks. However, these are usually described in terms of climate adaptations rather than deliberate actions to advance sustainability or contribute to climate change mitigation.	320, 322, 329, 334
MI 9.3 Evidence confidence	Low

MI 9.4: Interventions assessed as having helped improve the protection of vulnerable people (those at risk of being left behind) and IHL/human rights	Score
MI rating	Satisfactory
MI score	3.00
4. Highly satisfactory: Interventions include substantial planned activities and project design criteria to promote or ensure IHL/human rights and reach those most at risk of being left behind. These plans are implemented successfully, and the results have helped promote or ensure human rights demonstrating results for the most vulnerable groups.	
3. Satisfactory: Interventions include some planned activities and project design criteria to promote or ensure IHL/human rights. These activities are implemented successfully, and the results have promoted or ensured human rights.	

2. Unsatisfactory: EITHER Interventions do not include planned activities or project design criteria intended to promote or ensure IHL/human rights or demonstrate their reach to vulnerable groups. There is, however, no direct indication that project or programme results will not promote or ensure human rights, AND/OR The intervention includes planned activities or project design criteria intended to promote or ensure human rights, but these have not been implemented and/or have not been successful

1. Highly unsatisfactory: Interventions do not include planned activities or project design criteria intended to promote or ensure IHL/human rights. In addition changes resulting from interventions do not promote or ensure human rights. Interventions do not focus on reaching vulnerable groups.

MI 9.4 Analysis	Evidence documents
Review of ICRC evaluations shows a sustained contribution to protection of vulnerable people and advancing IHL/human rights. Protection outcomes are most clearly evidenced in detention-related programming and displacement contexts, where activities consistently prioritise individuals at heightened risk of abuse, ill-treatment, disappearance or unmet essential needs. These groups include persons detained in relation to armed conflict, individuals deprived of liberty outside of conflict settings but facing elevated protection risks, and detainees with specific vulnerabilities. Engagement in contexts marked by violence has illustrated continued relevance, but reduced institutional influence in certain environments and the need to justify engagement in non-armed-conflict settings has at times tempered the strength of overall protection outcomes. At the strategic level, AAP and IHL/human rights considerations are embedded into the ICRC's organisational orientations, and there is a clear focus on strengthening resilience, safety, and security. Evidence indicates clear adherence to human rights-sensitive and gender-responsive approaches, alongside efforts to ensure that essential services remain sustainable and responsive to affected populations. Delegations have strengthened analysis of protection risks affecting internally displaced persons and enhanced prevention and protection actions aimed at influencing the behaviour of armed actors and authorities, contributing to improved civilian protection in some contexts. These elements signal meaningful alignment between humanitarian assistance delivery and protection objectives. Operational programming further contributes indirectly to protection risk reduction through livelihoods and essential-assistance modalities, including cash and voucher support, food assistance, productive inputs, household items, and service provision. These modalities help reduce exposure to harm and vulnerability among affected populations. Participatory engagement approaches, including consultation with affected persons and the application of informed consent, reinforce rights-based practice and demonstrate attention to inclusive humanitarian principles. There is however a noted absence of consistently formalised theories of change for protection risk reduction at activity level, which limits clarity in causal pathways for intended protection outcomes. Structural and evidence-related constraints nonetheless weaken the robustness of demonstrated results. Reductions in dedicated AAP expertise and evaluation resourcing, alongside broader monitoring, evaluation, and learning (MEL) gaps contribute to insufficient data on the outcomes of protection risk reduction. Operational access challenges, including restricted opportunities for direct community engagement and limited capacity to conduct post-distribution monitoring have further constrained verification of these sustained outcomes. There is also an absence of systemic beneficiary-satisfaction monitoring and divergences in	47, 320, 323, 324, 325, 329, 330, 331, 337

technical rehabilitation standards across sectors and metiers, which points to some uneven delivery of protection-sensitive approaches.

Finally, some context-specific concerns highlight persistent risks for certain vulnerable groups. Reports of perceived discrimination among some detainee populations and structural barriers affecting meaningful participation of some vulnerable groups in interventions underscore the continued relevance of strengthened protection analysis and inclusive programming as a core commitment. The ICRC's interventions are frequently protection-relevant, but outcomes are contingent on the context, the organisation's influence, access constraints and the strength of the accountability mechanisms that follow an intervention.

MI 9.4 Evidence confidence

Medium

MI 9.5: Interventions assessed as having helped improve any other cross-cutting issue

Score

MI rating

Satisfactory

MI score

3.00

4. Highly satisfactory: Interventions include substantial planned activities and project design criteria to promote or ensure any other cross-cutting issue. These plans are implemented successfully, and the results have helped promote or ensure any other cross-cutting issue.

3. Satisfactory: Interventions include some planned activities and project design criteria to promote or ensure any other cross-cutting issue. These activities are implemented successfully, and the results have promoted or ensured any other cross-cutting issue.

2. Unsatisfactory: EITHER Interventions do not include planned activities or project design criteria intended to promote or ensure any other cross-cutting issue. There is, however, no direct indication that project or programme results will not promote or ensure any other cross-cutting issue, AND/OR Intervention include planned activities or project design criteria intended to promote or ensure any other cross-cutting issue, but these have not been implemented and/or been successful

1. Highly unsatisfactory: Interventions do not include planned activities or project design criteria intended to promote or ensure any other cross-cutting issue. In addition changes resulting from interventions do not promote or ensure any other cross-cutting issue.

MI 9.5 Analysis

Evidence documents

Interventions by the ICRC demonstrate selective but meaningful contributions to cross-cutting issues outside of gender, environment, and protection. This is most notably demonstrated in connection to child protection, public health, and mental health, with some limited mention of disability inclusion. In detention and community health contexts, programming has evidenced attention to high-need populations including children, persons with disabilities, and individuals experiencing behavioural or mental health conditions, alongside efforts to strengthen healthcare provision and community-based health systems. These elements indicate recognition of intersecting vulnerabilities, even if integration of these intersecting vulnerabilities may vary slightly across contexts.

Institutionally, there is some progress in disability inclusion and clear progress in health-related cross-cutting priorities. There is dedicated training on disability inclusion present across multiple evaluations reviewed, the ICRC has released a clear sex-, age-, and disability-disaggregated data framework, and has articulated a long-term disability vision towards 2030 with structured commitment. Efforts to embed these perspectives within international humanitarian law (IHL) dissemination,

47, 320, 323, 324, 327, 328, 329, 330, 332, 332, 337

military training, and cooperation with specialised organisations has also been clearly evidenced. Parallel attention to healthcare in danger, mental health and psychosocial well-being, including for staff, and access to water, sanitation, and hygiene (WASH) services also reflects a broadened conception of the humanitarian impact that the ICRC's work can have across dimensions of well-being.

Evidence for children and youth outcomes is similarly strong. Several interventions have demonstrated indirect protection and developmental benefits for children, including reductions in exposure to child recruitment and child marriage risks linked to cash-based or livelihood support, and improved school attendance associated with enhance household stability thanks to WatHab interventions. Health-focused programming also produced tangible child well-being outcomes, such as treatment for congenital or mobility-related conditions, provision of safe childbirth environments, and creation of child-friendly spaces in healthcare facilities. These findings show that even where children are not a primary target group, interventions are generating positive secondary effects aligned with broader child protection objectives.

Despite clear positive evidence, gaps remain in equitable reach and preparedness. Large-scale humanitarian contexts present persistent barriers, especially for elderly persons and persons with disabilities in accessing services such as community contact centres, and overwhelming humanitarian need, particularly among children, IDPs, refugees, and conflict-affected populations continues to strain service delivery systems. There are cases in which limited preparedness for conflict escalation and constrained public health programming have led to reduced ability to address cross-cutting vulnerabilities comprehensively. Some evaluations contain minimal or no reference to additional cross-cutting issues, and the assessment team did not specifically receive any evaluations focused on governance as addressing issues of governance programming is not a core part of the ICRC's mandate. Where cross-cutting benefits are observed, they are strongly positive. However, these benefits are often secondary or unintended rather than systematically designed by the ICRC.

MI 9.5 Evidence confidence

Medium

KPI 10: Interventions are relevant to the needs and priorities of affected people, as the organisation works towards results in areas within its mandate

KPI 10: Interventions are relevant to the needs and priorities of affected people, as the organisation works towards results in areas within its mandate

KPI score

Highly Satisfactory

4.00

Evidence indicates the ICRC's interventions carry strong relevance to the needs of affected people at the design stage, with strategic and operational frameworks clearly aligned to the realities of conflict-affected contexts and the differentiated needs of detainees, migrants, displaced persons, and their families. Programming reflects an integrated approach in which assistance and protection dialogue are mutually reinforcing, and sectoral interventions, including health facility rehabilitation and WatHab support, demonstrate concrete alignment with locally identified priorities. While implementation can be uneven in rapidly shifting political and policy environments, and feedback and measurement systems do not always fully capture community-level outcomes, the ICRC consistently demonstrates responsiveness, operational presence in hard-to-reach contexts, and a clear commitment to leaving no one behind. It is considered that needs of affected people at the design, monitoring and evaluation stages can be planned and assessed more routinely as the evaluation office develops over time.

MI 10.1: Intervention objectives and design assessed as responding to global, regional and local risks and the needs of affected people, policies, and priorities (inclusiveness, equality and Leave No One Behind), and continuing to do so where circumstances change	Score
MI rating	Highly Satisfactory
MI score	4.00
4. Highly satisfactory: Systematic methods are applied in intervention design (including needs assessment for humanitarian relief operations) to identify target group needs and priorities, including consultation with target groups, and intervention design explicitly responds to the identified needs and priorities 3. Satisfactory: Interventions are designed to take into account the needs of the target group as identified through a situation or problem analysis (including needs assessment for relief operations) and the resulting activities are designed to meet the needs of the target group 2. Unsatisfactory: No systematic analysis of target group needs and priorities took place during intervention design, or some evident mismatch exists between the intervention's activities and outputs and the needs and priorities of the target groups 1. Highly unsatisfactory: Substantial elements of the intervention's activities and outputs were unsuited to the needs and priorities of the target group	
MI 10.1 Analysis	Evidence documents
The extent to which the ICRC's intervention objectives and design respond to global, regional, and local risks and the evolving needs and priorities of affected populations is strong, especially in the design stage, but remains slightly uneven in implementation. Strategic and operational frameworks demonstrate clear efforts by the ICRC to align programming with the realities faced by conflict-affected environments, the differentiated needs of detainee populations, migrants, and other vulnerable groups, and the indirect impacts on family members. These considerations demonstrate an awareness of inclusiveness and LNOB principles at project design level and demonstrate the importance of a system which monitors these routinely to build evidence. Strategically, some strategies have been modified, extended, or revised to better reflect field realities and sustain positive outcomes for affected populations. This responsiveness is indicative of the ICRC's recognition that relevance depends on context-specific adaptation and resilience-building, which oftentimes necessitates increased livelihoods support and improved access and acceptance among displaced communities and beneficiaries. Selected evaluation findings however also suggest that further progress is needed to ensure that interventions are fully rooted in the articulated needs of affected people and that performance indicators capture the outcomes being experienced at the community level. Program design reflects an integrated approach in which humanitarian assistance and protection dialogues are complementary and mutually reinforcing. The incorporation of targeted indicators within planning and monitoring guidance for projects demonstrates efforts to operationalise responsiveness to affected populations. In practice, sectoral interventions, including rehabilitation of health facilities and prioritisation of service delivery locations based on the severity of need illustrate concrete alignment between intervention design and locally identified priorities. Regular engagement with water and health authorities in WatHab projects in a country of operation, site-level assessments, and attention to sensitive health	

47, 320, 323, 324, 325, 329, 330, 331, 337

needs, including those related to sexual violence, have further reinforced needs-based targeting.

There exist some key limitations that constrain consistent assurance that interventions remain fully responsive as contexts evolve. Some contexts face rapidly shifting political and policy environments that place pressures on programme adaptability, and under-resourcing of AAP mechanisms has weakened some systemic feedback loops. These constraints reduce confidence that programme adjustments can consistently reflect changing community priorities or that inclusiveness and LNOB commitments are uniformly realised across contexts.

Challenges also exist in measuring responsiveness. Weak or insufficiently precise indicators for measurement at times limit the ability to determine whether interventions achieve intended outcomes for affected populations, even where design intent is clear. The ICRC should further assess this gap between strategic ambition and measurable results which constrains evaluative assurance of impact. However, despite challenges to deliver in these contexts, the ICRC remains a clear industry leader in its response time, locations of operation, and ability to meet the needs of affected populations. There are many contexts in which ICRC is the first, or occasionally one of the only humanitarian actors present in a given context.

MI 10.1 Evidence confidence

High

KPI 11: Results are delivered efficiently

KPI 11: Results are delivered efficiently

KPI score

Satisfactory

3.00

Evaluation evidence reveals that in several contexts, deliberate organisational adjustments have strengthened allocative efficiency and signalled a clear institutional commitment to improved cost management. Administrative processes generally function within expected timeframes, and flexible, loosely earmarked funding has enabled responsive resource allocation in volatile environments. At the same time, human resource gaps, uneven monitoring systems, unclear theories of change, and inconsistencies between institutional strategy, integrated results reporting linked to efficiency objectives and milestones, and field-level implementation have constrained some full realisation of efficiency gains.

Timeliness of delivery varies across contexts and is not always defined by objectives. The ICRC demonstrates strong surge and emergency response capacity when institutional mechanisms are fully activated, including large-scale staff deployments and rapid restoration of essential services. Where governance clarity, planning coherence, and stakeholder coordination are aligned, implementation is efficient and produced strong beneficiary outcomes. However, some delays in activating crisis mechanisms, and uneven monitoring implementation has in some cases reduced early-phase response effectiveness. Fragile operating environments create additional structural constraints on procurement, logistics, and staffing. Overall, the ICRC has undertaken credible reforms to strengthen efficiency and has delivered notable successes under challenging conditions, but room remains to bolster some underlying systemic weaknesses and capacity to respond to contextual volatility.

MI 11.1: Interventions/activities assessed as resource-/cost-efficient, while maintaining a focus on the most left behind

Score

MI rating

Satisfactory

MI score

3.00

4. Highly satisfactory: Interventions are designed to include activities and inputs that produce outputs in the most cost/resource efficient manner available at the time, while maintaining a focus on the most

left behind

3. Satisfactory: Results delivered when compared to the cost of activities and inputs are appropriate even when the programme design process did not directly consider alternative delivery methods and associated costs, while maintaining a focus on the most left behind

2. Unsatisfactory: Interventions have no credible, reliable information on the costs of activities and inputs and therefore no data is available on cost/resource efficiency, while maintaining a focus on the most left behind

1. Highly unsatisfactory: Credible information is provided which indicates that interventions are not cost/resource efficient, while maintaining a focus on the most left behind

MI 11.1 Analysis

Evidence documents

The evaluations reviewed demonstrate that the ICRC's ability to deliver on resource and cost-efficiency in its projects are mixed reflecting that information is not routinely collected and generated. There exist some key contexts where organisational adjustments, including a shift towards thematic prioritisation of supports for detention work were explicitly intended to concentrate limited resources on populations with the greatest need, and some of this work has proven highly successful, strengthening allocative efficiency. However, evaluations did not determine how the organisation measures programmatic and cost efficiency as a default and limited cost data and overall intervention indicators have constrained the full realisation of organisation-wide efficiency gains and limited opportunities for integrated, system-wide resource optimisation and lesson learning.

Project and sector-level evidence similarly reflects uneven efficiency performance or baselines by which analysis might be generated. Inefficiencies in hospital disbursement cycles, data gaps affecting information management, and periods of non-compliance with quality standards for medical supplies in a specific operational context weakened cost-effectiveness for some health-related programming in that country. Subsequent corrective actions were taken, including cancelling underperforming programme pillars during the 2023 financing crisis to enable renewed focus on higher priorities, but these adaptations are likely reactive rather than intended in design and strategic decisions. Fragile and crisis-affected operating environments impose structural constraints on procurement, logistics, and service delivery functions, further complicating efficient resource utilisation.

Institutional reforms demonstrate some clear and deliberate efforts to strengthen efficiency, accountability, and transparency within the ICRC. The introduction of clearer budget parameters to guide PMfR processes, optimisation initiatives led by corporate legal and support functions, and consolidation of support services under a unified organisational structure have all been strong signals for progress towards improved cost management. Flexible and loosely earmarked funding arrangements have also been identified as enabling more responsive and efficient allocation of resources to evolving humanitarian needs, an important feature for reaching populations most at risk of exclusion from intervention benefits.

Despite these gains, systems weakness in costing, an uneven monitoring culture, and lack of strategic coherence affect efficiency. Evidence of unclear or weakly linked theories of change, challenges in aligning institutional and regional strategies with cost structure, and concerns regarding indicator reporting practices point to some continued limitations in results-based resource management. In some of the ICRC's more complicated protection environments, financial and time costs

321, 323, 324, 325, 326, 328, 329, 333, 334

associated with collaboration sometimes reduce incentives to pursue integrated, efficiency-enhancing approaches. These factors can weaken assurance that available resources are consistently maximising protection outcomes for the most vulnerable.

Operational surge contexts further illustrate tensions between urgency, efficiency, and LNOB objectives. Delays in activating crisis mechanisms in response to onset of conflict in a specific operational context led to clear negative consequences, including the hiring of insufficiently prepared junior or first-mission staff, and some fragmented responses across technical domains have generated inefficiencies. Resource mobilisation challenges, including restricted access to cash, fuel, personnel, and materials have constrained early response effectiveness. Subsequent scale-up of staffing and resources enabled significant service restoration, such as large-scale water infrastructure rehabilitation, demonstrating that efficiency and reach can improve once institutional support mechanisms are fully engaged. Persistent data and costing limitations due to the current status of the ICRC's value for money approach (see reference to KPI 4) have restricted robust assessment of cost-effectiveness for the organisation. In water, health, and infrastructure programming, incomplete costing information, maintenance constraints, and shortages of technical skills have impeded reliable efficiency analysis and VfM judgements. Conflict-related disruptions, including power outages, procurement delays, and restricted physical access have reduced operational efficiency in some regions despite conscious efforts to adopt cost-saving technical solutions.

Despite these challenges, the ICRC has made strides in its focus on efficiency in programme design and implementation, and many of the constraining factors faced by the organisation lie outside of the ICRC's control. The ICRC has still delivered on efficiency with some notable success in prioritising the needs of the most vulnerable considering the challenges faced. Organisational reforms, flexible financing, and targeting thematic prioritisation have been indicative of the ICRC's continued commitment to operational efficiency.

MI 11.1 Evidence confidence

Medium

MI 11.2: Implementation and results assessed as having been achieved on time (given the context, in the case of humanitarian programming)

Score

MI rating

Satisfactory

MI score

3.00

4. Highly satisfactory: All or nearly all the objectives of interventions are achieved on time or, in the case of humanitarian programming, a legitimate explanation exists for delays in achieving some outputs/outcomes

3. Satisfactory: More than half of the intended objectives of interventions are achieved on time, and this level is appropriate to the context that existed during implementation, particularly for humanitarian interventions.

2. Unsatisfactory: Less than half of the intended objectives are achieved on time but interventions have been adjusted to take account of the difficulties encountered and can be expected to improve the pace of achievement in the future. In the case of humanitarian programming, a legitimate explanation exists for delays

1. Highly unsatisfactory: Less than half of stated objectives of interventions are achieved on time, and no credible plan or legitimate explanation is identified that would suggest significant improvement in achieving objectives on time

MI 11.2 Analysis	Evidence documents
The timeliness of implementation and achievement of results from ICRC interventions is mixed, with more than half of intended objectives being achieved on time, but some key projects not achieving their goals in a timely manner. Timely achievement of interventions is strongly influenced by contextual, institutional and operational constraints, most notably human resource constraints or misalignment between institutional strategies and field-level timelines. Three evaluations evidenced insufficient time to consolidate operational learning and deliver results within anticipated timelines, which was not qualified. The absence of clearly defined disengagement criteria and inconsistencies between evolving institutional priorities and established programme structures has been constrained to constrain timely implementation in some key programming and clarification on how timeliness is defined would be beneficial. There is clear evidence of deliberate efforts to strengthen rapid preparedness and emergency response capacity at the institutional level – contributing to improved timeliness. Measures undertaken include accelerating the simultaneous deployment of over 130 staff during crises in multiple contexts, developing operational tools to support timely protection assistance, and coordinating with local partners to facilitate safe humanitarian access and prompt hospital care. These initiatives reflect organisational recognition of timeliness as a critical performance dimension in humanitarian action and indicate progress toward more responsive surge and delivery mechanisms highlighting the benefit of agreeing timeliness process indicators. Project-level evidence on timeliness similarly highlights mixed performance: broader programme delivery is subject to contextual volatility and planning limitations. Some interventions faced unclear objectives, budgetary ambiguity, and compressed timelines that limited the effectiveness of planned or expanded components, including infrastructure support and capacity-building for health personnel. Fragile and conflict-affected contextual conditions placed pressure on delivery schedules, although partial improvements in management responsiveness and the largely timely payment of staff salaries demonstrate operational functionality. In one particularly critical evaluation, systems for organising monitoring data conducted by the Regional Strategic Framework in Africa were seen as largely disorganised and did not contribute to the ability to draw useful outcomes for staff engaged in the region. However, systemic weaknesses continue to affect early-phase response timeliness. Evaluations identify challenges in rapidly deploying appropriately skilled surge personnel, delays in structural adjustments during the onset of crises, and fragmented strategy development across teams operating on divergent timelines. Institutional hesitancy to activate surge mechanisms at the onset of a particular conflict situation was noted to contribute to slow initial resourcing, which greatly reduced the effectiveness and timeliness of early humanitarian response. Increasingly complex monitoring requirements in some strategic frameworks were also perceived by stakeholders as burdensome and counterproductive, potentially diverting time and attention from operational delivery. There are many positive examples that demonstrate the ICRC's capacity to achieve timely implementation under supportive coordination and planning conditions. For	47, 320, 323, 324, 327, 328, 330, 331, 332, 335, 337

example, in one country context, health-sector infrastructure programming has benefitted from strong stakeholder coordination and enabled rapid progression from project inception to operational handover, with one key health facilities support project being fully handed over in 13 months and delivering strong outcomes for beneficiaries. Where governance, planning clarity, and contextual access align, the ICRC has high capacity to deliver results efficiently. Strengthening surge readiness, clarifying strategic alignments at all levels (especially through operational delivery), and simplifying monitoring processes will be key to ICRC's future ability to deliver timely results for beneficiaries.

MI 11.2 Evidence confidence
Medium
KPI 12: Results are sustainable

KPI 12: Results are sustainable¹²	KPI score
Satisfactory	3.00
The evidence suggests that the ICRC is increasingly attentive to sustainability in both strategic positioning and operational design, particularly in response to declining humanitarian funding and rising operational costs. Sustainability considerations are not yet fully embedded within evaluation and monitoring frameworks, though clear improvements have been made. Across operational domains, the ICRC has taken deliberate steps to create enabling conditions for sustainability, notably through strengthened detention health systems, rehabilitated water and habitat infrastructure, and reinforced protection dialogue mechanisms which continue to programmatic or service resilience for affected people. However, the longer-term contribution to sustainability outcomes remains highly context dependent. Though the ICRC does consider and works to support more sustainable programmatic outcomes, it is not the main objective. In fragile environments in particular, investments are vulnerable to political and structural constraints beyond the ICRC's control, including external environmental factors and internal assistance considerations, such as limited project budgets, staffing shortages, and personnel turnover. Sustainability considerations are not yet fully embedded within evaluation and monitoring frameworks, though clear improvements have been made. Gaps in exit strategies, inconsistent measurement of longer-term outcomes, and limited documentation of post-intervention results temper the strength of conclusions regarding sustained impact. While promising foundations for durability are evident across several métiers, there is room for growth to create consistently sustainable results across the organisation.	
MI 12.1: Benefits assessed as continuing, or likely to continue after intervention completion (Where applicable, reference to building institutional or community capacity and/or strengthening enabling environment for development, in support of 2030 Sustainable Development Agenda)	Score
MI rating	Satisfactory
MI score	3.00

¹² While this indicator typically assesses whether an organisation's interventions lead to lasting benefits for target populations and strengthened national capacities, This KPI is adapted to reflect the ICRC's core mandate as a neutral and independent humanitarian actor. Focus of this KPI has been reframed in terms of continuity of response and where possible, supporting resilience or reducing future vulnerabilities, while respecting its principles of neutrality and impartiality.

4. Highly satisfactory: Evaluations assess as likely that the intervention will result in continued benefits for the target group after completion. For humanitarian relief operations, the strategic and operational measures to link relief to rehabilitation, reconstruction and, eventually, development are credible. Moreover, they are likely to succeed in securing continuing benefits for the target group. Sustainability may be supported by building institutional capacity and/or strengthening the enabling environment for development.

3. Satisfactory: Evaluations assess as likely that the intervention will result in continued benefits for the target group after completion. For humanitarian relief operations, strategic and operational measures link relief to rehabilitation, reconstruction

2. Unsatisfactory: Evaluations assess as a low probability that the intervention will result in continued benefits for the target group after completion. For humanitarian relief operations, efforts to link the relief phase to rehabilitation, reconstruction and, eventually, to development are inadequate. (In some circumstances such linkage may not be possible due to the context of the emergency. If this is stated in the evaluation, a rating of satisfactory is appropriate)

1. Highly unsatisfactory: Evaluations find a very low probability that the programme/project will result in continued intended benefits for the target group after project completion. For humanitarian relief operations, evaluations find no strategic or operational measures to link relief, to rehabilitation, reconstruction and, eventually, to development

MI 12.1 Analysis	Evidence documents
The ICRC has taken steps to establish conditions conducive to the programmatic sustainability or resilience of results at an outcome level across several operational domains, including strengthened detention health systems, rehabilitated water infrastructure, and reinforced protection dialogue mechanisms. These elements indicate a degree of potential resilience extending beyond the immediate implementation period, but in many cases, durability is context dependent. Where constrained, the sustainability of programmatic investments is affected by structural and external factors outside the organisation's direct control, particularly within detention environments where prison service budgets, staffing shortages, political priorities linked to national security, and high personnel turnover limit the durability of investments. Efforts to integrate cross-cutting priorities such as climate into programming alongside strengthened partnerships with local actors, development agencies, private-sector stakeholders, and other components of the humanitarian movement are viewed as key mechanisms for sustaining outcomes. These partnership-based and systems-oriented approaches suggest contribution to models more consistent with the continuity ambitions of the 2030 Sustainable Development Agenda, even where measurable long-term results are limited, although this is not the ICRC's organisational mandate or strategic objective. Levels of resilience of contribution to sustainability outcomes vary from sector to sector. Livelihoods programming grounded in sustainable livelihood frameworks demonstrate conceptual alignment with durable recovery and dignity-centred assistance, although it is unclear whether these interventions have created long-term outcomes for communities. WatHab interventions provide clearer indications of potential continuation, particularly for infrastructure such as hand pumps which are expected to remain functional for extended periods under stable conditions with close collaboration with local authorities. Programme adaptations, including reducing reliance on external contractors, have contributed to strengthened sustainability prospects in these contexts.	47, 320, 321, 322, 323, 325, 329, 331, 332, 337

Closer examination shows that sustainability considerations are not consistently embedded within evaluation frameworks. There are several evaluations which have reported limited or no evidence of sustainability, but instead have cited unclear exit strategies, unsuccessful project outcomes, or monitoring frameworks insufficient to assess longer-term continuation of benefits. In some instances, reporting gaps make it difficult to determine whether strategic intentions translated into durable results. These weaknesses in planning, measurement, and documentation reduce the overall strength of conclusions regarding sustained impact.

MI 12.1 Evidence confidence
Medium

Annex B: Document list

Evidence Number	Reference
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Annex C: Survey

As part of the evidence collection process for the ICRC assessment, MOPAN conducted an online survey over a period of seven weeks, from 25 November 2025 to 6 January 2026. It was distributed via a personalised link sent by MOPAN to the list of partners provided by ICRC, as well as government representatives identified by MOPAN members.

The effective sample comprised 1049 partners with different geographical perspectives. It included individuals with a broad, regional perspective, typically based in government capitals or ICRC HQs, as well as those with specific focus or knowledge in particular countries or groups of countries where ICRC operates. Additionally, the sample included individuals drawn from 10 agreed sampled countries (**Error! Reference source not found.**, below).

Table 1. Survey sample countries

Country
Colombia
South Sudan
Regional Delegation in France, Paris
Regional Delegation in the UK, London
Lebanon
Philippines
Myanmar
Brasilia
Nigeria
Democratic Republic of Congo

MOPAN's partner survey results are based on:

- 288 complete responses considered for the analysis.
- An effective response rate of 27,5%

Table 2. Survey respondents categories

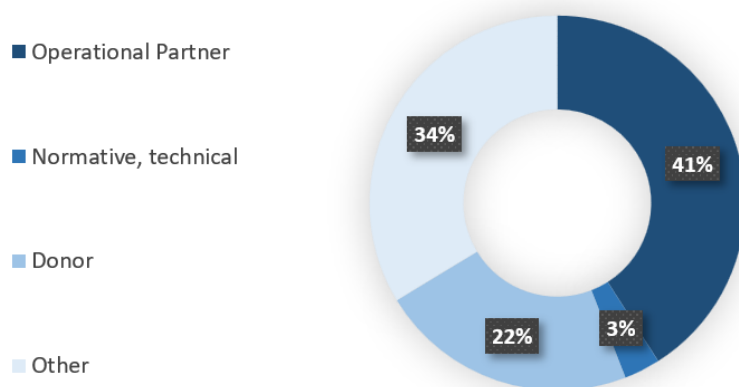
Type of partner category	Description
Operational Partner	Organisations that work with or collaborates with the ICRC to ensure services and responses are delivered. This category may include: Red Cross and Red Crescent Movement partners; Civil society organisation (INGO, NGOs, foundations, community groups or associations, regional bodies, academic institutions); Host government; Private sector...
Normative, technical	Institutions / organisations that engages with the ICRC as part of influencing adherence to International Humanitarian Law and other legal frameworks, and technical aspects. This category may include: Red Cross and Red Crescent Movement partners; Private sector...
Donor	Government / institution / foundation that provides funding to the ICRC. This category may include: Red Cross and Red Crescent Movement partners; Donor government

	representatives; Private sector...
Other	This category may include: Multilateral organisations (UN Organisation, International Financial Institution, Vertical fund...); Armed forces / Security forces; Peer organisations (non-operational partners), Academic institutions; Host government representatives (non-operational), Non-donor government representatives...

Respondents' profile

This section presents the profile of the 288 ICRC's partners that have participated to the survey. This includes their role regarding ICRC (Figure 18. Role of partners surveyed) as well as the geographic focus of their working relationship with ICRC (Figure 19. Geographic focus of partners surveyed).

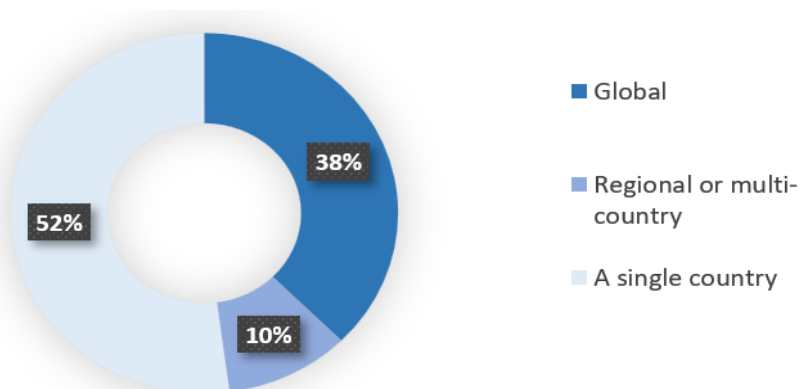
Figure 18. Role of partners surveyed

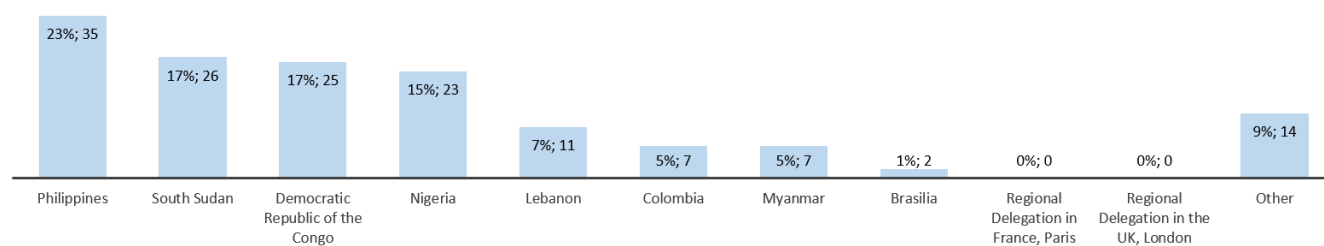


Note: Figures in percentage of total respondents to the survey (288 individuals).

Note: Groups presented correspond to the main ICRC partner categories working with ICRC, as described in Table 2.

Figure 19. Geographic focus of partners surveyed





Note: Figures in percentage of total country-level respondents to the survey (150 individuals).

Strategic Management

This section presents respondents' perspectives on ICRC's strategic management.

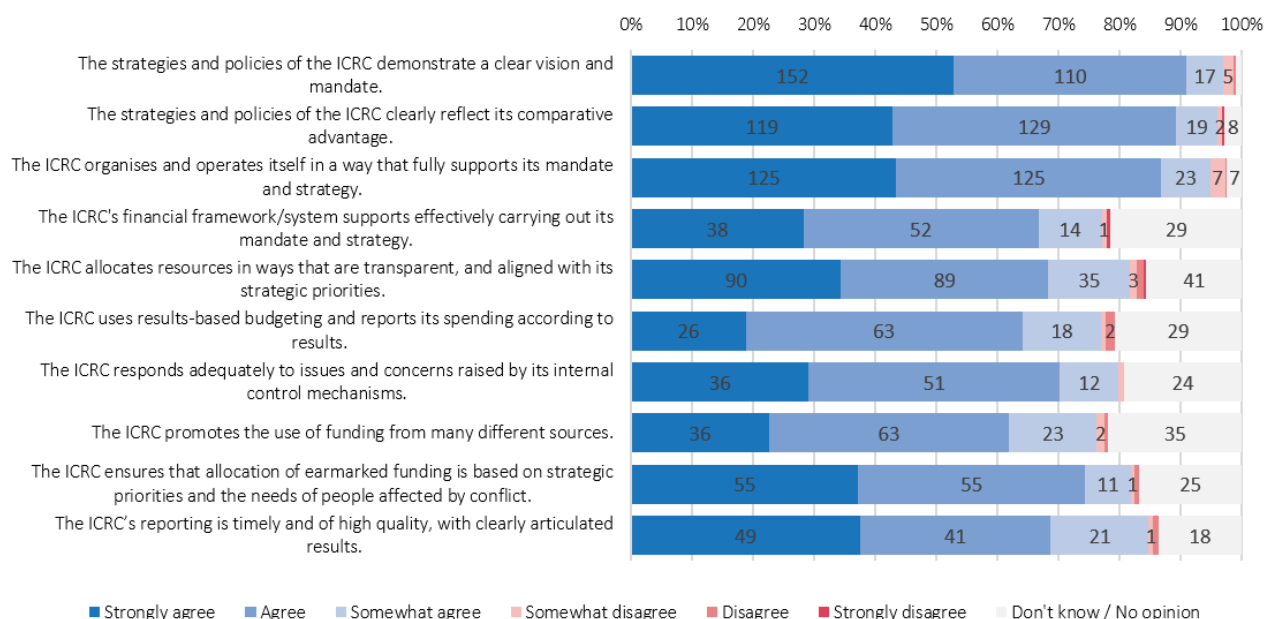


Figure 20. The strategies and policies of the ICRC demonstrate a clear vision and mandate.

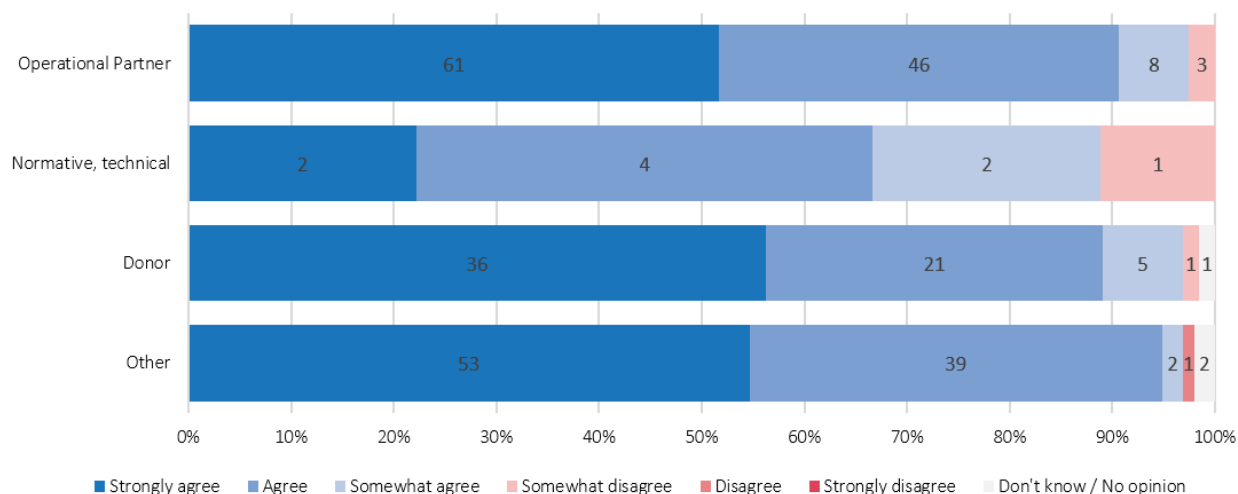


Figure 21. The strategies and policies of the ICRC clearly reflect its comparative advantage.

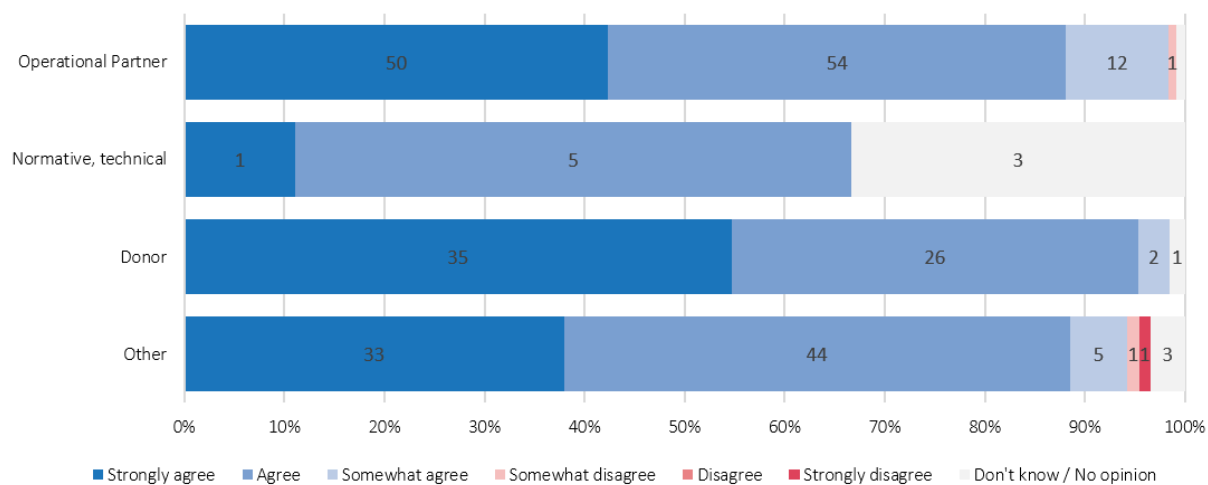


Figure 22. The ICRC organises and operates itself in a way that fully supports its mandate and strategy.

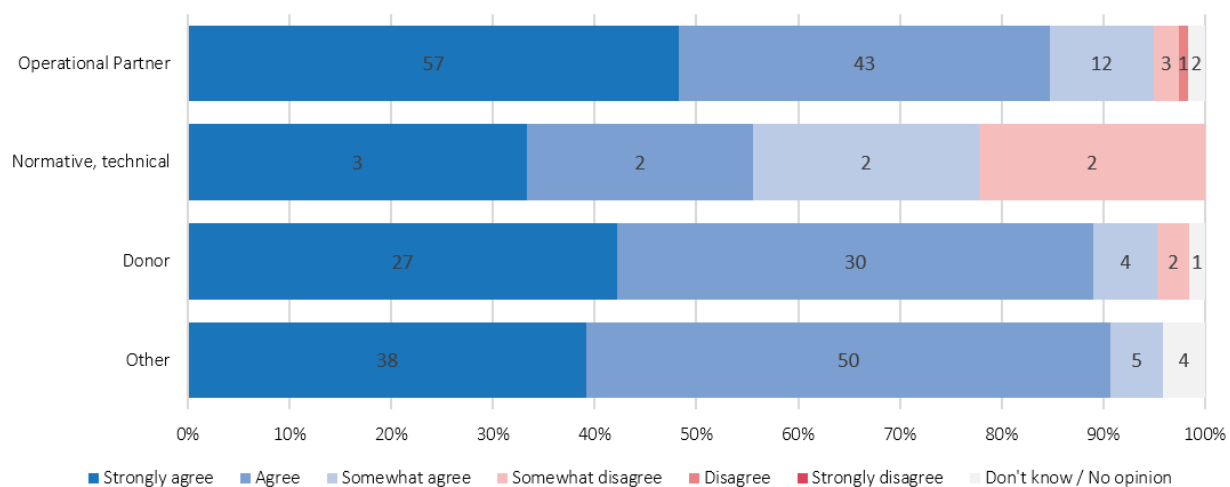


Figure 23. The ICRC's financial framework/system supports effectively carrying out its mandate and strategy.

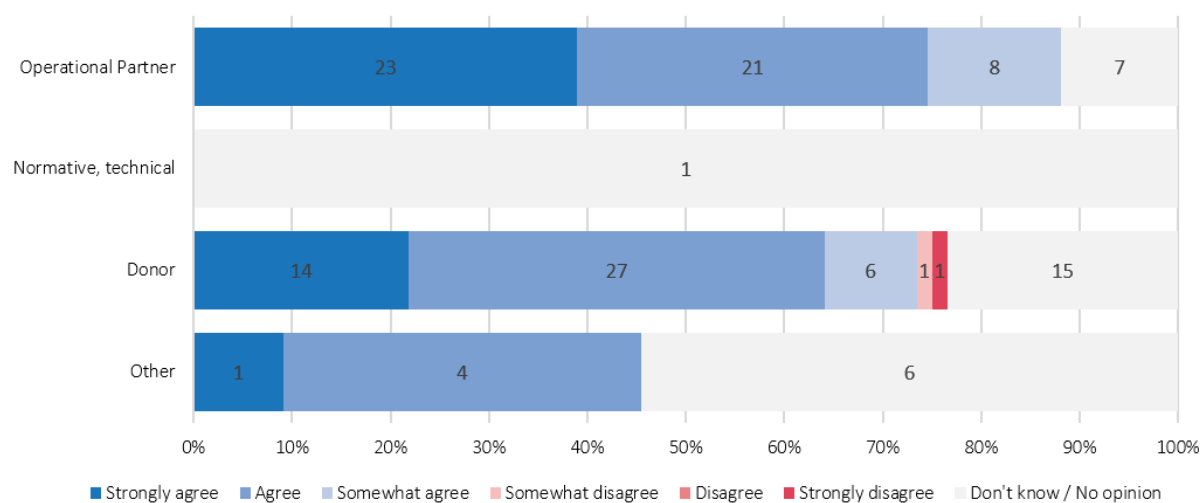


Figure 24. The ICRC allocates resources in ways that are transparent, and aligned with its strategic priorities.

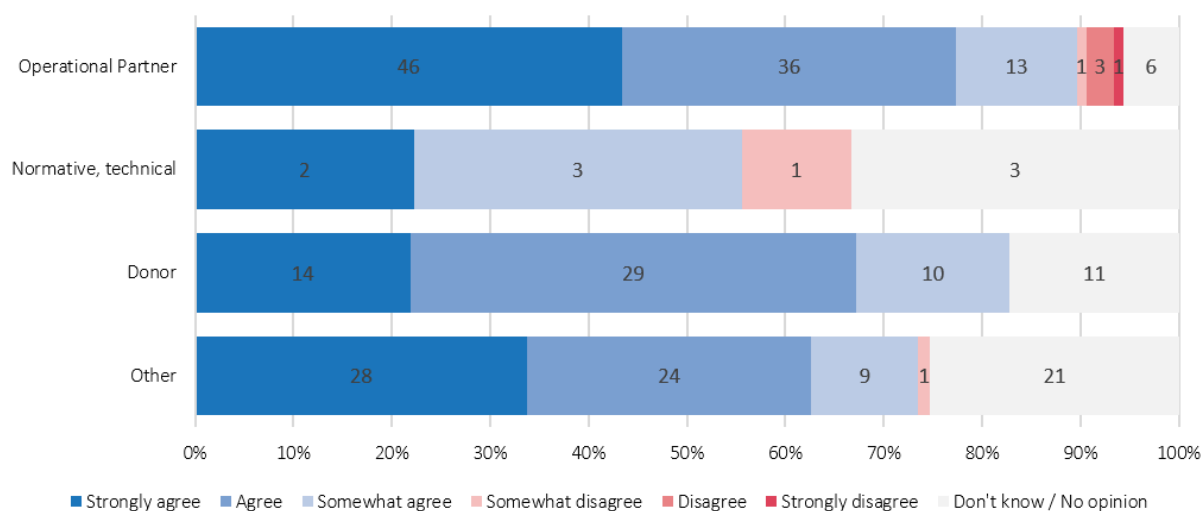


Figure 25. The ICRC uses results-based budgeting and reports its spending according to results.

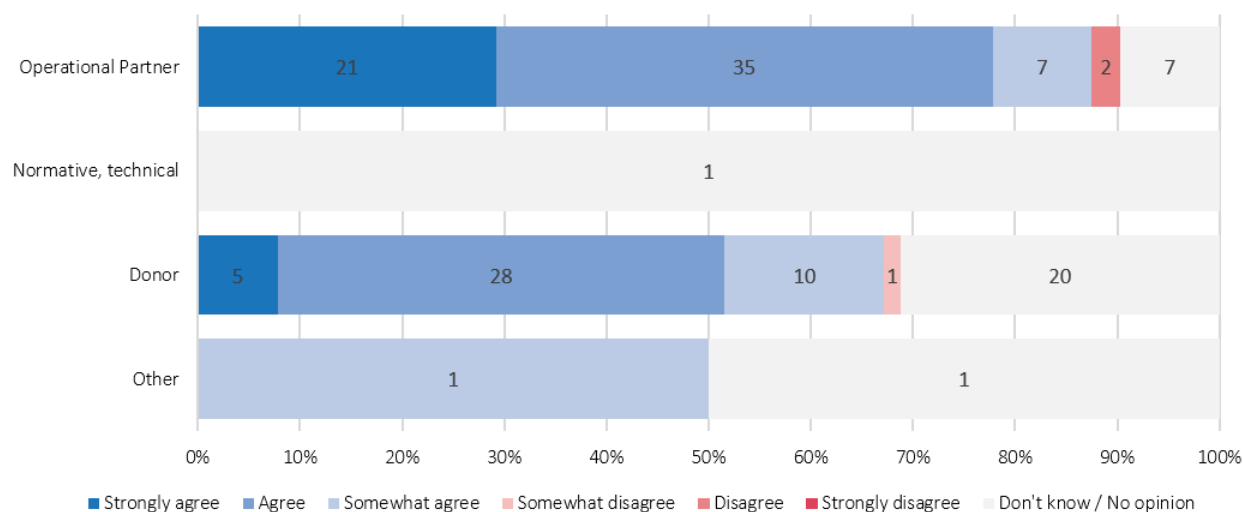


Figure 26. The ICRC responds adequately to issues and concerns raised by its internal control mechanisms.

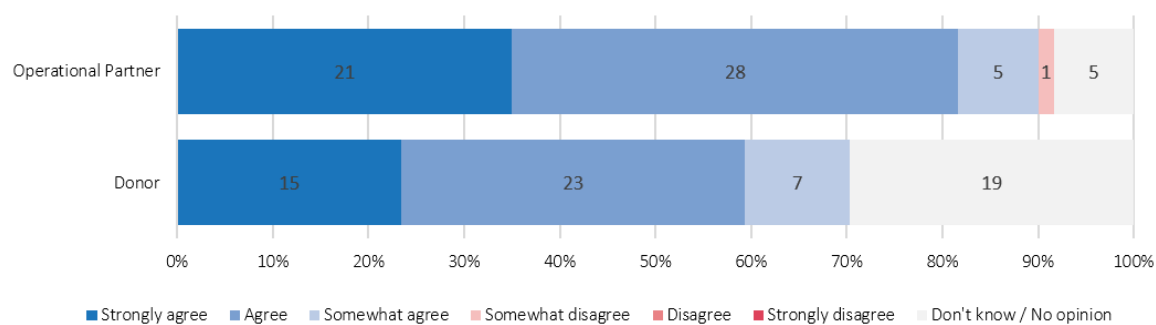


Figure 27. The ICRC promotes the use of funding from many different sources.

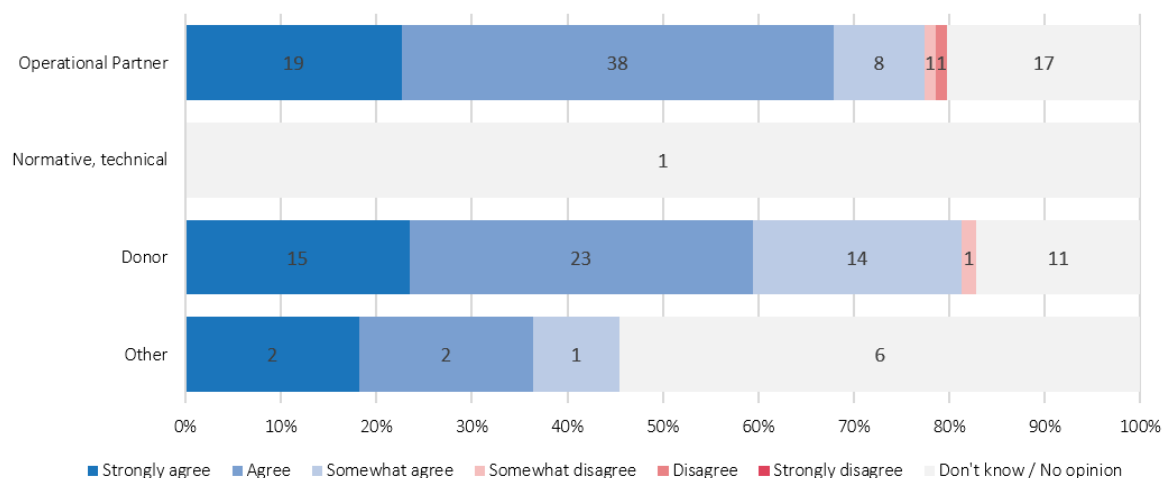


Figure 28. The ICRC ensures that allocation of earmarked funding is based on strategic priorities and the needs of people affected by conflict.

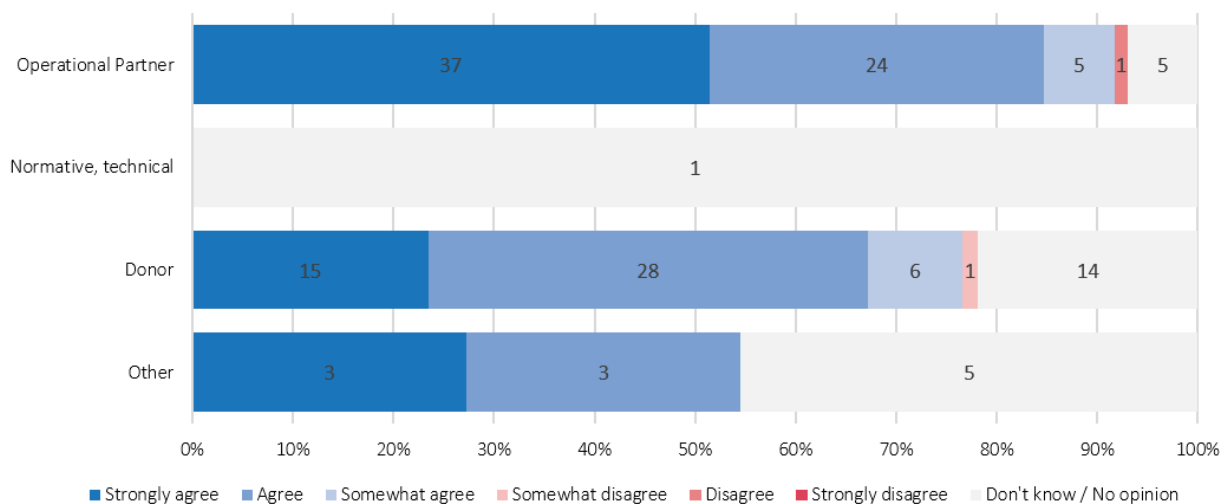
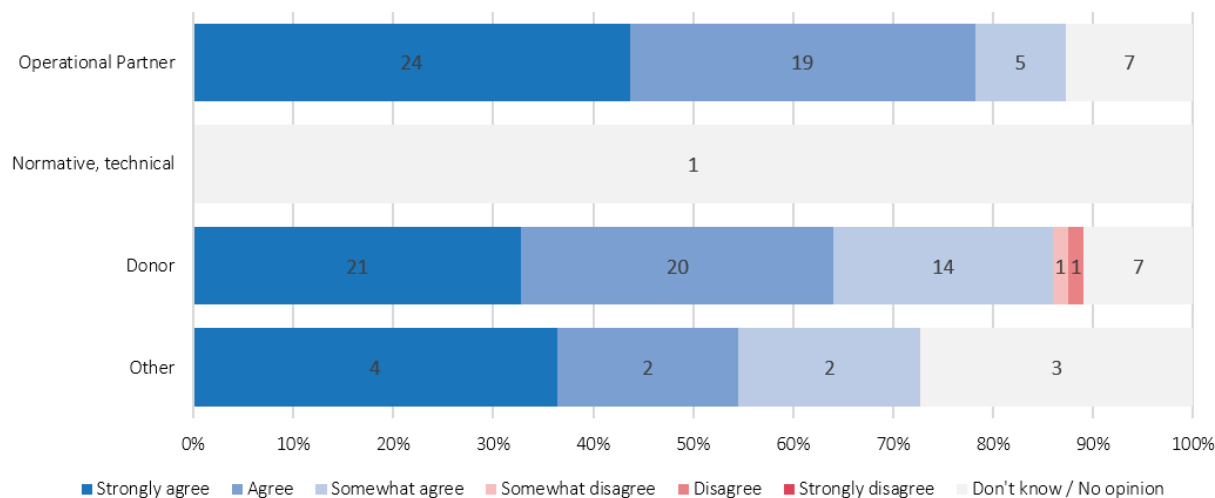


Figure 29. The ICRC's reporting is timely and of high quality, with clearly articulated results.



STAFFING

This section presents respondents' perspectives on the ICRC's staffing.

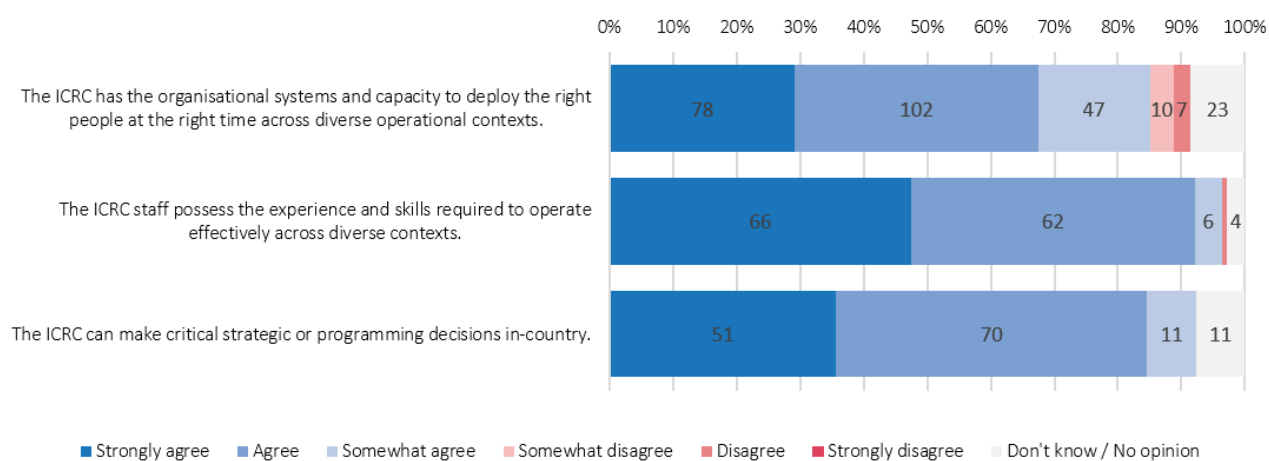


Figure 30. The ICRC has the organisational systems and capacity to deploy the right people at the right time across diverse operational contexts.

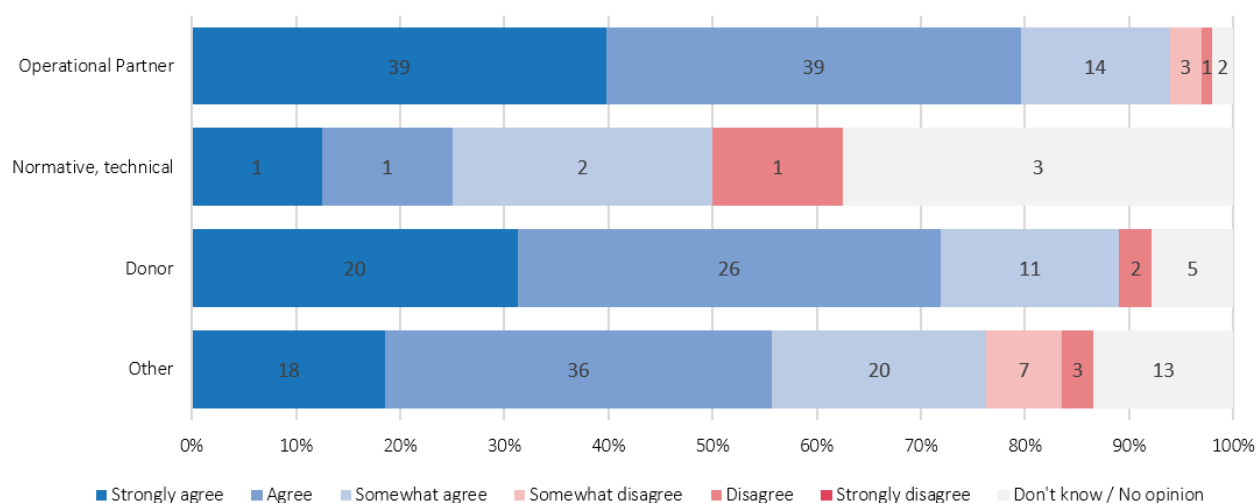


Figure 31. The ICRC staff possess the experience and skills required to operate effectively across diverse contexts.

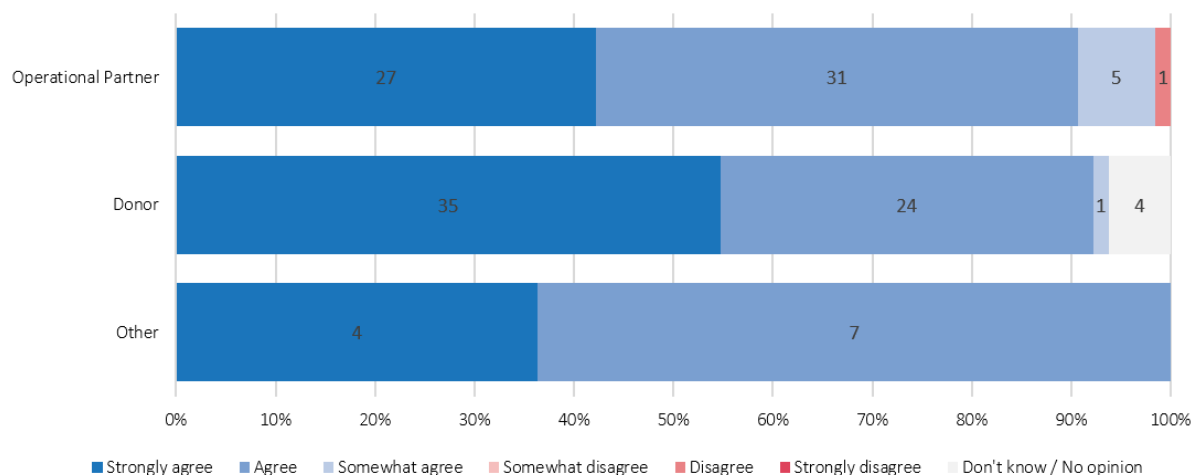
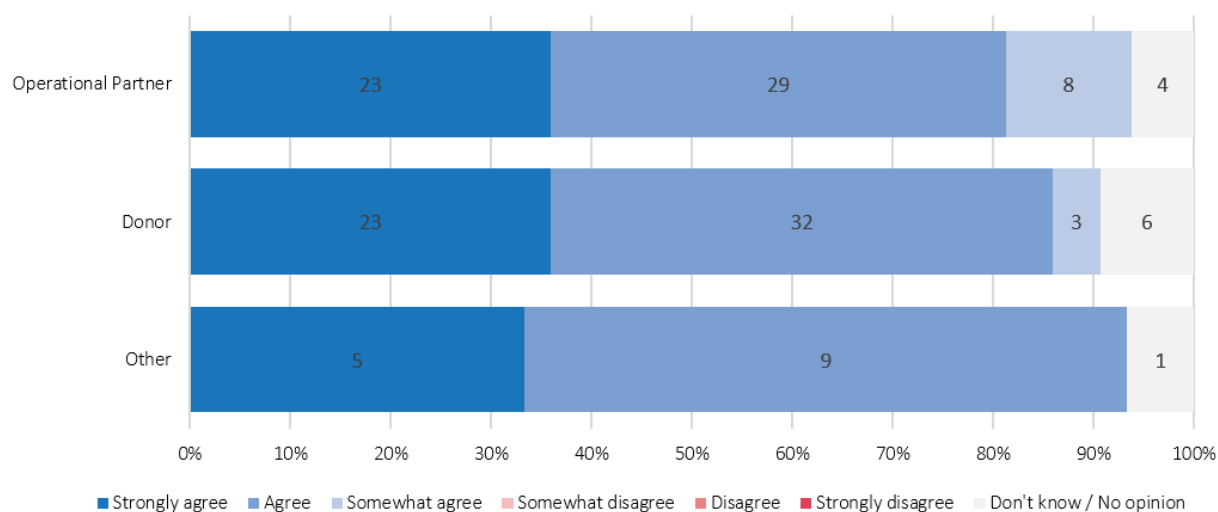


Figure 32. The ICRC can make critical strategic or programming decisions in-country.



CROSS-CUTTING PRIORITIES

This section presents respondents' perspectives on how ICRC addresses cross-cutting priorities across its work.

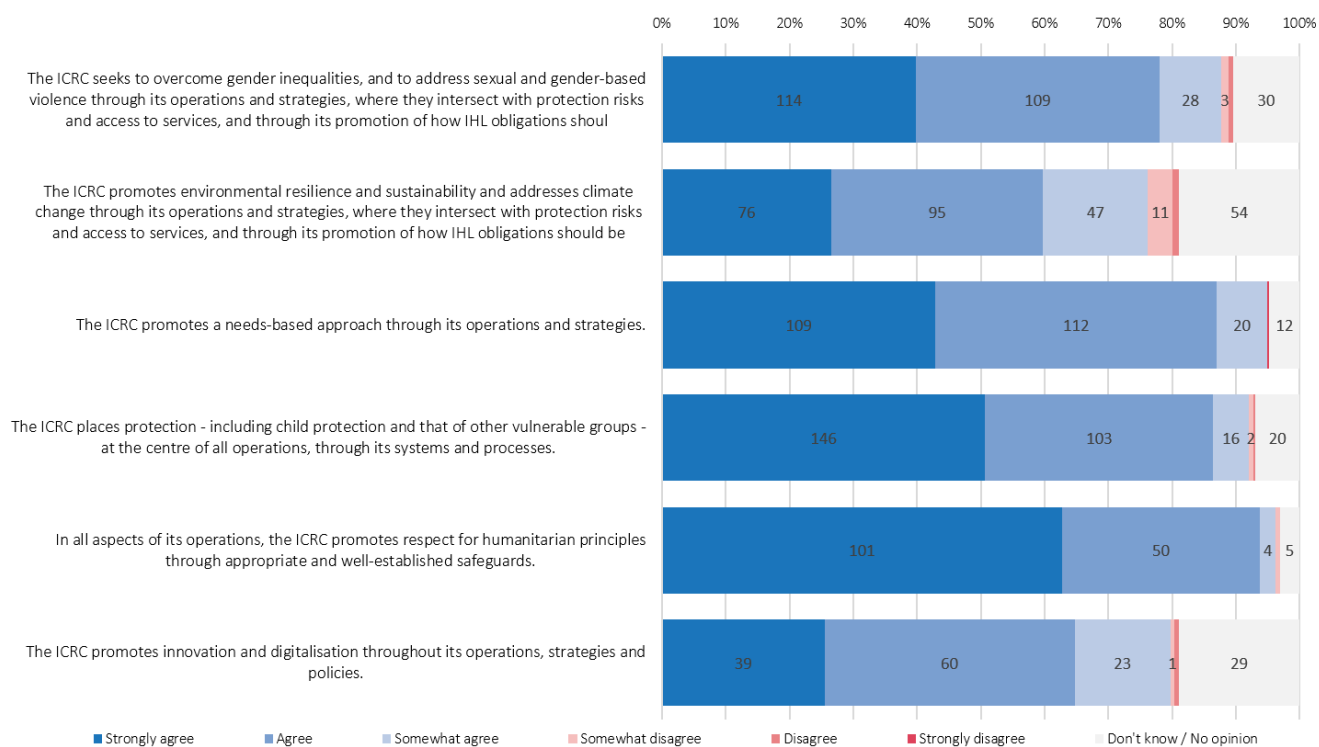


Figure 33. The ICRC seeks to overcome gender inequalities, and to address sexual and gender-based violence through its operations and strategies, where they intersect with protection risks and access to services, and through its promotion of how International Humanitarian Law obligations should be understood and applied.

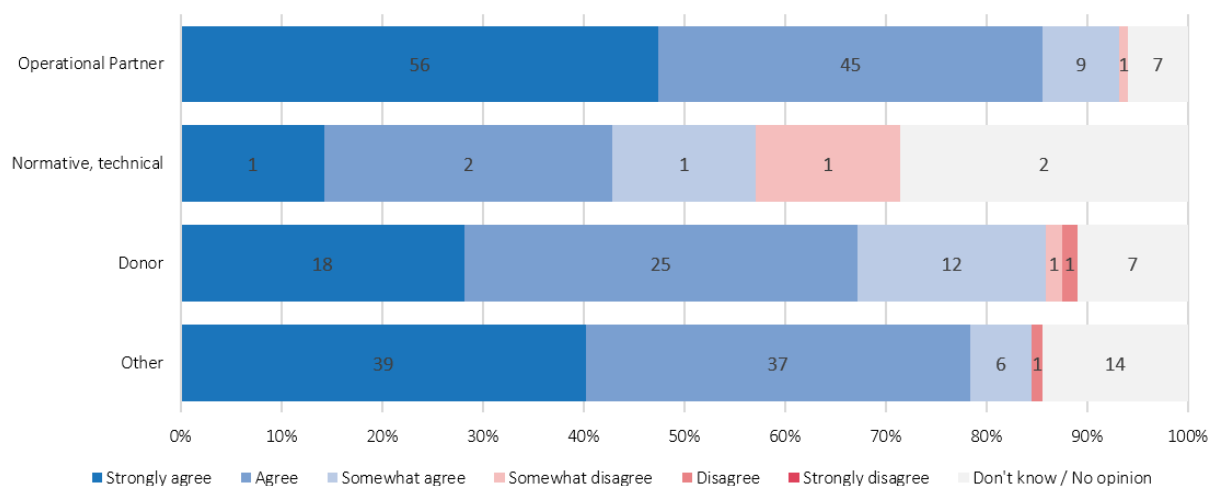


Figure 34. The ICRC promotes environmental resilience and sustainability and addresses climate change through its operations and strategies, where they intersect with protection risks and access to services, and through its promotion of how International Humanitarian Law obligations should be understood and applied.

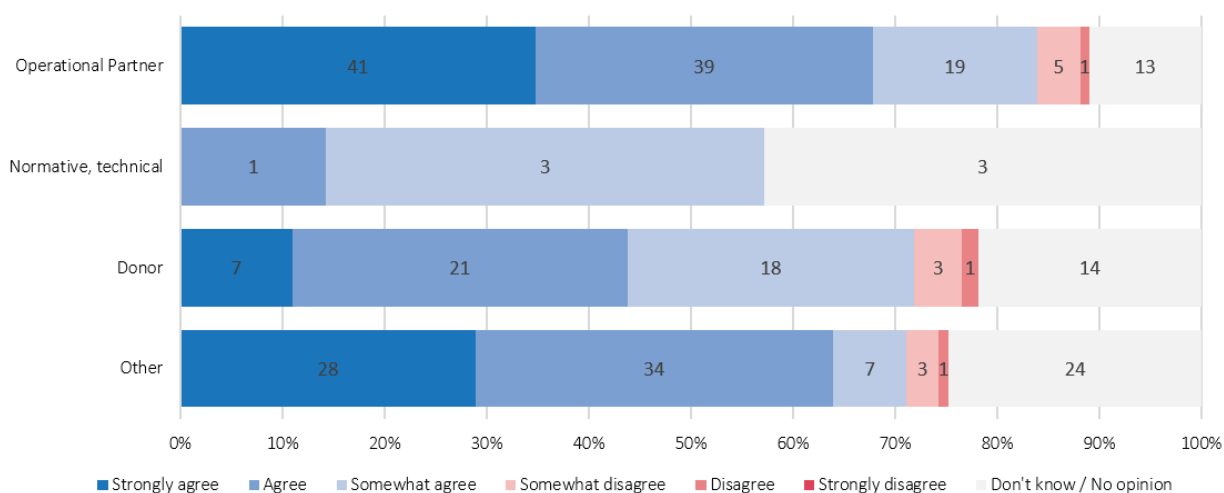


Figure 35. The ICRC promotes a needs-based approach through its operations and strategies.

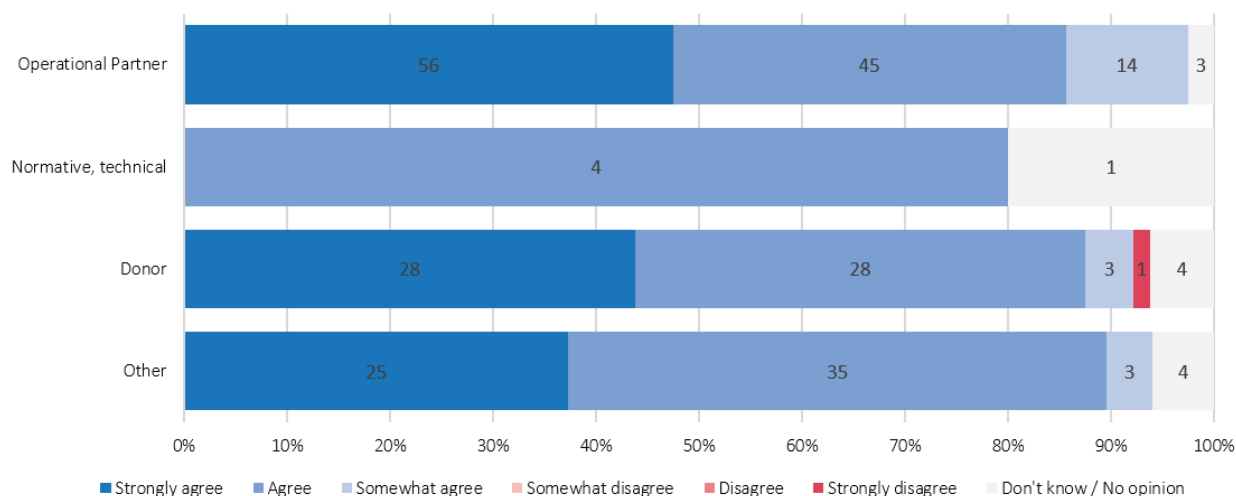


Figure 36. The ICRC places protection - including child protection and that of other vulnerable groups - at the centre of all operations, through its systems and processes.

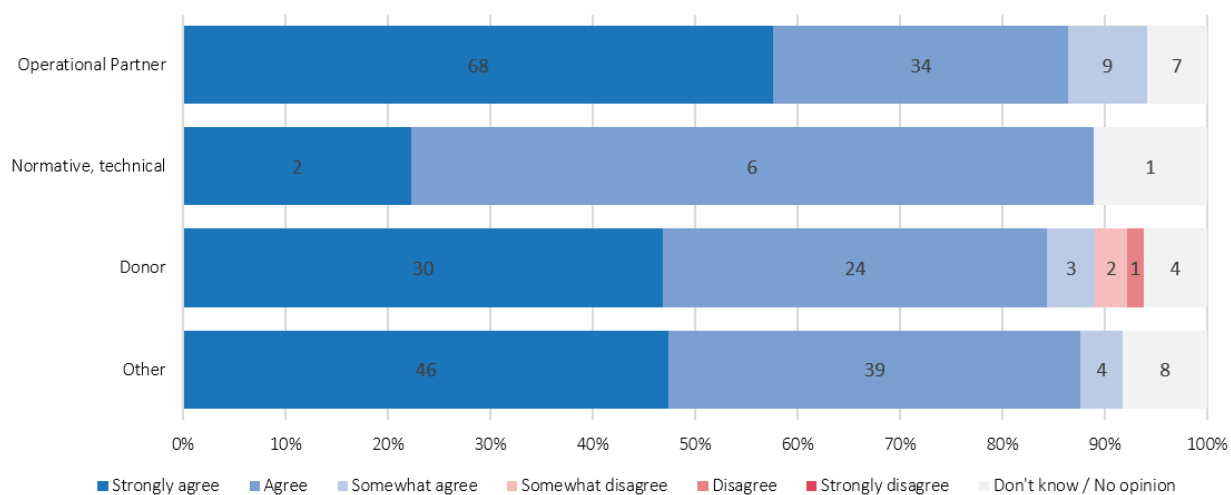


Figure 37. In all aspects of its operations, the ICRC promotes respect for humanitarian principles through appropriate and well-established safeguards.

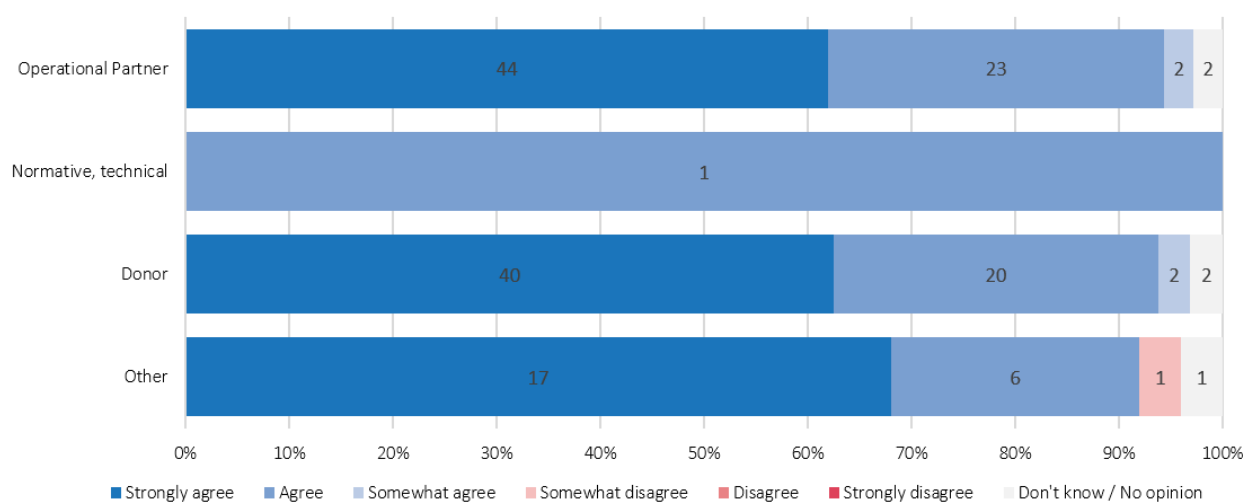
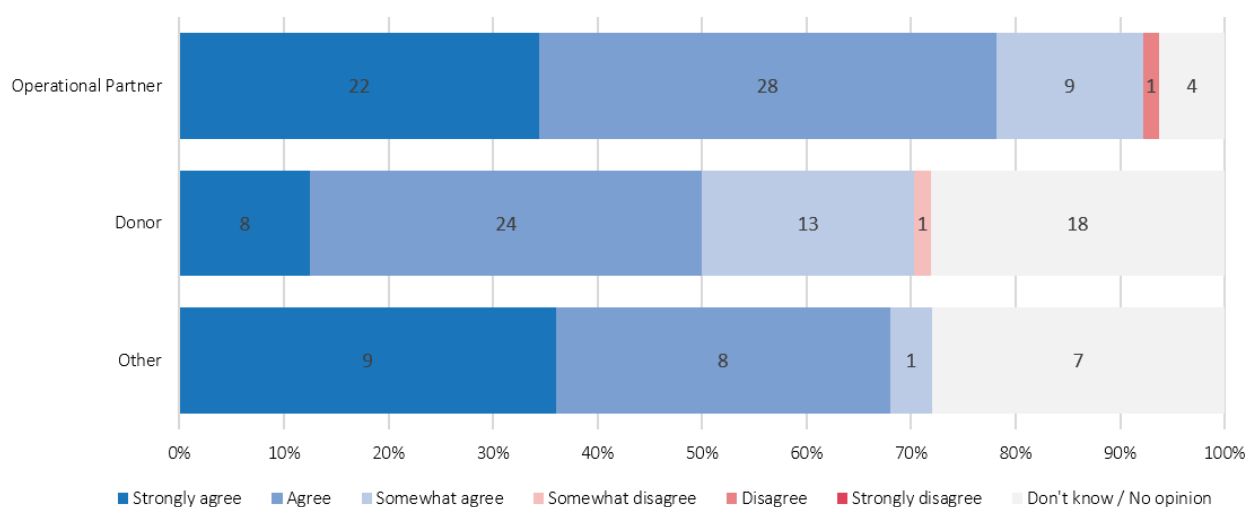


Figure 38. The ICRC promotes innovation and digitalisation throughout its operations, strategies and policies.



INTERVENTIONS

This section presents respondents' perspectives on the design and implementation of the ICRC's interventions/work (including its programmes, projects, normative or advocacy work).

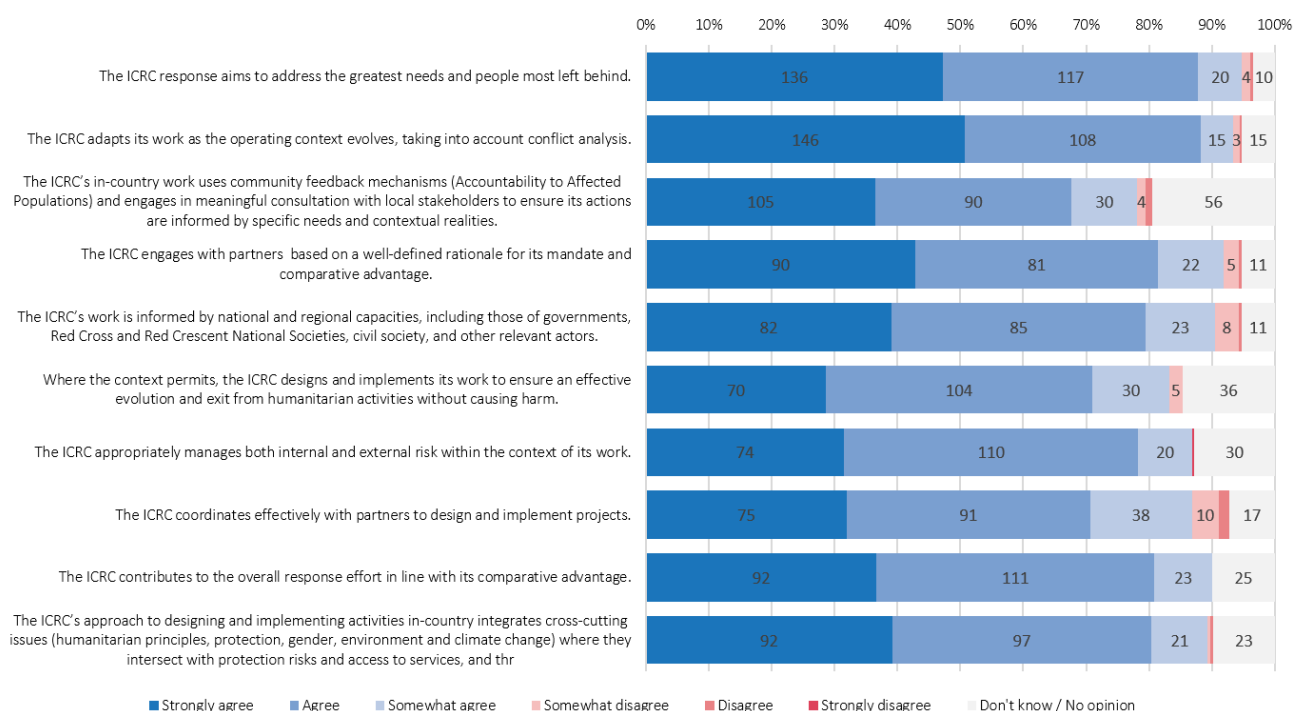


Figure 39. The ICRC response aims to address the greatest needs and people most left behind.

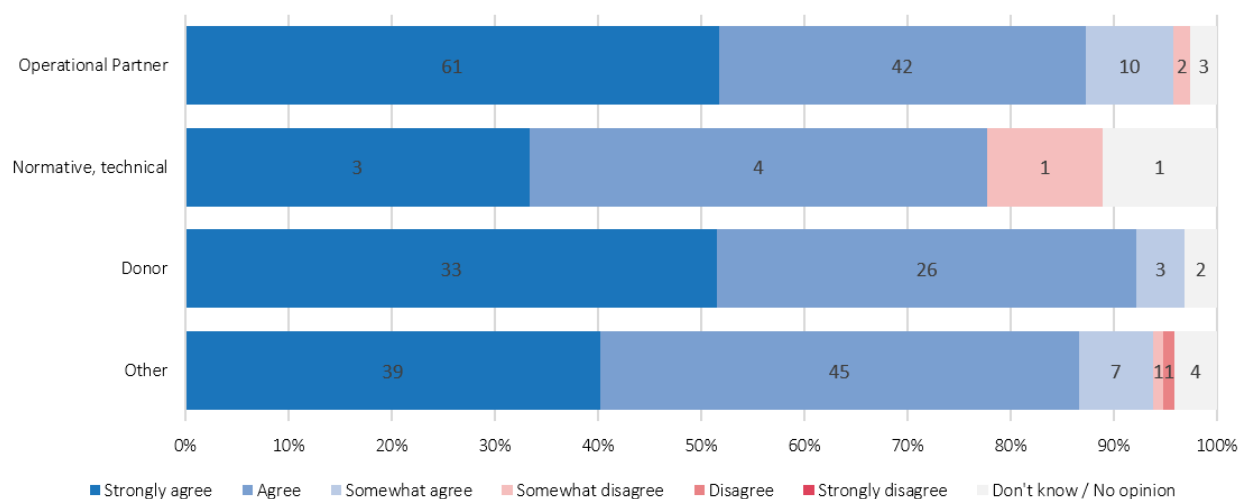


Figure 40. The ICRC adapts its work as the operating context evolves, taking into account conflict analysis.

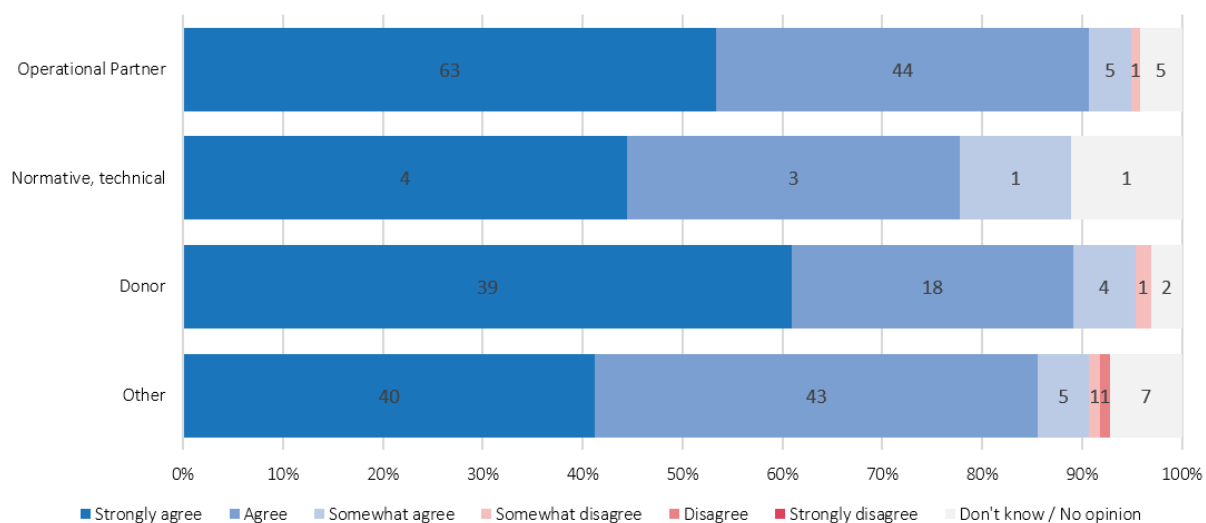


Figure 41. The ICRC's in-country work uses community feedback mechanisms (Accountability to Affected Populations) and engages in meaningful consultation with local stakeholders to ensure its actions are informed by specific needs and contextual realities.

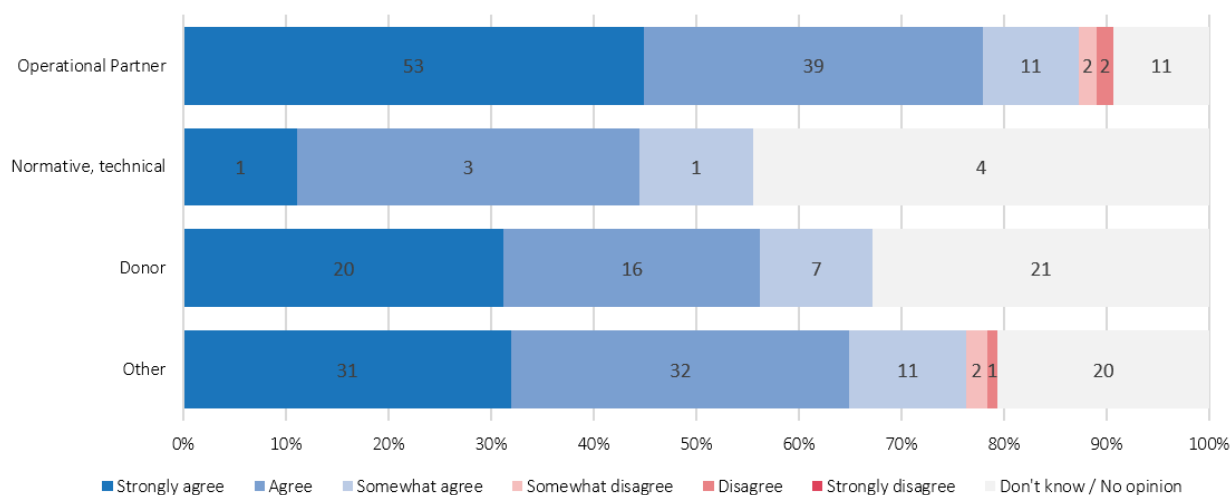


Figure 42. The ICRC engages with partners based on a well-defined rationale for its mandate and comparative advantage.

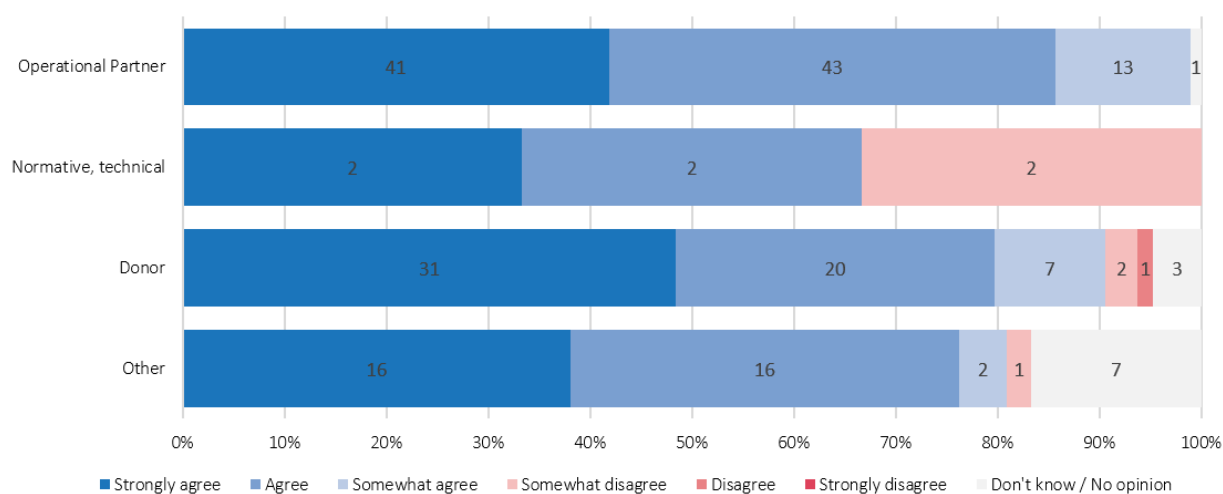


Figure 43. The ICRC's work is informed by national and regional capacities, including those of governments, Red Cross and Red Crescent National Societies, civil society, and other relevant actors.

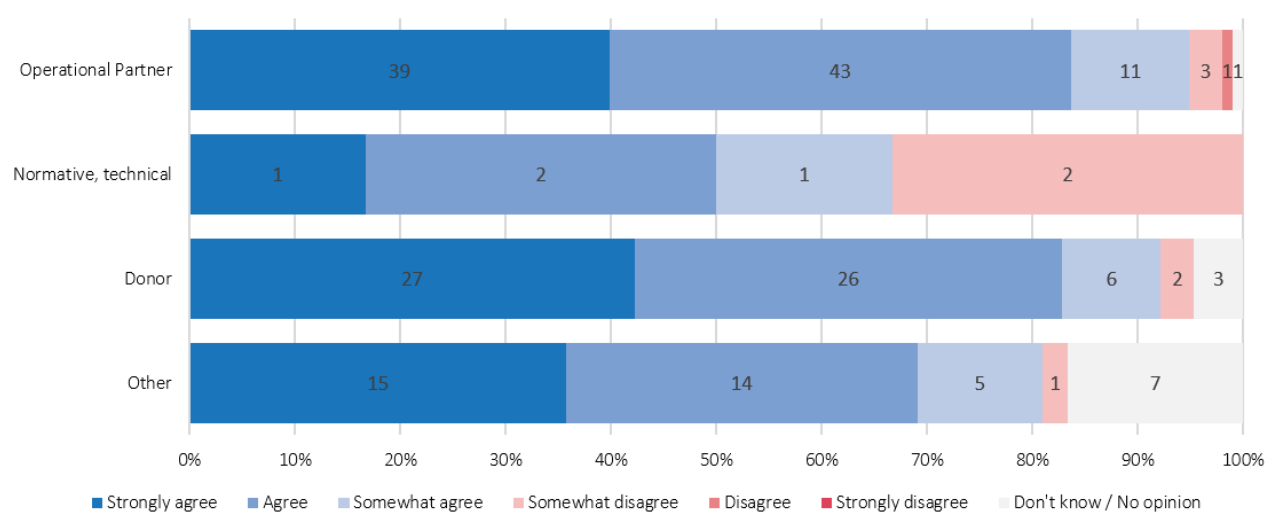


Figure 44. Where the context permits, the ICRC designs and implements its work to ensure an effective evolution and exit from humanitarian activities without causing harm.

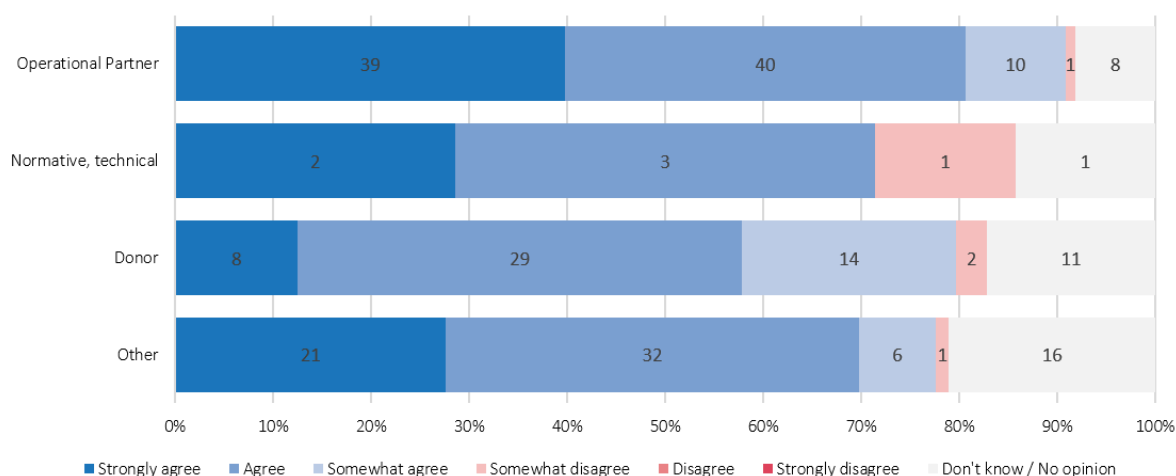


Figure 45. The ICRC appropriately manages both internal and external risk within the context of its work.

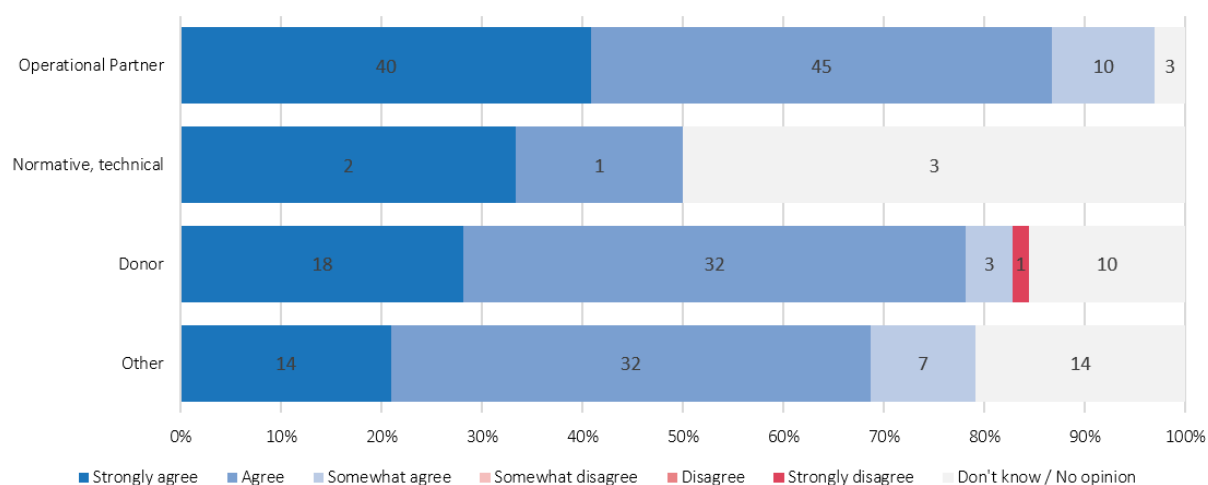


Figure 46. The ICRC coordinates effectively with partners to design and implement projects.

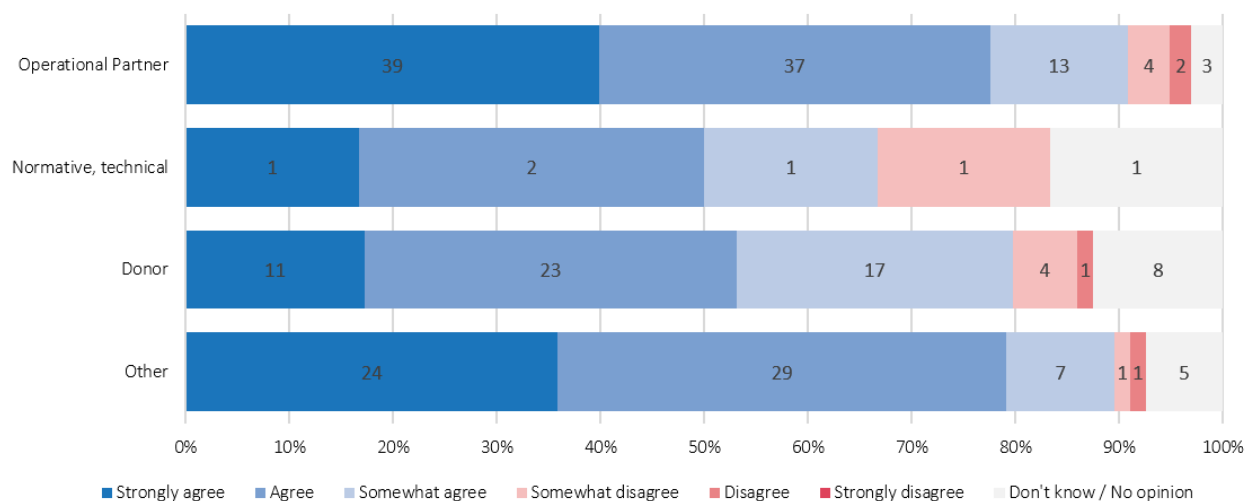


Figure 47. The ICRC contributes to the overall response effort in line with its comparative advantage.

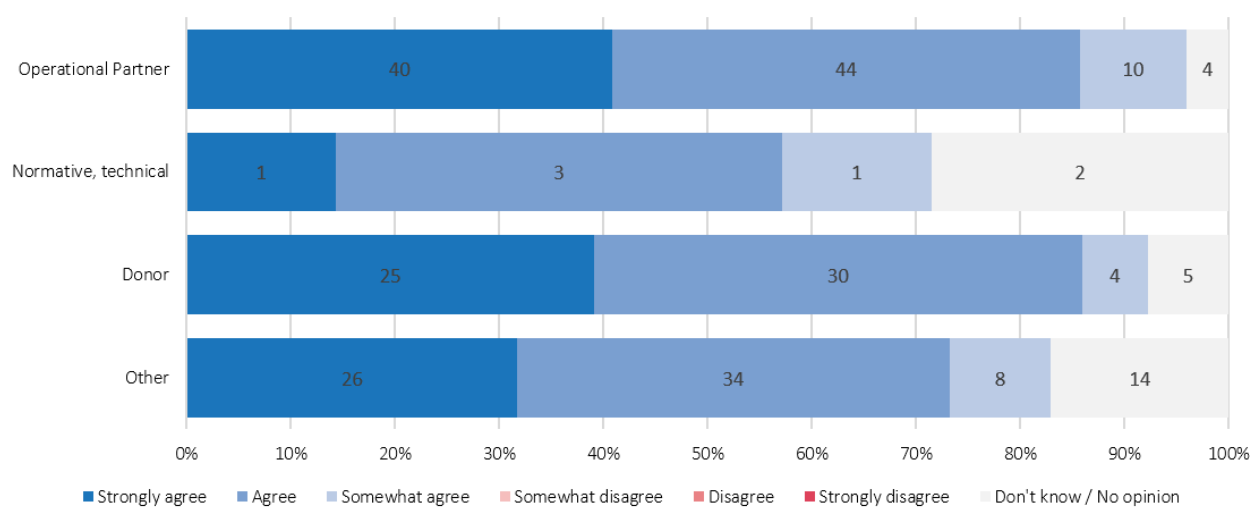
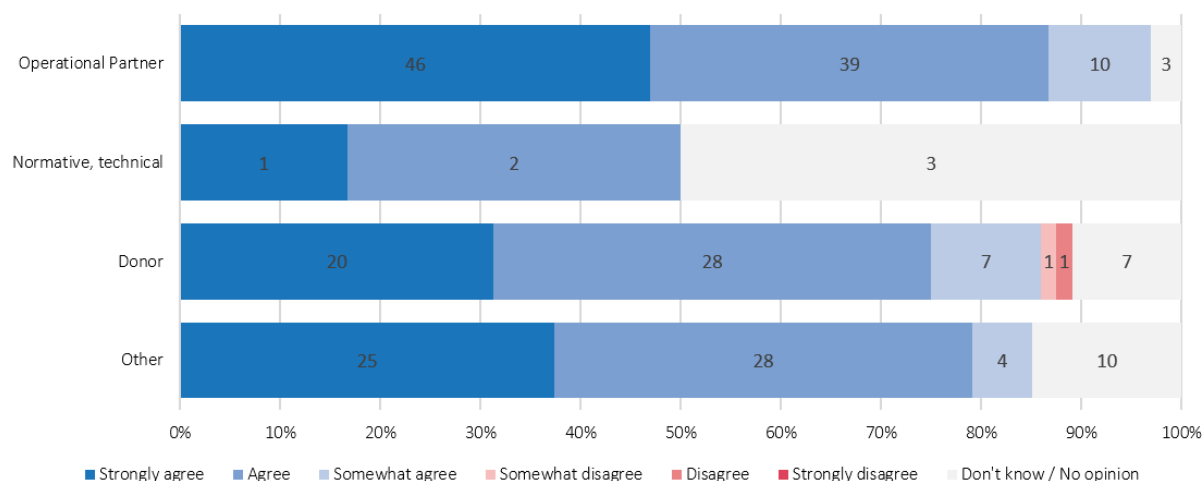


Figure 48. The ICRC's approach to designing and implementing activities in-country integrates cross-cutting issues (humanitarian principles, protection, gender, environment and climate change) where they intersect with protection risks and access to services, and through its promotion of how International Humanitarian Law obligations should be understood and applied.



MANAGING FINANCIAL RESOURCES

This section presents respondents' perspectives on how ICRC manages its financial resources.

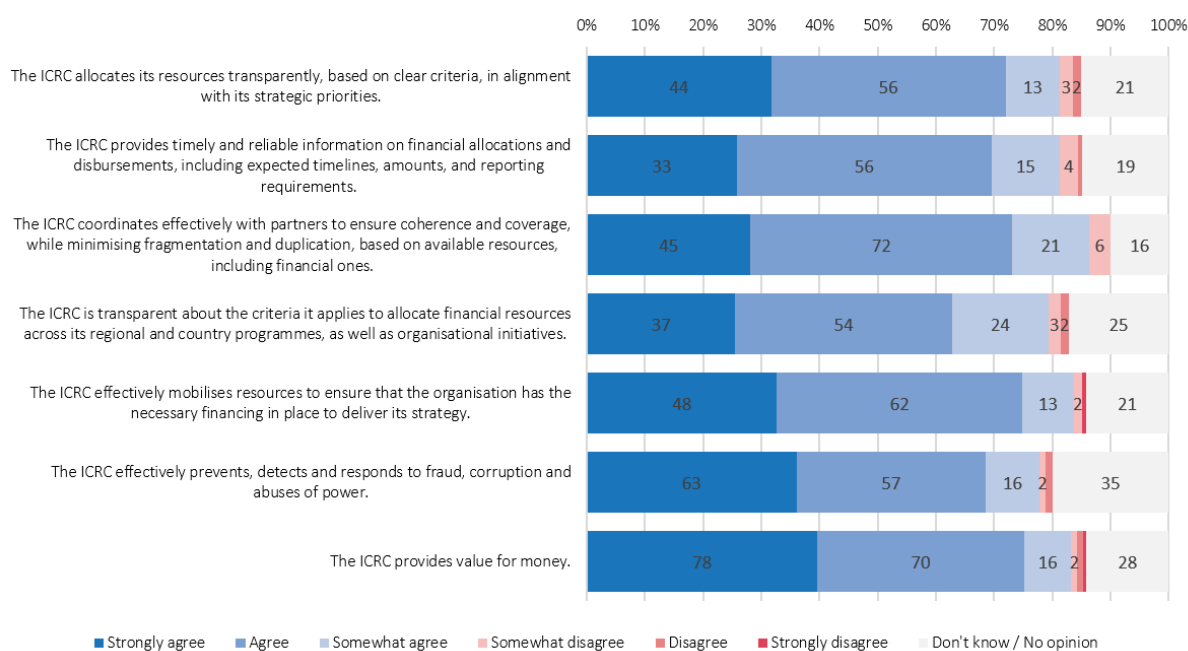


Figure 49. The ICRC allocates its resources transparently, based on clear criteria, in alignment with its strategic priorities.

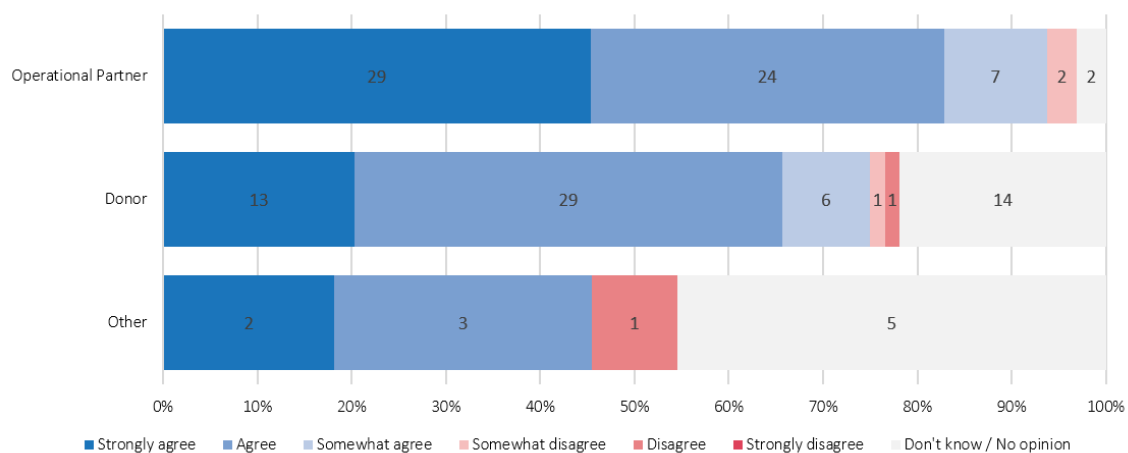


Figure 50. The ICRC provides timely and reliable information on financial allocations and disbursements, including expected timelines, amounts, and reporting requirements.

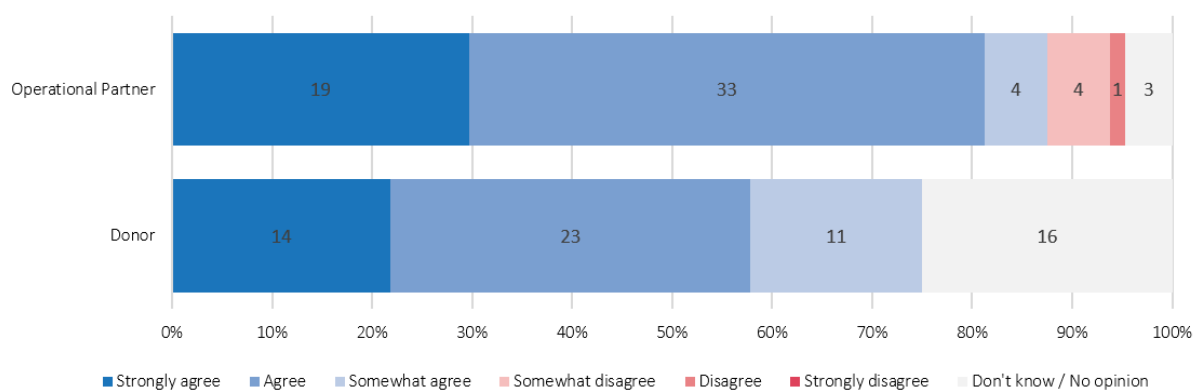


Figure 51. The ICRC coordinates effectively with partners to ensure coherence and coverage, while minimising fragmentation and duplication, based on available resources, including financial ones.

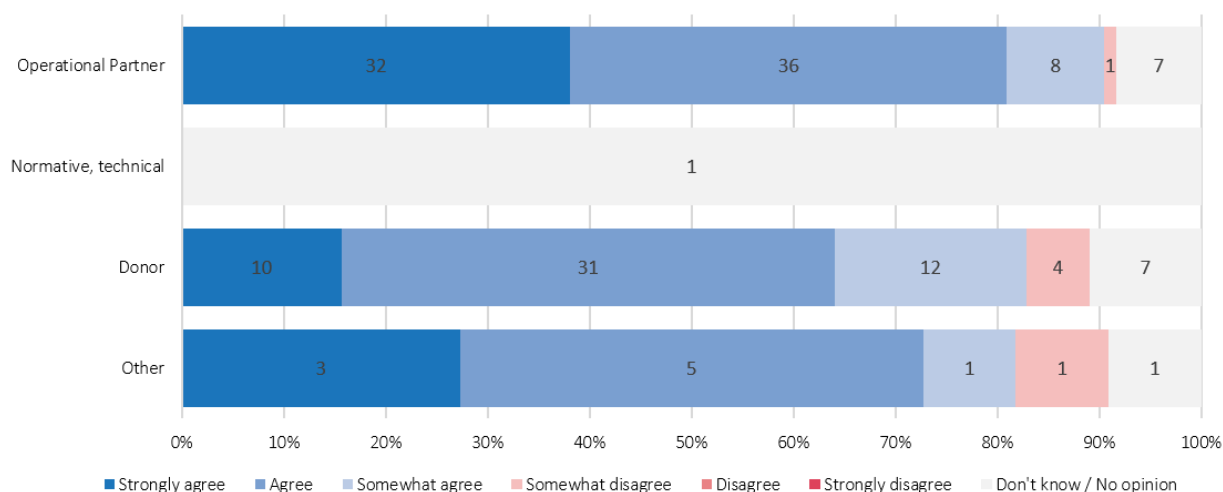


Figure 52. The ICRC is transparent about the criteria it applies to allocate financial resources across its regional and country programmes, as well as organisational initiatives.

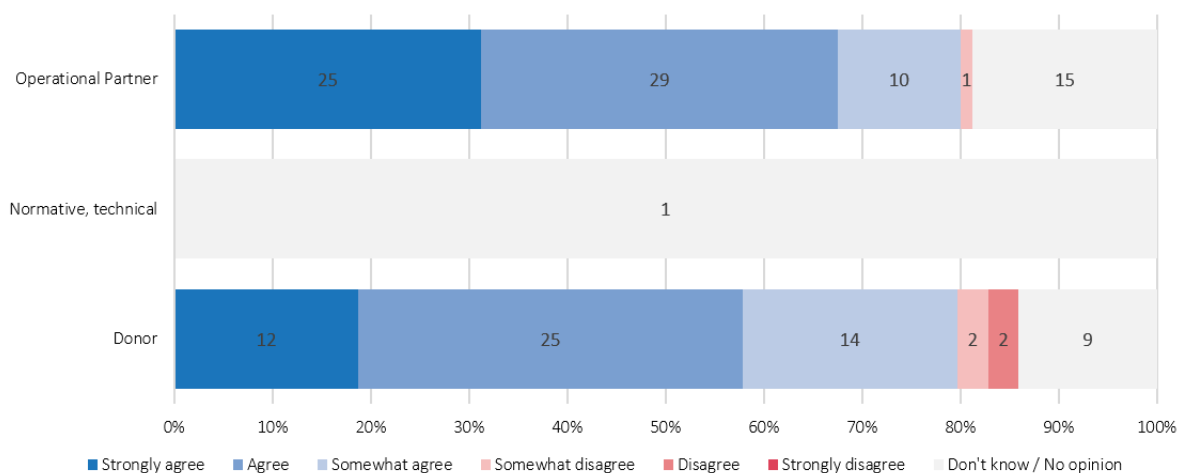


Figure 53. The ICRC effectively mobilises resources to ensure that the organisation has the necessary financing in place to deliver its strategy.

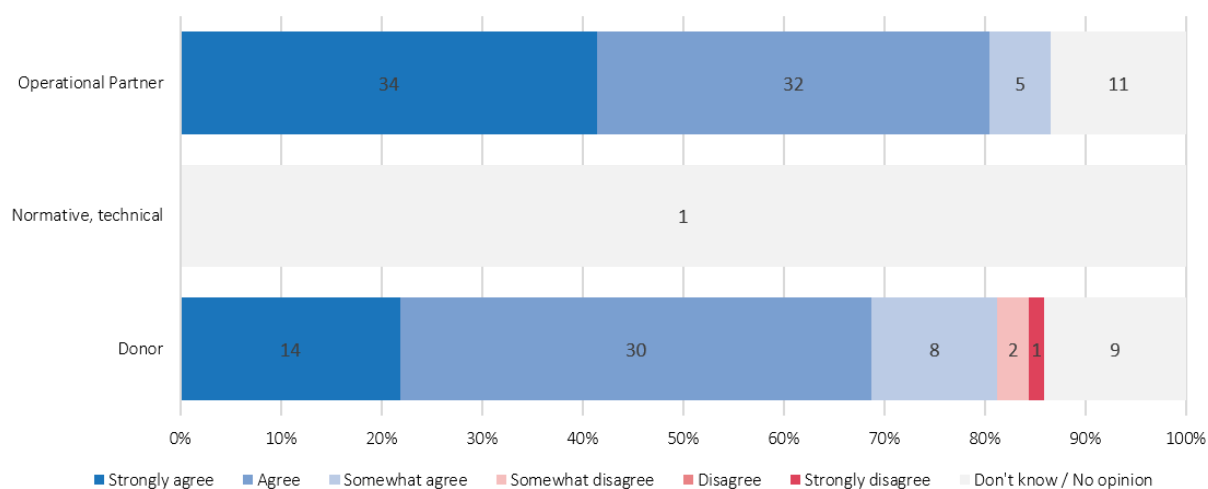


Figure 54. The ICRC effectively prevents, detects and responds to fraud, corruption and abuses of power.

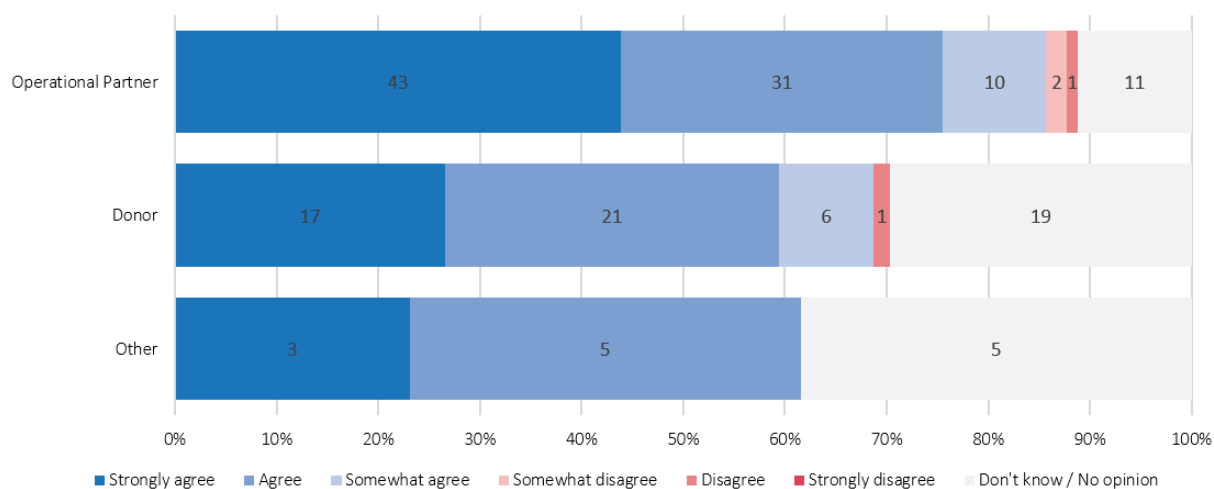
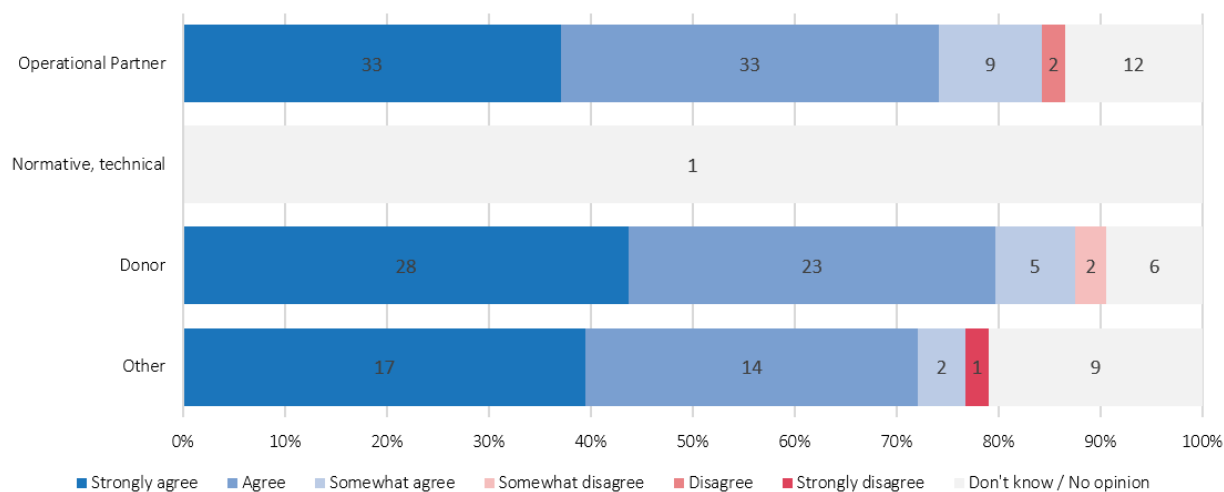


Figure 55. The ICRC provides value for money.



MANAGING RELATIONSHIPS

This section presents respondents' perspectives on how ICRC works with partners and promotes national ownership.

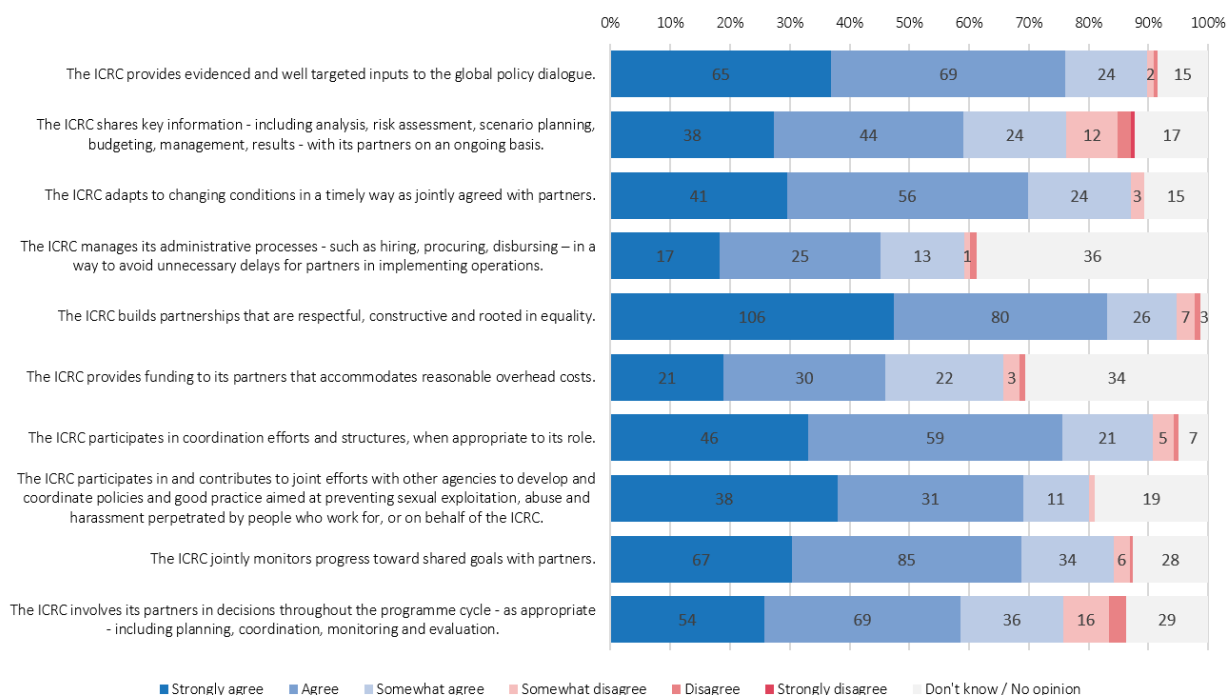


Figure 56. The ICRC provides evidenced and well targeted inputs to the global policy dialogue.

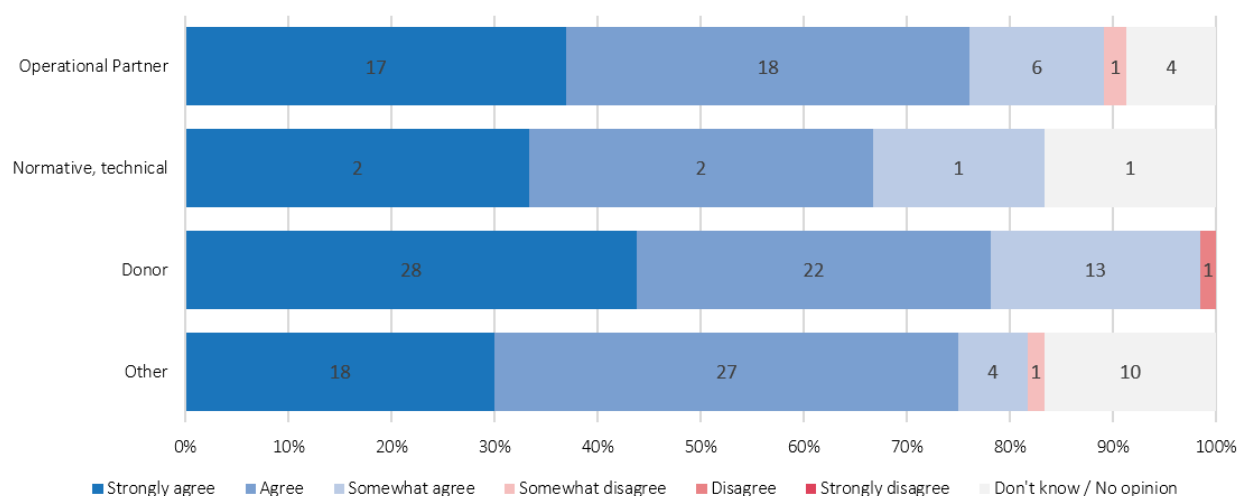


Figure 57. The ICRC shares key information - including analysis, risk assessment, scenario planning, budgeting, management, results - with its partners on an ongoing basis.

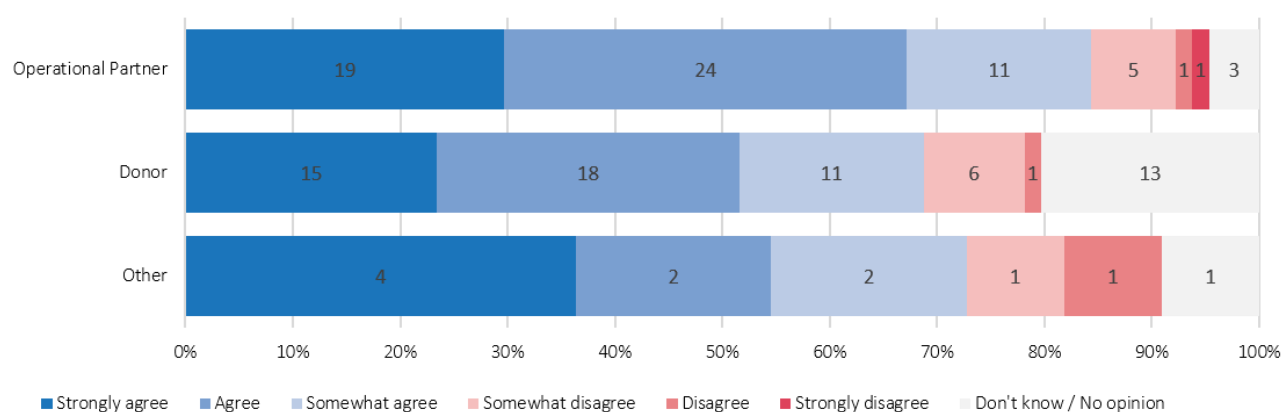


Figure 58. The ICRC adapts to changing conditions in a timely way as jointly agreed with partners.

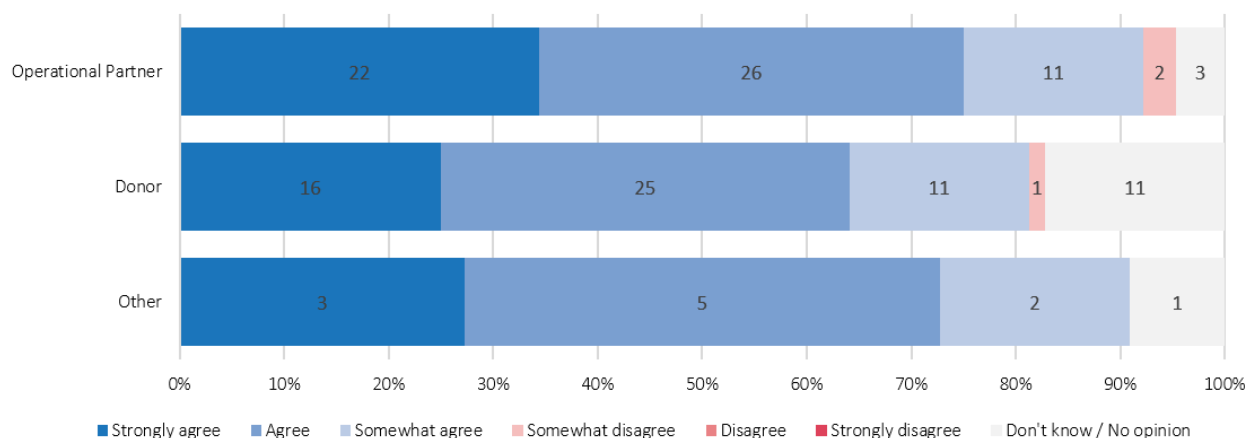


Figure 59. The ICRC manages its administrative processes - such as hiring, procuring, disbursing – in a way to avoid unnecessary delays for partners in implementing operations.

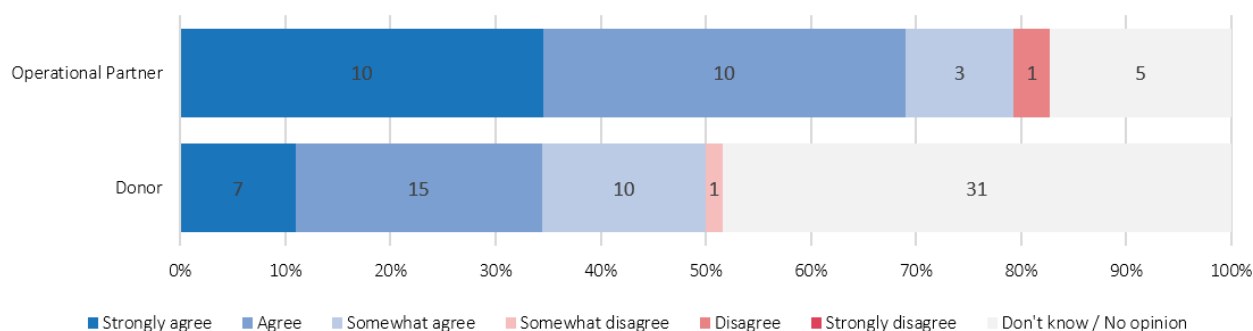


Figure 60. The ICRC builds partnerships that are respectful, constructive and rooted in equality.

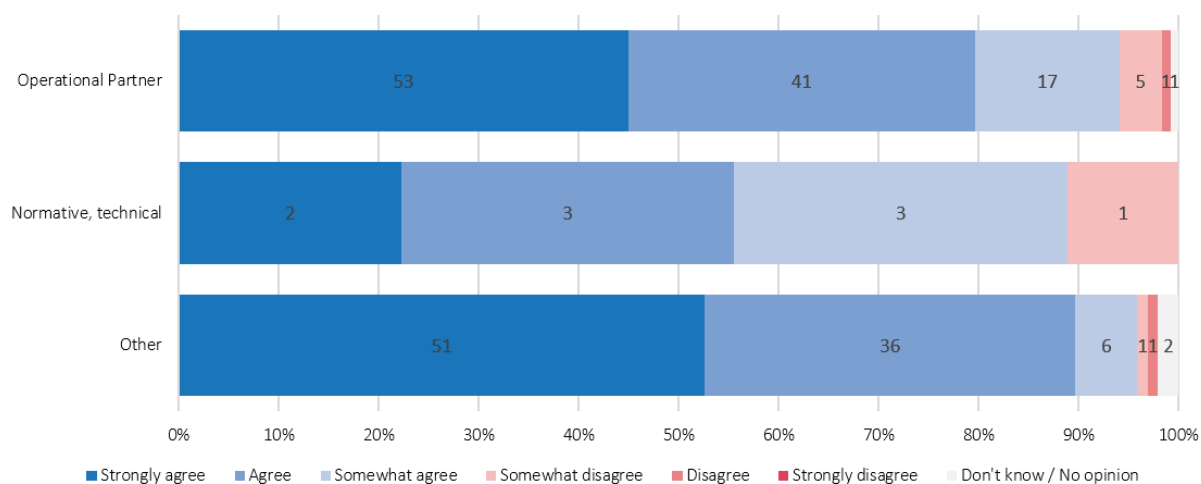


Figure 61. The ICRC provides funding to its partners that accommodates reasonable overhead costs.

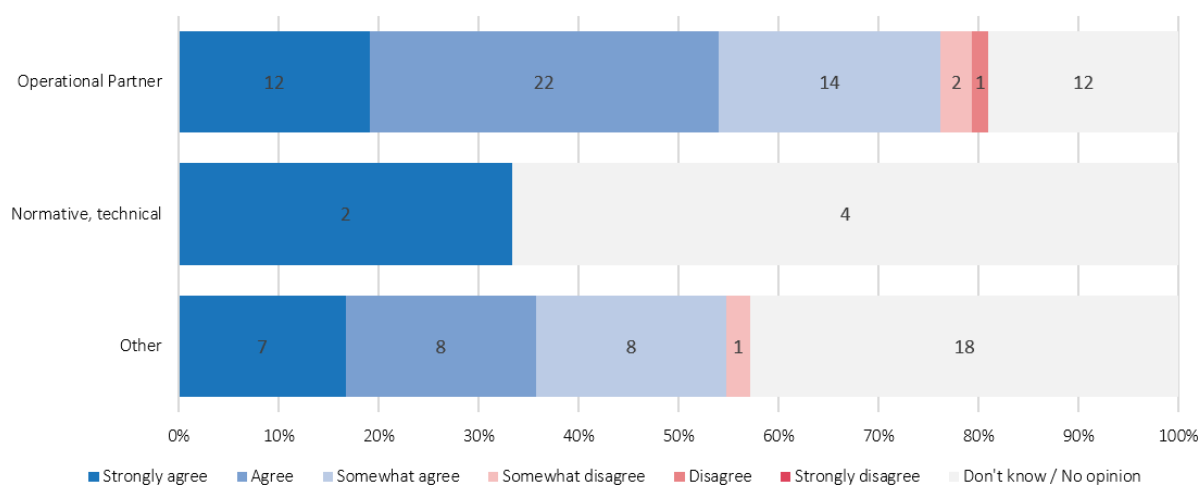


Figure 62. The ICRC participates in coordination efforts and structures, when appropriate to its role.

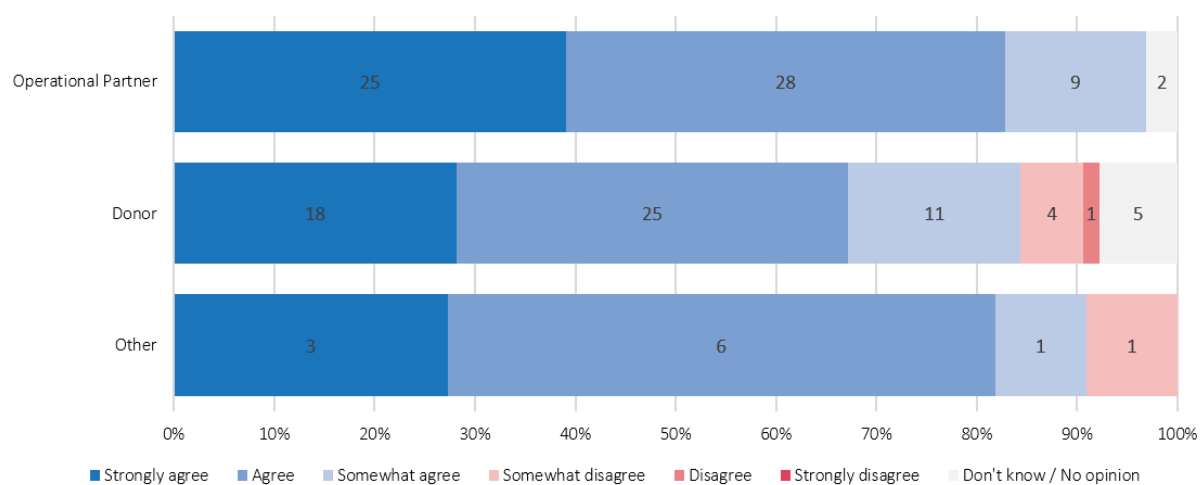


Figure 63. The ICRC participates in and contributes to joint efforts with other agencies to develop and coordinate policies and good practice aimed at preventing sexual exploitation, abuse and harassment perpetrated by people who work for, or on behalf of the ICRC.

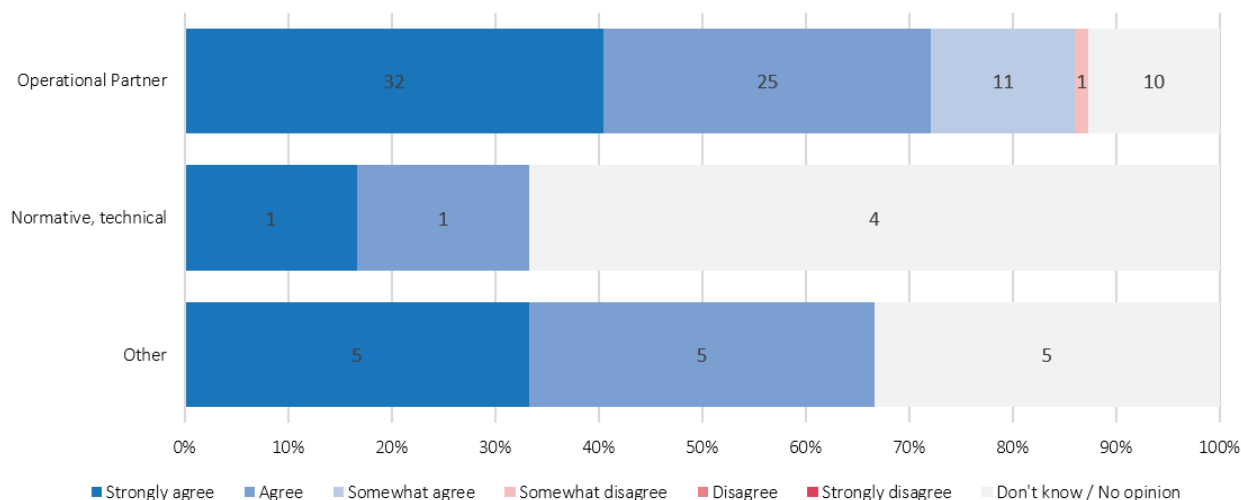


Figure 64. The ICRC jointly monitors progress toward shared goals with partners.

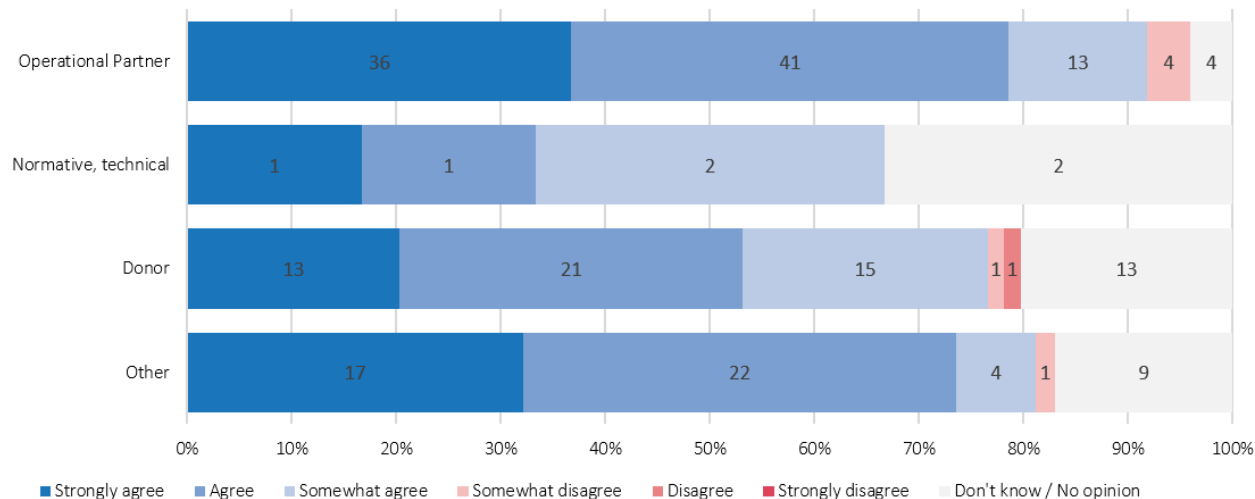
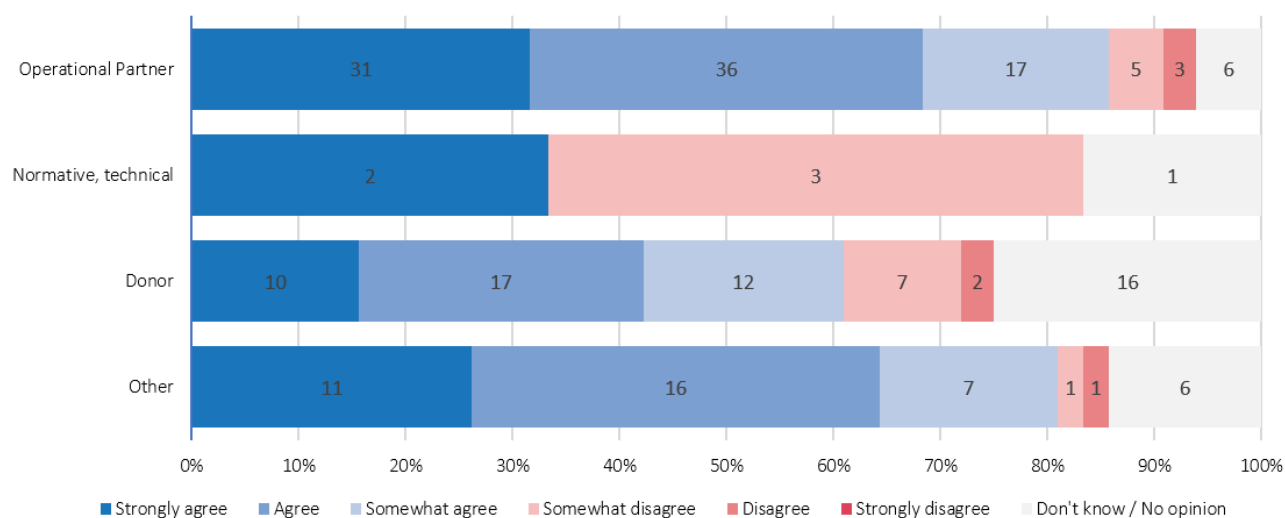


Figure 65. The ICRC involves its partners in decisions throughout the programme cycle - as appropriate - including planning, coordination, monitoring and evaluation.



ORGANISATION'S AGILITY AND RESPONSIVENESS

This section presents respondents' perspectives on the ICRC's agility and responsiveness.

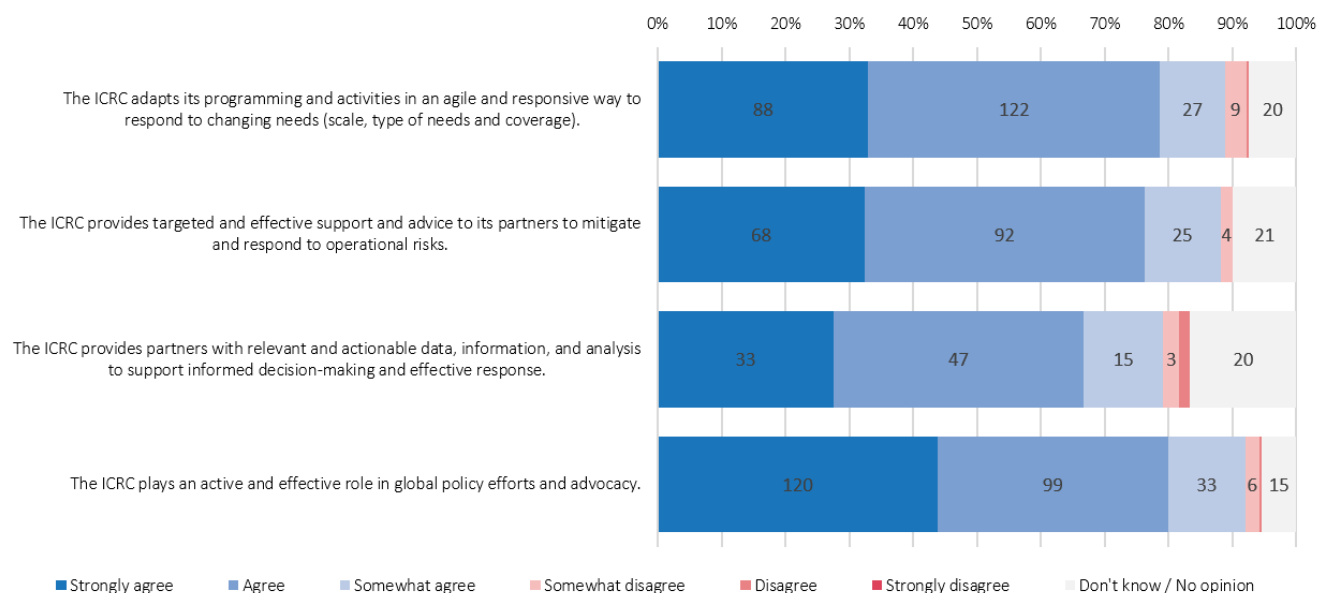


Figure 66. The ICRC adapts its programming and activities in an agile and responsive way to respond to changing needs (scale, type of needs and coverage).

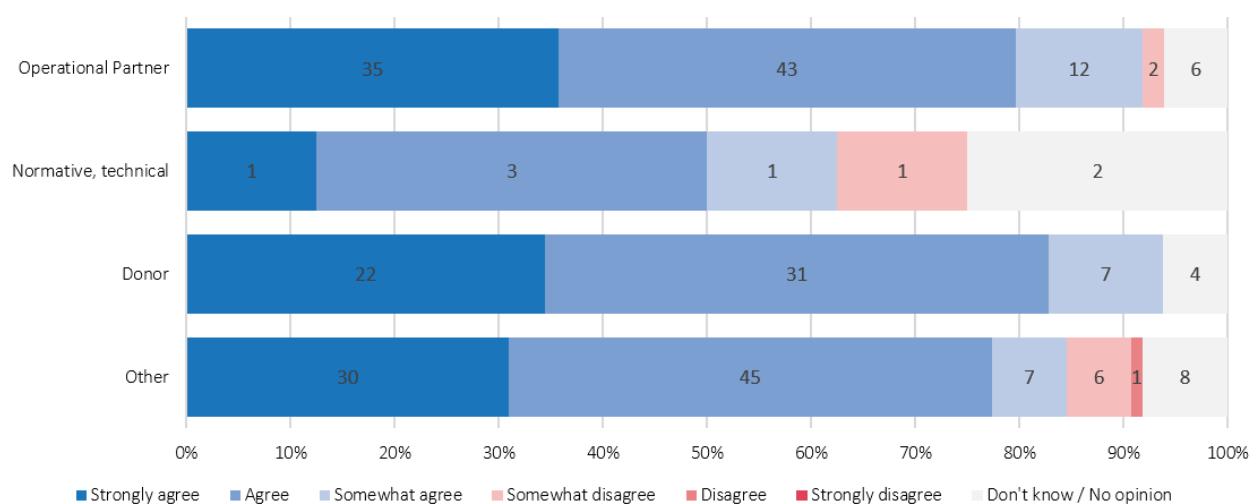


Figure 67. The ICRC provides targeted and effective support and advice to its partners to mitigate and respond to operational risks.

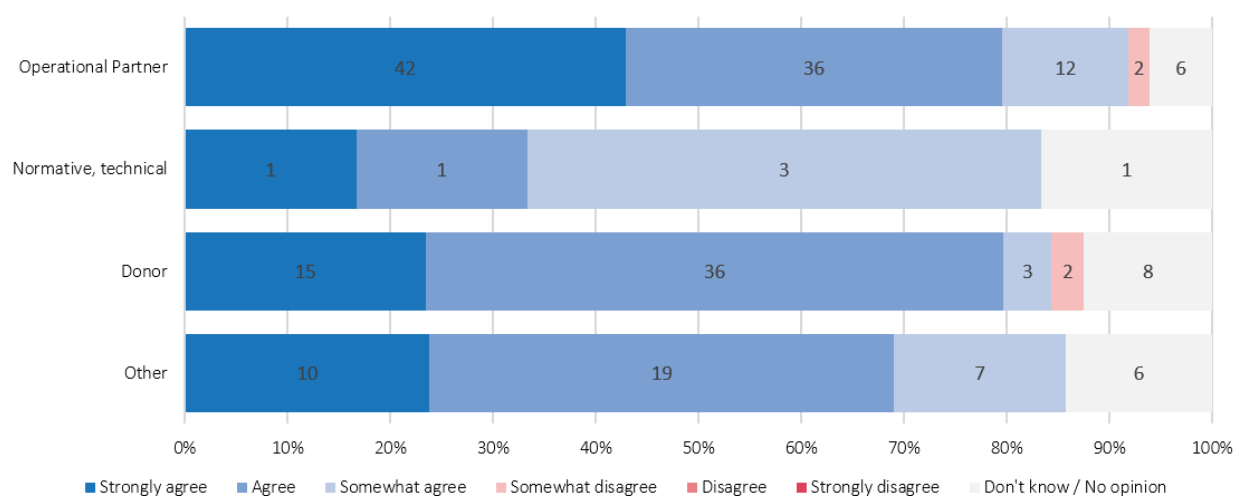


Figure 68. The ICRC provides partners with relevant and actionable data, information, and analysis to support informed decision-making and effective response.

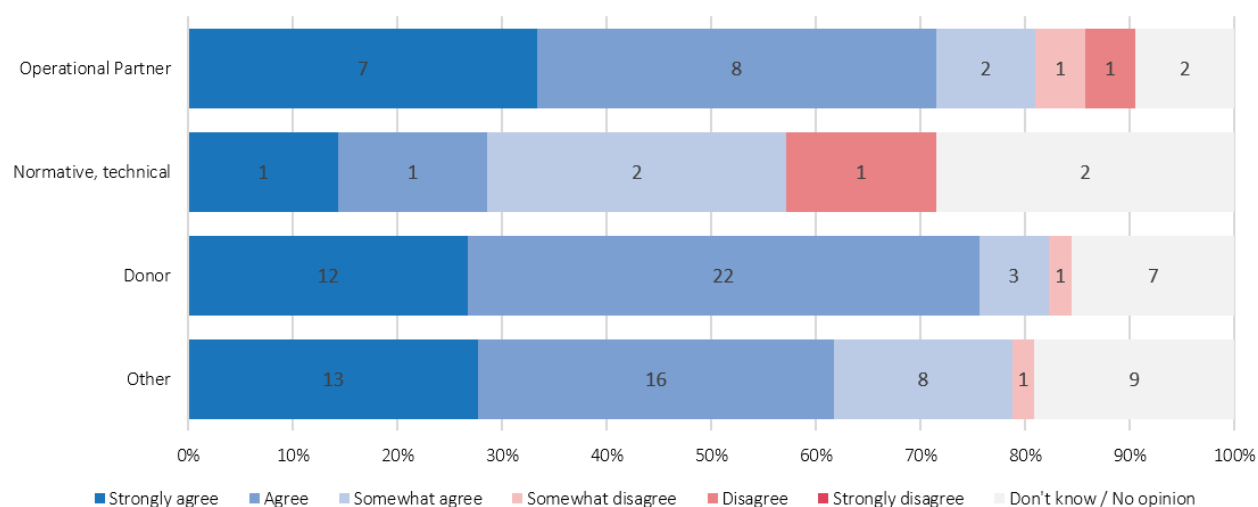
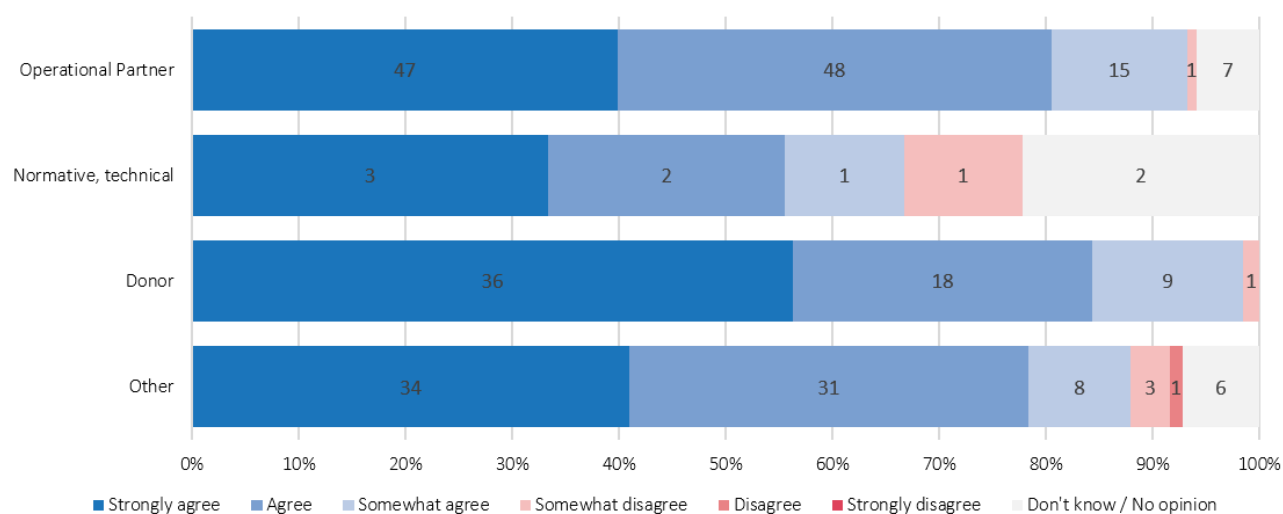


Figure 69. The ICRC plays an active and effective role in global policy efforts and advocacy.



PERFORMANCE MANAGEMENT

This section presents respondents' perspectives on the ICRC's performance management and how the ICRC uses evidence for planning and programming.

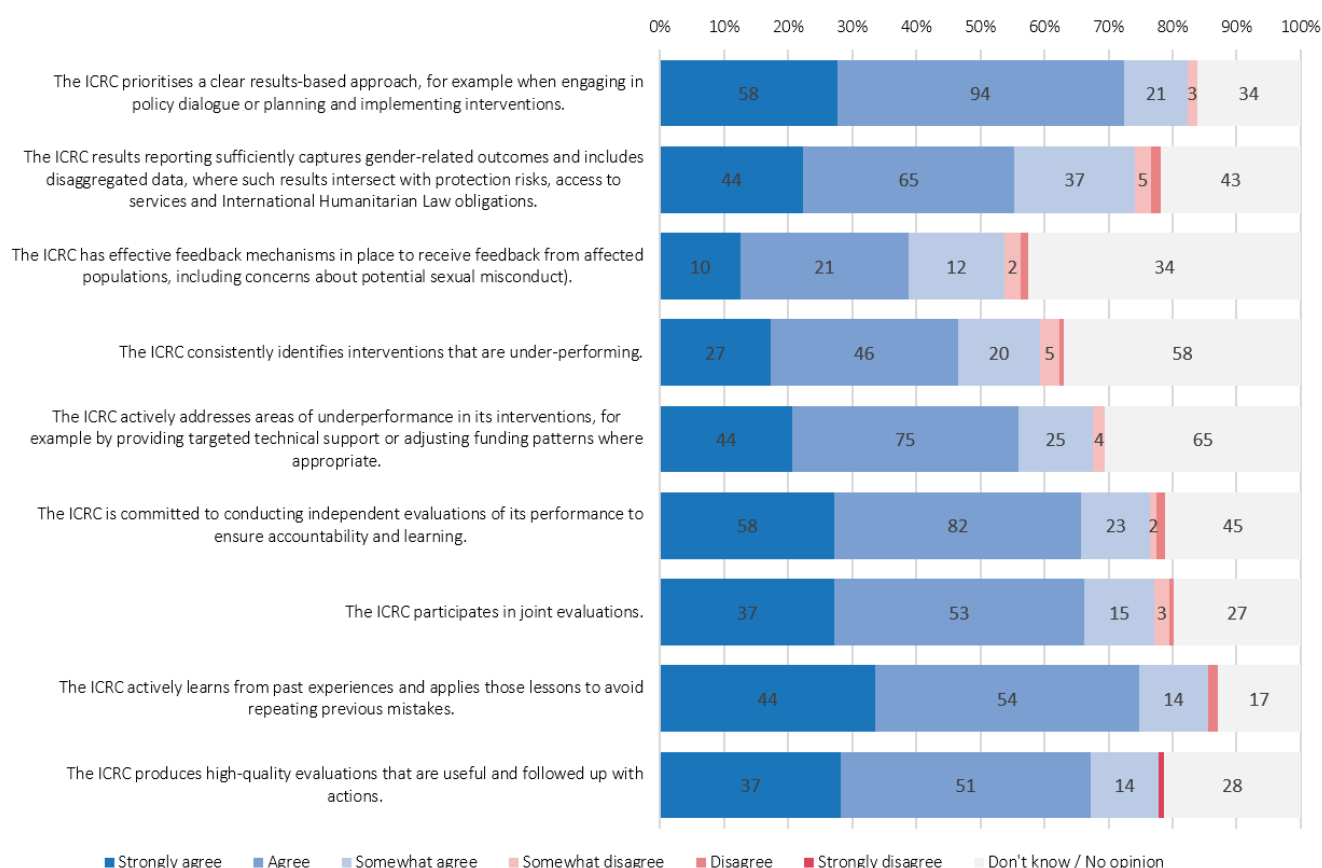


Figure 70. The ICRC prioritises a clear results-based approach, for example when engaging in policy dialogue or planning and implementing interventions.

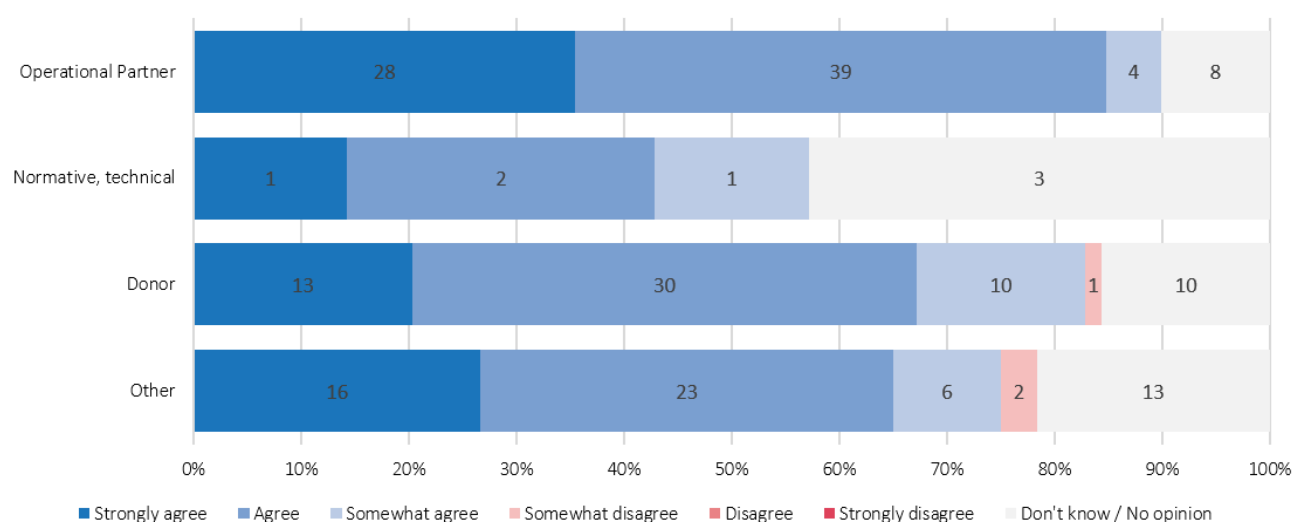


Figure 71. The ICRC results reporting sufficiently captures gender-related outcomes and includes disaggregated data, where such results intersect with protection risks, access to services and International Humanitarian Law obligations.

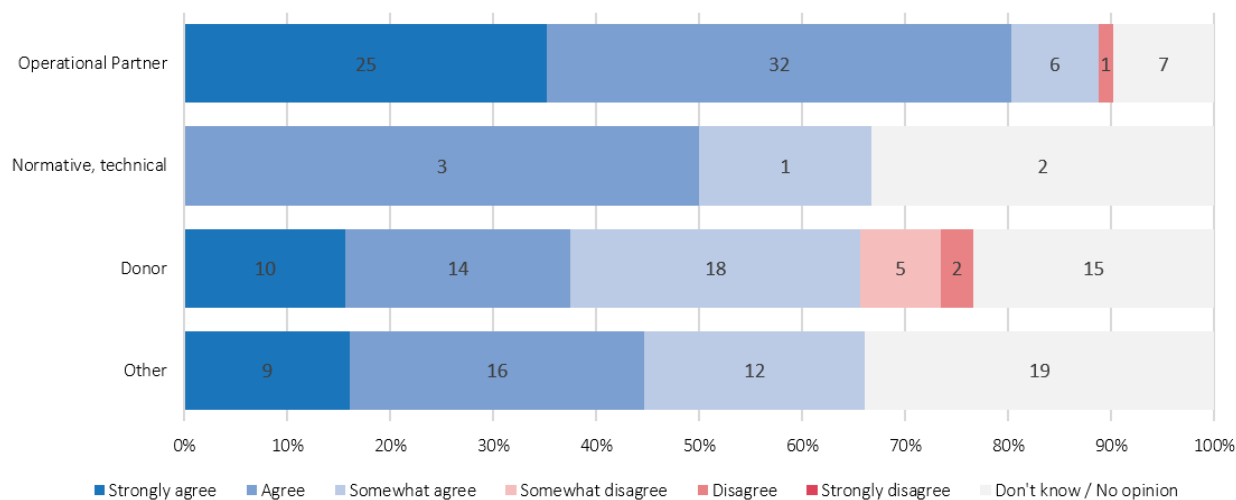


Figure 72. The ICRC has effective feedback mechanisms in place to receive feedback from affected populations, including concerns about potential sexual misconduct).

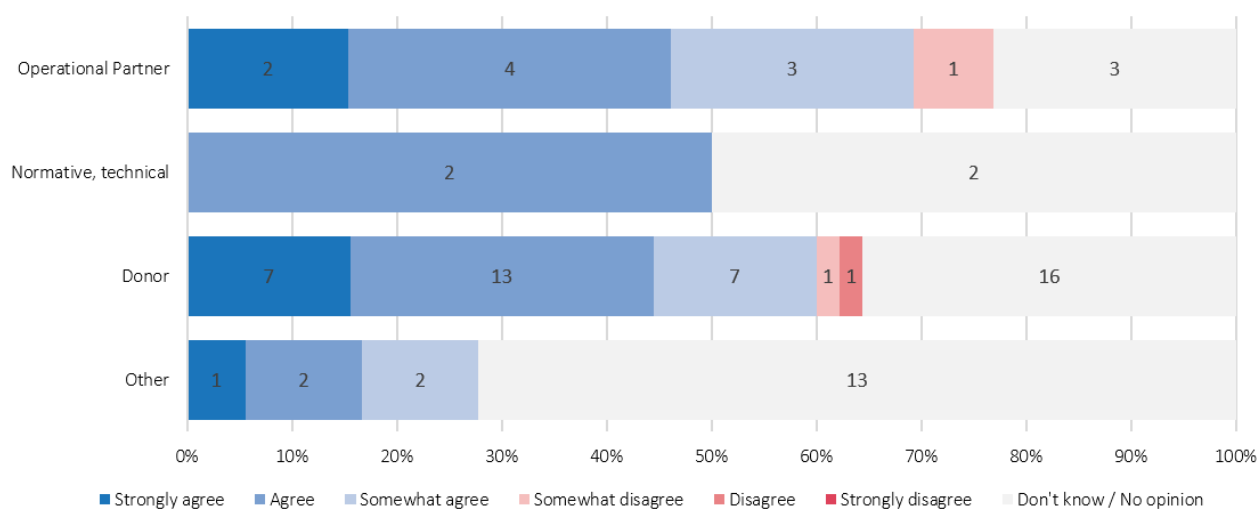


Figure 73. The ICRC consistently identifies interventions that are under-performing.

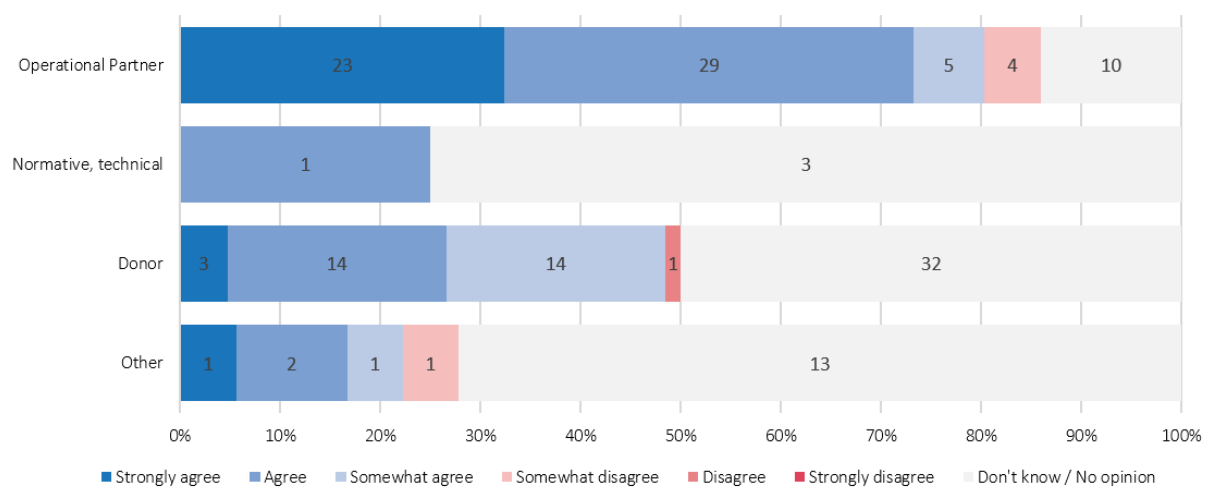


Figure 74. The ICRC actively addresses areas of underperformance in its interventions, for example by providing targeted technical support or adjusting funding patterns where appropriate.

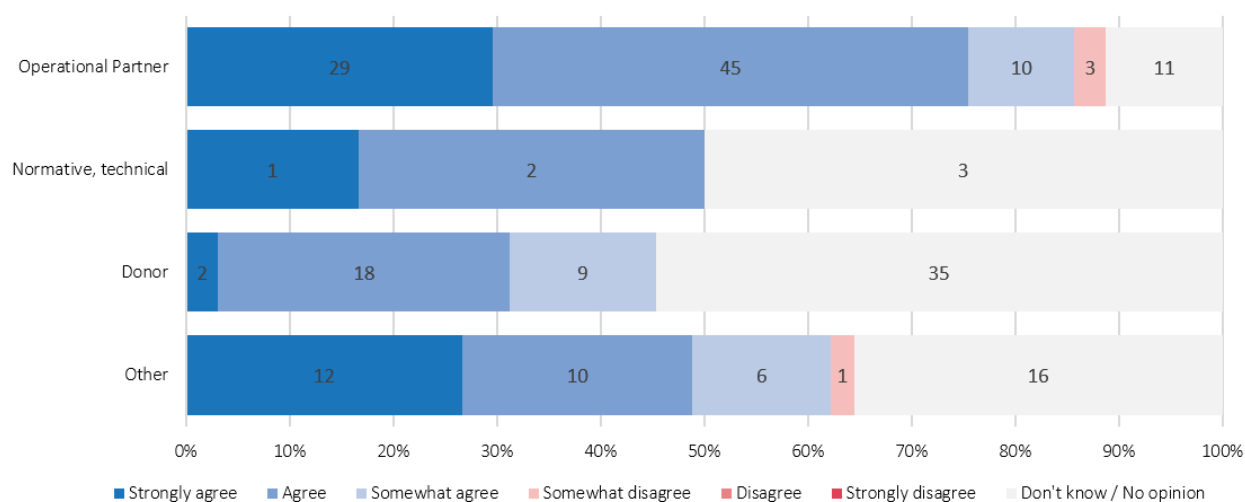


Figure 75. The ICRC is committed to conducting independent evaluations of its performance to ensure accountability and learning.

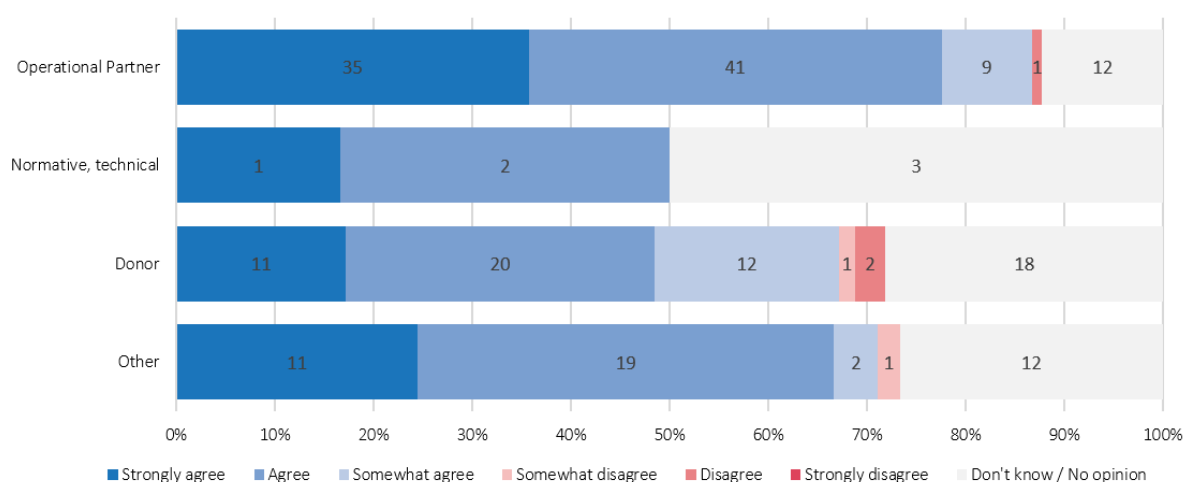


Figure 76. The ICRC participates in joint evaluations.

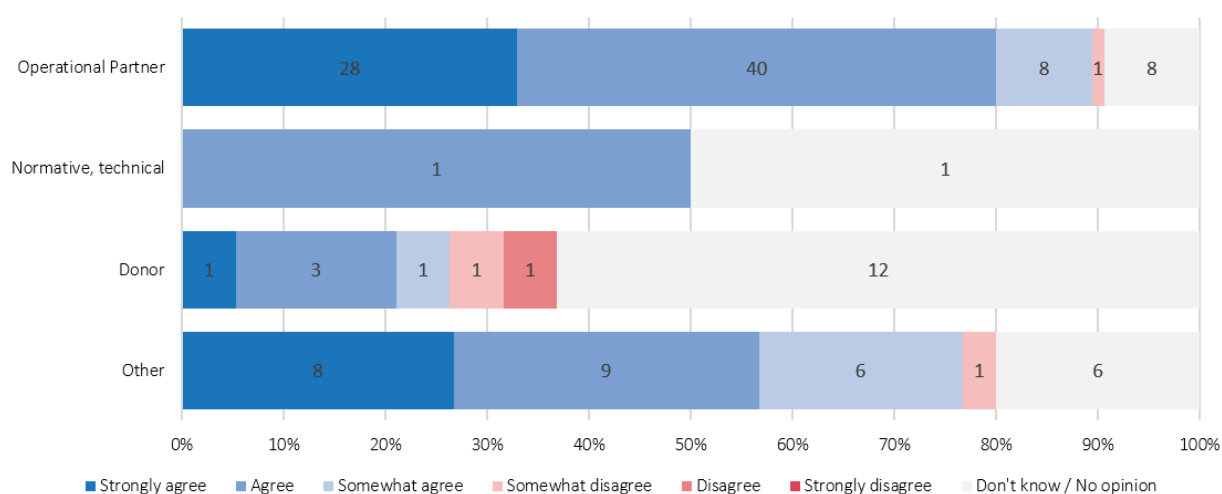


Figure 77. The ICRC actively learns from past experiences and applies those lessons to avoid repeating previous mistakes.

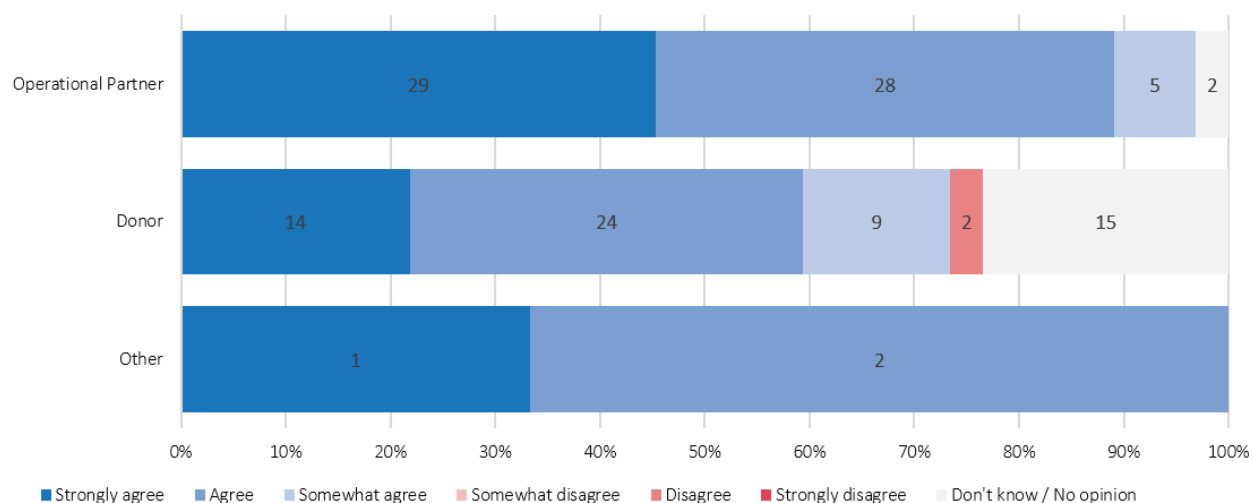
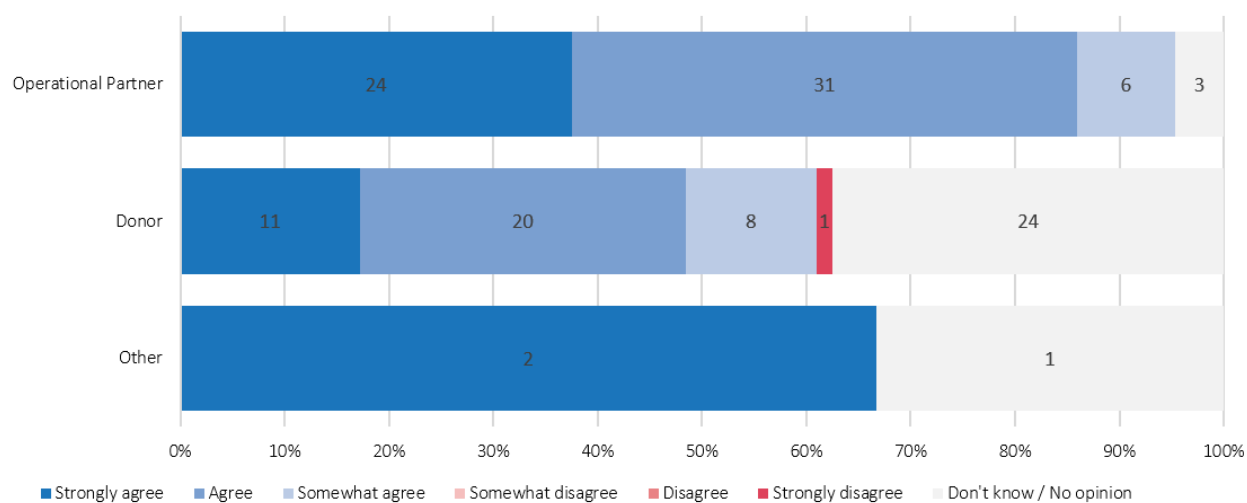


Figure 78. The ICRC produces high-quality evaluations that are useful and followed up with actions.



SPECIFIC QUESTIONS ON SEXUAL MISCONDUCT (SEA)*

* SEA (Sexual Exploitation and Abuse): sexual misconduct against beneficiaries and host communities, perpetrated/committed by people working for the ICRC, or on behalf of the ICRC.

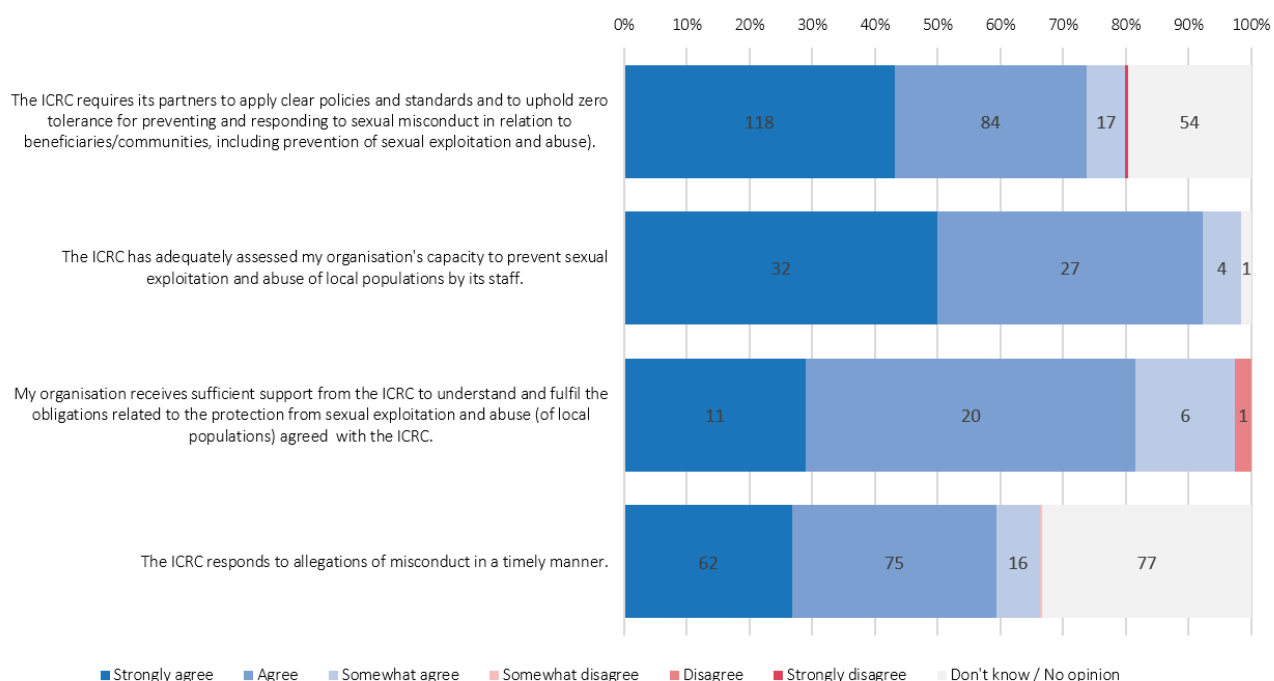


Figure 79. Has the ICRC assessed your organisation's capacity to prevent SEA and handle any SEA allegations?

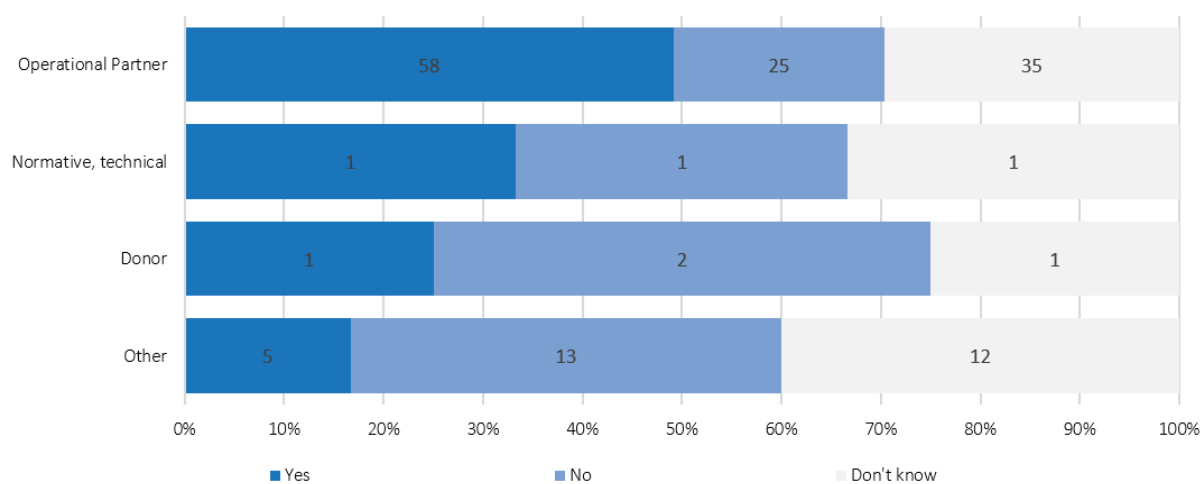


Figure 80. Does the ICRC support the capacity of your organisation to fulfil the SEA obligations that you have agreed?

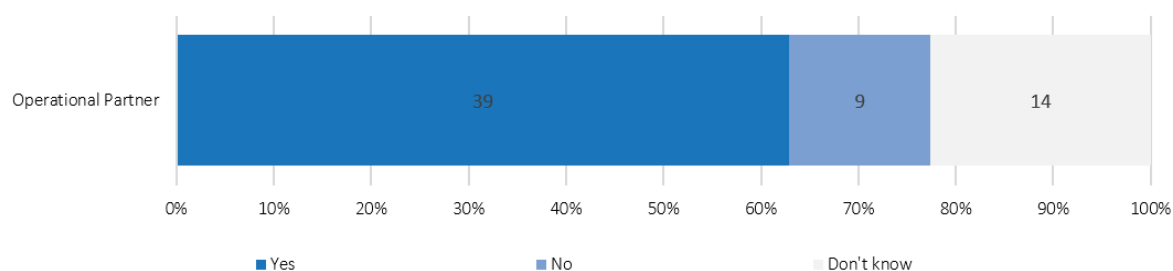


Figure 81. The ICRC requires its partners to apply clear policies and standards and to uphold zero tolerance for preventing and responding to sexual misconduct in relation to beneficiaries/communities, including prevention of sexual exploitation and abuse).

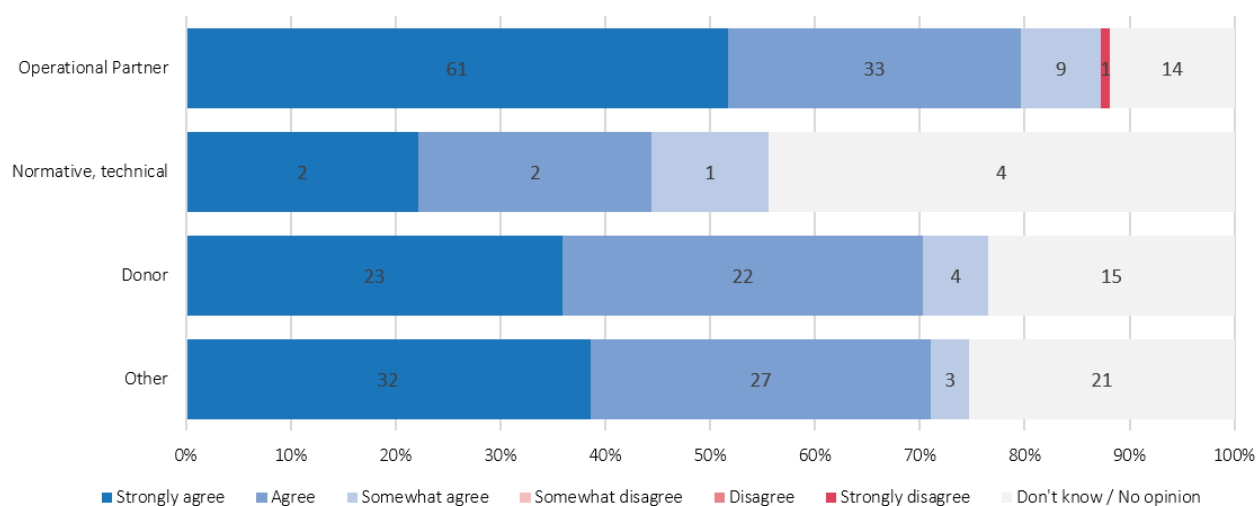


Figure 82. The ICRC has adequately assessed my organisation's capacity to prevent sexual exploitation and abuse of local populations by its staff.

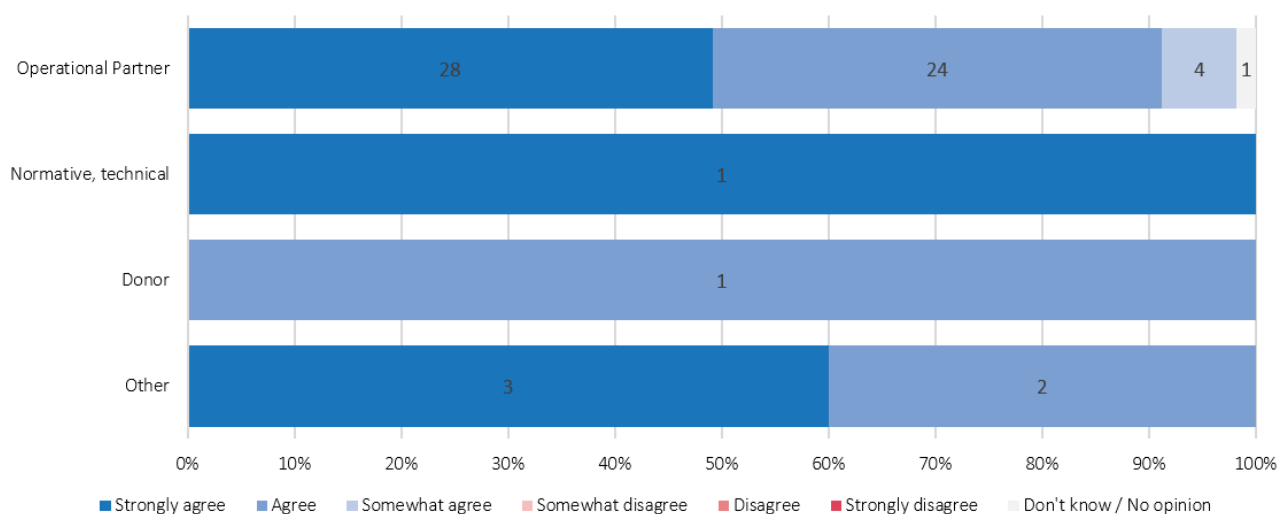


Figure 83. My organisation receives sufficient support from the ICRC to understand and fulfil the obligations related to the protection from sexual exploitation and abuse (of local populations) agreed with the ICRC.

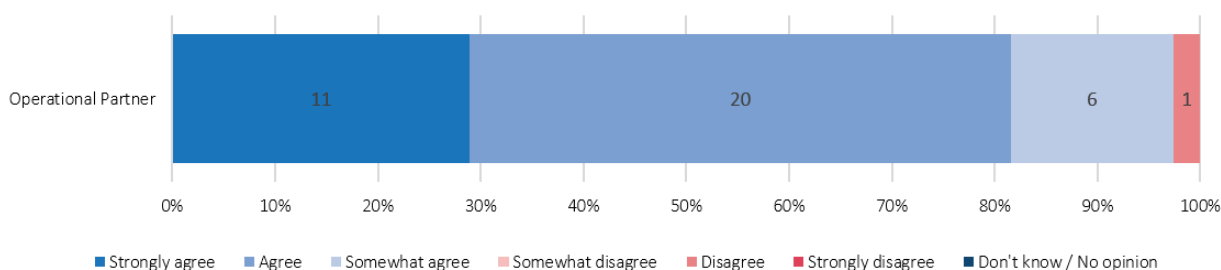


Figure 84. The ICRC responds to allegations of misconduct in a timely manner.

