

## **Council of Delegates of the International Red Cross and Red Crescent Movement**

### **Summary record**

***Friday, 10 November 2017***

***08:30***

#### **I. Opening and procedural matters**

##### **1. Opening of the Council of Delegates**

**Mr Weber**, Chair of the Standing Commission of the Red Cross and Red Crescent (Standing Commission), expressed gratitude to the Turkish Red Crescent for the commitment and hard work of its staff and volunteers in preparing and hosting the meetings. He warmly congratulated Mr Francesco Rocca, newly elected President of the International Federation of Red Cross and Red Crescent Societies (IFRC) and the newly elected members of the Governing Board of the IFRC. The Standing Commission looked forward to working closely with the President and the Governing Board of the IFRC to strengthen the alignment and coherence of their visions and strategies on key matters of common concern to the Red Cross and Red Crescent Movement (Movement). He paid special tribute to the outgoing Chair of the Standing Commission, Mrs Eva von Oelreich, for her commitment to the post.

As a result of the report on Movement forums which had been delivered to the 2013 Council of Delegates, the Movement had benefitted at the current meetings from a joint opening ceremony as well as a joint awards ceremony. Together with the Movement's logo, adopted two years previously, the changes demonstrated the implementation of decisions to improve working practices. The Red Cross Red Crescent Forum (RC<sup>2</sup> Forum) held on the previous day had been another innovation that had provided the opportunity for forward-thinking exchanges on emerging trends and humanitarian concerns.

While the Movement had made much progress over the years, it must be prepared to ensure the future relevance of its structures and actions in order to continue serving the most vulnerable effectively and efficiently. Instead of talking within a

global, but at times, insular Movement, it was good to open up to external voices. The Red Cross and Red Crescent worked in an increasingly competitive environment, and needed to continue to learn how better to develop its institutions and its relations with States, and how to influence and foster better relations with humanitarian partners. The Movement must be prepared to adapt to a rapidly changing world and to transform its knowledge into action. Change created new vulnerabilities and also provided new opportunities to improve responses to them. Action must always be taken in a spirit of mutual respect for the roles of each component of the Movement and with strategic coordination of joint projects while ensuring full transparency for beneficiaries and donors.

The Council of Delegates contributed to building common visions, strategies and positions and the present meetings would provide an opportunity to decide on important matters and new ambitions, including: reemphasizing the call for real compliance with obligations under international humanitarian law and their strengthening; acknowledging present gaps and new challenges and committing to perform better on crucial humanitarian matters such as working on a common approach to future epidemics and pandemics, addressing mental health and psychosocial needs, education needs and family separation issues; and remaining committed to the continuing work of strengthening Movement coordination and cooperation and further developing Movement-wide resource mobilization.

Working together and mobilizing sufficient resources was essential to the performance of the Movement, since people's trust in the Red Cross and Red Crescent was its licence to operate. Trust was an extraordinary asset that should not be allowed to erode. As President Rocca had emphasized at the time of his election, everything should be done to preserve the integrity of the Movement's institutions; the exposure of failures would discredit the collective reputation of the Movement. The right mechanisms and tools must be used to prevent and resolve integrity issues.

Concerning the Vision for the Movement, adopted in 2015, the Standing Commission believed that it would be difficult and premature to measure the impact on the strategic planning process for each component of the Movement. He encouraged the Movement's leaders and decision makers to take ownership of the Vision by promoting its use through relevant innovations, such as linking it to National Society strategies.

The present meetings were an important milestone in partnering and supporting the Movement's privileged dialogue with States in preparation for the International Conference in 2019, which would also mark the 100<sup>th</sup> anniversary of the IFRC. He hoped that the Standing Commission and the Governing Board would collaborate closely in preparing an integrated series of events for the Conference.

Declaring the Council of Delegates open, he wished participants stimulating discussions and fruitful decisions for the benefit of those they were entrusted to serve.

## **2. Election of the Chair, Vice-Chair and Secretaries of the Council**

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**Mr Peter Maurer** (President, ICRC) and **Dr Kerem Kinik** (President, Turkish Red Crescent Society) were elected Chair and Vice-Chair; **Ms Anca Zaharia** and **Mr Franz Rauchenstein** were appointed Secretaries. Chairs and rapporteurs were appointed for the plenary workshops, which would form part of the official proceedings of the Council.

## **3. Adoption of the Agenda of the Council of Delegates (CD/17/3)**

**The Agenda was adopted.**

### **Announcement**

**Dr Kinik** (Vice-Chair) drew attention to the special relevance of the date of 10 November, on which his fellow countrymen and women respectfully marked the 79<sup>th</sup> anniversary of the passing of the founder of Turkey, Mustafa Kemal Atatürk.

## **4. Opening panel on future trends impacting people and the humanitarian action of the International Red Cross and Red Crescent Movement**

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**The Chair** said that the RC2 Forum held on the previous day had provided a fascinating exchange of ideas on the future of the Movement and the large-scale changes that lay ahead. A panel of Movement leaders comprised of Ms Bessy Abigail Valle Paz (Youth Delegate, Honduran Red Cross), Mr Alper Küçük (Deputy Director-General, Turkish Red Crescent Society), Dr Helen Durham (Director of International Law and Policy, ICRC) and Dr Jemilah Mahmood (Under Secretary General for Partnerships, IFRC), would share their thoughts on future trends affecting the Movement in a discussion moderated by Mr Christoph von Toggenburg of the World Economic Forum.

**Mr von Toggenburg**, Head of Social Engagement at the World Economic Forum, said that he had spent ten years in the field in situations of conflict around the world, six years of which had been in the service of the ICRC. The panel which he had the honour to moderate would discuss some of the key issues that had arisen at the RC2 Forum: he had been particularly struck by the self-sufficiency model presented during the panel discussion on innovative finance by the Kazakh Red Crescent Society and by the comment “you have to invest to become better in the future”. The National Society had gone through a five-year process during which it had invested not only in assisting people but also in creating the structures that

would enable it to become independent in the future. He had also been impressed by the open discussions on the challenges faced by national societies and on the opportunities to create the changes that were urgently needed in order to respond to a rapidly changing world.

He asked Ms Valle Paz to provide her thoughts on the **increasing disengagement of volunteers**, which had been a consistently raised theme during the RC2 Forum.

**Ms Valle Paz** (Honduran Red Cross) said that National Societies had experienced for some time the “crisis” arising from a diminishing number of volunteers. A “crisis” was defined as “a time of intense difficulty or danger” or as “a time when a difficult or important decision must be made”. The crisis in volunteering placed national societies in the position of making important, and not necessarily easy, decisions.

**Mr von Toggenburg** (Moderator) said that National Societies had raised the problem of competition in the humanitarian field: what made the Red Cross and Red Crescent more or less attractive than other actors?

**Ms Valle Paz** (Honduran Red Cross) said that the terms of participation would be critical: volunteering engagement would be directly proportionate to the recruitment strategies employed and how attractive National Societies appeared to the public. The Red Cross and Red Crescent must communicate its added value to young people and to society at large. Responding in an age in which things moved quickly, flexible systems would allow volunteers to be engaged with ease and to start their work as soon as possible.

**Dr Jemilah Mahmood** (IFRC) said that volunteerism was not an isolated item, but one linked very closely to the issue of trust on the part of volunteers and donors. Trust barometers had shown that there was decreasing trust in civil society, the private sector and governments and therefore, in order to build numbers of volunteers, the Red Cross Red Crescent must rebuild trust.

She agreed with Ms Valle Paz that relationships must be built not only with young people and those with similar mindsets but externally, with the wider community: the Australian Red Cross aimed to influence 2.5 million Australians to take humanitarian action by 2020; the National Society might not be directly recruiting that number of volunteers, but they would be influencing them. The Red Cross and Red Crescent was one of the so-called “big six” volunteer movements; another member, the Scout Movement, had launched a strategy to raise the number of scouts to 100 million by 2025; there was room to teach the humanitarian principles of the Red Cross and Red Crescent to girl guides and boy scouts, thereby influencing 100 million people. The strategy must change from counting the number of volunteers within the Movement to counting the number of people that could be influenced externally.

Volunteerism must also be considered in line with Red Cross Red Crescent youth, resource mobilization and human resource policies; it should be possible to monetize the contributions of volunteers and youth and to demonstrate to donors

the economic impact of volunteers on communities and how they reduced the need for governments to step in.

**Mr von Toggenburg** (Moderator) said that the World Economic Forum had brought into its meetings what it called the “global shapers”: young people of between 20 and 30 years old who had an entirely new voice, to comment on business and the wider world in general. The Red Cross Red Crescent Youth Forum also provided a unique voice, but youth members did not always have a seat at the table where decisions were taken. By listening to youth, the Movement could learn what changes needed to be made in order to attract volunteers.

**Mr Küçük** (Turkish Red Crescent Society) said that his National Society encouraged volunteer participation and the hosting of the statutory meetings had been an opportunity to put that participation into practice. Migration in Turkey following the crisis in Syria had forced the National Society to change its business model and the focus of its programmes and activities. It had needed to scale up and to increase youth and volunteer participation. A Youth Board operated in conjunction with the Governing Board, influencing its decisions and policies and the way it worked with volunteers. There were currently some four million refugees in Turkey and a number of them had also become volunteers, working in Red Crescent programmes where they added value.

**Mr von Toggenburg** (Moderator) asked whether youth in the Turkish Red Crescent Society also had decision-making powers. He asked what changes needed to be made in order to further include those outside the Movement.

**Mr Küçük** (Turkish Red Crescent Society) said that, since the Syria crisis, for the past five years, the Turkish Red Crescent had increased its work with youth. The more the National Society worked with youth, the more it had become convinced of the need to include them in the decision-making process; many ideas and suggestions, including the request for a Youth Board, had come from young people.

**Mr von Toggenburg** (Moderator) remarked that, since in some corners of the world, youth comprised 70% of the population, adults were in the minority. He asked Dr Durham to comment on any diminishing trust in or respect for International Humanitarian Law (IHL) she had observed and how she had tried to counter-steer that trend.

**Dr Durham** (ICRC) said that the discussion in the RC2 Forum had been inspiring and the lack of hierarchy had enabled participants to connect as people. Trust was a declining feature of modern society; National Societies had their Statutes and Mandates but, at the end of the day, if the people they were seeking to help and the authorities did not trust them or their integrity, then the capacity of the Movement to move forward was limited. Trust was critical to the Movement and many actions could be taken to improve it. In terms of the role played by the Red

Cross Red and Crescent in reducing suffering during times of armed conflict through IHL, it was important to challenge the narrative that it never worked. As the awards ceremony on the previous day had illustrated, an extraordinary number of individuals dedicated their lives to that endeavour, demonstrating tenacity over long periods of time. It was important, too, in the digital age, to tackle digital vulnerabilities and protection and, specifically, the issue of trust in institutions to look after the data. Digital preparedness and trusting others to support the Movement was another area in which action could be taken. If the Movement could harness the energy it spent on internal politics and use it to look for solutions and connections outside the Movement, it would be even more formidable.

Finally, the Movement was based in deep human connections and the distance between people had been shortened as never before and therefore institutions were necessarily more open and more accountable; in that context, the issues of trust and integrity should enable the Movement's components to examine themselves more closely. Attention should be given to digital exclusion and to those who were "off grid" and unaware of the Movement's activities. Those involved in upholding International Humanitarian Law must be tenacious, understanding and changing the narrative to communicate where IHL worked and made a difference. Issues of trust must be tackled both internally and externally.

**Mr von Toggenburg** (Moderator) said that the subjects of **technology and digitalization and the possibility to reach beneficiaries more efficiently** had been discussed extensively at the RC2 Forum. During discussions on the future financing of humanitarian assistance, none of the National Societies had felt that they had the most advanced skill sets. Looking at the next five years, he asked Dr Mahmood how the Red Cross and Red Crescent could leapfrog forward, taking advantage of technologies to communicate with beneficiaries and how countries and National Societies could operate if they did not have the necessary technical infrastructure.

**Dr Mahmood** (IFRC) said that the term "beneficiary" did not help to build trust since it relied on the power dynamic of someone benefiting from the actions of someone who was more powerful; she preferred the term "affected people" or "people in need" and indeed she had received similar feedback from those who had received assistance, who saw themselves as people who needed help temporarily.

Technology was both a boon and a bane: the use of technology allowed people to communicate very quickly but it often removed the human interface; it could allow information to be very well or very poorly understood. Concerns had been raised during the Forum on the need to eliminate the term "fake news" since it gave a bad reputation to genuine media reports. Living in an era of misinformation, the question was how to use technology to address the information that would be given to young people, drawing young people to the Movement and embracing the use of "digital volunteers" who, for instance, without training, could help in mapping out the roads and areas that had been affected by crises. Local knowledge and local

culture, which was so rich, was often overlooked; it was important not to become detached from the people the Red Cross and Red Crescent wanted to serve.

**Dr Durham** (ICRC) said that the Fundamental Principles could be used as a compass to guide their actions, with humanity set as “true north”. In navigating the very complicated path that might involve technology or migration the Principles provided a toolbox that would allow the Movement to be at ease with contradictions, engaging both with gravitas as well as with the young and the new.

**Ms Valle Paz** (Honduran Red Cross) agreed that the Movement did not have “beneficiaries”, but rather “partners in communities” with whom it worked. The Movement’s understanding of the concept of trust had evolved from working “for the people” to working “with the people” and this could be extended to “working with youth”, “working with volunteers” and “working with people in need in communities” who would later become advocates and volunteers for the Red Cross and Red Crescent. The Movement needed tools to reach people, including technological tools, but they must be used wisely. New systems and new ways of working, such as “gamification”, could be developed in order to make engagement with the Movement easy and more appealing.

**Dr Mahmood** (IFRC) agreed that “gamification” was a powerful concept, which she had experienced on the previous day as part of an interactive session organized by the Climate Centre. She would advocate using “gamification” and interactive dialogue to build trust among staff and volunteers.

**Ms Valle Paz** (Honduran Red Cross) said that “gamification” did not have to come from within the Movement: the Red Cross and Red Crescent could partner with organizations that were already using it at the global and the local level. The Movement was not engaging sufficiently in partnerships with other actors.

**Mr Küçük** (Turkish Red Crescent Society) said that it was essential to use technology and indeed it provided great benefits in terms of data collection and information management. Nevertheless, he wished to highlight the need for data protection so that the Movement “did no harm” while using the best of technology. There should also be a focus on developing programmes, including outreach programmes, that did not exclude people, since many response tools made a high use of technology.

**Mr von Toggenburg** (Moderator) said that another topic raised in the panel discussions had been the lack of communication between the private sector, including inventors, and the humanitarian sector. His original question had been on how the Movement could leapfrog into new technologies: the Sri Lanka Red Cross Society had presented a news item at the RC2 Forum showing a robot delivering food aid; perhaps such an event could become a reality in 20 years’ time. He asked **what steps could be taken in the next five years to integrate**

**more technology into working methods**, while at the same time respecting privacy and data protection.

**Dr Durham** (ICRC) said that protecting data was critical for integrity and trust but more use should also be made of data: for example, data was collected along the migratory trail that could be used in a humanitarian assistance and influencing capacity. Data must be captured and shared responsibly and utilized intelligently.

**Dr Mahmood** (IFRC) agreed that data protection was critical although greater emphasis must be placed on being open with data. Work must be done on creating “distributive networks”, moving away from the “hub and spoke” model. New and more open platforms must be provided for volunteers to communicate with each other and with other partners, including with the external world.

**Mr von Toggenburg** (Moderator) said that, during the RC2 Forum discussions on skill sets, panel members from the private sector had indicated their willingness to volunteer and to share their skill sets. Unfortunately, many of them had been discouraged by barriers to joining or to making their ideas heard. In the years to come, the question would be **what partnerships needed to be made, how they could be enabled and how best use could be made of the talents and skill sets in the wider world** that would make change happen. Further questions had been raised about the **migration waves and the response to “people on the move”, including population increases and conflicts erupting as a result of demographic shifts.**

**Mr Küçük** (Turkish Red Crescent Society) said that the number of refugees in his country had tripled within the previous five years. The expectation had been that the Turkish Red Crescent Society would respond and it had done so with the assistance of regional partners. The future of migration would be influenced by population growth and wars. Many of the world’s conflicts were taking place in what could be considered IHL-free zones in which humanitarian workers were being killed. The biggest opportunity to change mindsets for future generations would come from providing children and youth with a humanitarian education which could be introduced in schools.

**Dr Durham** (ICRC) said that, as an IHL lawyer for 20 years, she believed the Movement must use all of its tools, creativity and intellect to make IHL work and all of its rigour to put pressure in the right places. Although none realized more than those working for the Red Cross and Red Crescent that people risked their lives working in situations of conflict, they must at the same time communicate a vision of hope and intelligently gather the data that showed the impact of their work. It was easy to spend time on problem analysis but the Movement was also a solution-oriented organization: it should be clear about where its operations worked and build on its success.



**Ms Valle Paz** (Honduran Red Cross) agreed with the position of previous speakers: migration had been an issue for 60 years in South America and it was a trend that was set to continue. The Movement was called on to help society to find solutions to problems: looking at gang violence, which particularly affected the young, in a region where some 60% of the population were under the age of 20, the solution could be found from within. There were positive aspects to many current trends: migration, for instance, brought a richness and diversity that was to be embraced.

**Mr von Toggenburg** (Moderator) asked the panelists, in closing the debate, to define, over a five-year span, what they would change within the Movement in order to be prepared for the future.

**Dr Durham** (ICRC) said that diversity was an uncomfortable issue to face, yet it was critical, in tackling core issues, such as migration or the origins of violence, to capture, own and genuinely deal with diversity within the Movement.

**Dr Mahmood** (IFRC) said that the Red Cross and Red Crescent needed to embrace the change that was coming, building trust and having the courage to recognize the solutions and the power of humanity that lay within the Movement.

**Mr Küçük** (Turkish Red Crescent Society) said that he supported the remarks of previous speakers. He believed that there should be a greater focus on children in the Movement's work. In addition, the components of the Movement should review their partnerships and the way they worked together; partnerships must be sincere and not dependent on geographical limitations.

**Ms Valle Paz** (Honduran Red Cross) said that volunteers were at the centre of the Movement and more time should be given to empowering youth volunteers and to listening to them.

**Mr von Toggenburg** (Moderator) said that it was his overriding impression that there was a need to develop partnerships, making use of the considerable expertise, knowledge and drive that existed outside the Movement and making use of new types of volunteers. He thanked the very special members of the panel for their insights into the topics discussed.

**The Vice-Chair** thanked the panelists and introduced a short video on the previous day's discussions at the RC2 Forum.

## **II. Items for decision**

**The Chair**, introducing the items for decision, reminded participants that all discussions should be held in accordance with the Fundamental Principles of the Movement. He recalled that extensive consultations on the resolutions for decision had already taken place; small amendments could be incorporated as the meeting

progressed while any proposals for substantive amendments could be taken up in break out groups.

## **5. Strengthening Movement Coordination and Cooperation** (CD/17/5 and Resolution CD/17/R1)

**The Chair** invited **Mr. Balthasar Staehelin** (Deputy Director-General, ICRC) and **Mr Jagan Chapagain** (Under Secretary General, Programmes and Operations, IFRC) to introduce the item.

**Mr Chapagain** (IFRC) said that the discussions held at the RC2 Forum and during the debate on future trends affecting the humanitarian field, had highlighted the changing nature of the world, the speed and unpredictability of change and the requirement for the Red Cross and Red Crescent to be ready to meet it. Although it was difficult to predict what the world would look like in five or ten years, it was certain that the consequences of change would have a significant effect on the humanitarian landscape and that a large number of people would require humanitarian assistance and accompaniment. The Movement would need to pool its resources, energy and capacities in order to respond better collectively to people affected by crises. A lot of good work had already been done and there had been a significant impact on mind shift change and on developing trust. Complex environmental issues had been tackled in a productive manner. Continuing commitment would be required for all to work together. It would be useful to listen to National Society leaders and colleagues from the ICRC and the IFRC regarding their experience in the field.

**A short video followed, showing the experience of the five SMCC country laboratories.**

**Mr Staehelin** (ICRC) said that the video highlighted the perspectives in the SMCC country laboratories, where some of the instruments had been piloted, in Haiti, Philippines, South Sudan, Syria and Ukraine. He had been heartened to learn from National Society representatives that they had found the initiative useful. Movement cooperation and coordination in recent years had been marked by improved communication and less discord. Mindsets had been changed through better practice and trust had been built through action. National Society leaders who had experienced SMCC had indicated their willingness to share their experience with others. It was proposed that an action plan should be developed with three new priorities<sup>1</sup>: increased literacy in the use of the Movement's coordination tools; improving the cost-effective and operationally relevant

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<sup>1</sup> See paragraph D (page 3) of Resolution CD/17/R1

provision of services; and building on successful examples of joint resource mobilization.

**The Lebanese Red Cross** said that he supported the process of cooperation and coordination. It was important that all components of the Movement, including National Societies, were involved in decision-making, since it led to a greater acceptance between participants. Successful implementation of agreements would depend on clear definition of responsibilities and exchange of information. Challenges lay ahead in putting theory into practice, but joint efforts should continue, with effective follow up.

**The Somali Red Crescent Society** said that, in its efforts to strengthen Movement cooperation and coordination in Somalia, his National Society convened quarterly partnership meetings. The Somali Red Crescent Society operated in different contexts: the south-central zone of the country was an area of conflict in which the National Society and the ICRC worked together, while in Somaliland and Puntland, which were relatively stable, the IFRC and the National Society worked with Partner National Societies (PNS). Partnerships between the Somali Red Crescent Society and some National Societies were not strong enough and efforts were being made to improve them. The good cooperation between the ICRC and the IFRC at Geneva-level must be reflected in the field.

**The Norwegian Red Cross said** that, since the adoption of the resolution on Movement cooperation and coordination in 2013, good intentions had been translated into concrete actions. The ICRC and IFRC secretariats in Geneva were to be thanked for their commitment to improving cooperation and thus ensuring that the Movement would remain efficient and relevant. Resolution CD/17/R1 committed all components of the Movement to work together, a process that should be continuously documented. Experiences, both good and bad, must be shared. Faithful implementation benefitted all and disregard of the rules had a negative impact for all.

**The Red Crescent Society of the Islamic Republic of Iran** expressed appreciation for the efforts made by the ICRC, the IFRC and national societies to advance the SMCC agenda. Important progress had been made in developing mechanisms and tools to implement plans of action in the large-scale national emergencies. The ICRC and IFRC should continue to promote, facilitate and report on progress made regarding SMCC across the Movement. The Iranian Red Crescent fully supported the proposed resolution and was committed to take all necessary measures towards its implementation.

**The Canadian Red Cross Society**, speaking also on behalf of the American Red Cross and the Danish Red Cross, recognized the leadership that had contributed to SMCC and to the successes seen in joint appeals, joint communications and in collaboration on National Society capacity building. The process was not easy and Movement coordination remained fragile and highly dependent on the attitudes

and mindsets of the individuals tasked with implementing it. Relevance within the humanitarian sector relied on the ability to better mobilize and realize the full capacity of the Movement and therefore efficiency, effectiveness and accountability must be increased. Shared leadership was not an end in itself but it was essential to meeting increased demands and delivering better services. The IFRC Secretariat and the ICRC were encouraged to move forward with that essential work.

**The Red Crescent Society of Azerbaijan** said that reacting to humanitarian crises required new methods based on joint planning, joint solutions and transparent communication. The National Society of Azerbaijan had successfully coordinated a rapid response to refugees and internally displaced persons between all three components of the Movement in Azerbaijan. Regular meetings with the ICRC to discuss strategic issues, contingency planning and organizing mobile volunteer teams and training sessions had been particularly helpful. The National Society fully supported the proposed resolution and highlighted the need for sufficient resources for its implementation.

**The Tunisian Red Crescent** said that the Movement could make efficient use of resources if it worked together. There was not always sufficient unity in the field nor, importantly, sufficient respect for the symbols and further coordination was required to make improvements in those areas.

**The Swedish Red Cross** welcomed the progress recorded in the report and the frank comments in the introduction by Mr Chapagain and Mr Staehelin. The Swedish Red Cross supported the resolution and noted the honesty of the report, which pointed out that not all good examples could be attributed to SMCC. Courage should be taken from that assessment, since it underlined that good cooperation already existed and that Movement coordination was not entirely new; in many instances, participants could build on what they were already doing. All Movement participants were stakeholders in the process and all could benefit from the strengthening of information flows, including reading the report, and from involvement in the SMCC work. Lack of compliance with the regulatory framework was a serious issue, which went to the heart of trust and ownership.

**The Ukrainian Red Cross Society** stressed the importance of SMCC activities, which were conducted by the Red Cross and Red Crescent on a daily basis. Components of the Movement should not be divided into donors and beneficiaries but should see themselves as partners cooperating in one family. SMCC provided the opportunity to develop new tools for cooperation and improved communication, which would bring the Movement together.

**The Australian Red Cross**, speaking also on behalf of the British Red Cross and the Canadian Red Cross Society, recognized the work of the SMCC teams and the important fact-based findings in the progress report. He also acknowledged the progress made in the fields of joint appeals and communications. However, in the

face of serious and complex humanitarian issues, it was critical for the Movement to be strong, united, effective, influential and accountable to the people it served. Unfortunately, despite some progress, there continued to be fragmentation, duplication and poor collaboration and cooperation in many operations, which threatened the credibility and relevance of the Movement. While the SMCC was intended to address some of those issues at an operational level, it did not go far enough and must be coupled with more systemic change in order to be truly effective. All Movement components were urged to engage in constructive dialogue on how they could reshape their work and their resources.

**The Palestine Red Crescent Society** expressed appreciation for the work that had been achieved. The matrix that defined roles and responsibilities based on the mandates of the different components of the Movement was important to enhance coherent coordination and to ensure synergy and an efficient operational response. The Palestine Red Crescent Society was focused on capacity building, developing the skills of its staff and volunteers as well as those of vulnerable members of the community. In addition to the Movement country plan, which had been put into effect in the Lebanon and Syria branches, important elements which defined the general needs of the National Society included contingency plans based on the technical expertise and financial support available. It was important for the Movement to agree on and convey key messages during emergencies. However, a plan of action should take into account different settings, including situations of armed conflict and occupation, and not be limited to large-scale emergencies: tools to be developed should be capable of being scaled up or down depending on the extent and scope of the emergency. It was important to highlight and strengthen the role of the National Society as the primary actor providing services during an emergency.

**The Iraqi Red Crescent Society** endorsed the draft resolution and welcomed the focus on strengthening the roles and functions of National Societies since they were the first responders and the last to leave in emergency situations. Partners were called on to adhere to the Fundamental Principles when intervening in other countries and to work on an equal footing with Host National Societies. Some areas of Iraq had been under armed occupation since 2014 yet the National Society of Iraq had continued to carry out activities throughout the country in partnership with the international Movement. The experience of the Iraqi Red Crescent Society could serve as a model to others concerning cooperation with the Movement and the management of resources. Tribute must be paid to the assistance provided by the Red Crescent Society of the Islamic Republic of Iran in drawing up an agreement between the Iraqi Red Crescent Society and the ICRC.

**The Netherlands Red Cross** supported the statement made by the representative of the Canadian Red Cross Society. An essential next step in the SMCC process would be to hold an in-depth discussion on better alignment of work as a means to maximize the Movement's collective investment. More focused collaboration between Host National Societies and Partner National Societies and a reduction

in the number of partners present in each country would enable Host National Societies to deepen their relationships with a smaller number of Partner National Societies and allow Partner National Societies to deepen their understanding of the humanitarian situation and work more efficiently and effectively with Host Societies. By focusing their efforts, Partner and Host National Societies could make more impact and produce more lasting results, more specialization and improve quality as well as create a more enjoyable environment in which to work together.

**The Guinea-Bissau Red Cross** agreed that it was important to strengthen cooperation, collaboration and communication in order to improve working methods within the Movement; it would enable the components to speak with one voice and lead to better cooperation with external partners. The Guinea-Bissau Red Cross had good cooperation with the ICRC, sharing information and decision-making to achieve successful results.

**The Red Crescent Society of Tajikistan** said that strengthening cooperation and coordination would enhance the status of National Societies in their countries and among beneficiaries. A good system of communication would allow National Societies to better accomplish their goals and improve coordination with other humanitarian agencies and institutions, allowing work to be conducted in a more inclusive and harmonious manner.

**The Libyan Red Crescent** said that it had just signed a first Movement Coordination Agreement, which gave the opportunity for better coordination with the ICRC as the lead in conflict situations and the IFRC as the lead in natural disasters. The Agreement enabled the National Society to provide a better humanitarian response on the ground and to act not only as a service provider but also as a concrete partner with all the Movement components, including PNS, in what were often multi-conflict situations.

**The Chair** recalled that representatives of National Societies, the IFRC and the ICRC had been involved in drafting the resolution. During the present debate, National Societies had shown broad support for the resolution while placing emphasis on the issues they considered to be important in charting a way forward, including the importance of partnership on the ground and the significance of National Societies partnering with others in the field.

**Resolution CD/17/R1 was adopted.**

## **6. Movement-wide Principles for Resource Mobilization (CD/17/6 and Resolution CD/17/R2)**

**Dr Mahmood** (Under Secretary General for Partnerships, IFRC), introducing the item, drew attention to the new funding approaches piloted by the Bangladesh Red Crescent Society to raise domestic resources and to the National Societies who

were also fundraising in support of the National Society. Colleagues from the Kenyan Red Cross continued to lead the way in fundraising with support from corporates and the public. Following Hurricane Irma, the Red Cross Society of Antigua and Barbuda had managed a successful domestic campaign in which it had received in-kind contributions and cash from the public and corporate partners. There were many examples of such fundraising by National Societies. Since the introduction of the pivotal Federation-wide Resource Mobilization Strategy the network had made great strides: at the current time, more than 75% of National Societies had fundraising staff (compared with 2010 when the figure had been less than 50%). The achievements had been due to the commitment of National Societies to take responsibility for their resource mobilization and to support each other in doing so. There was a need to further change and improve since the market share of the Red Cross and Red Crescent was stagnating and there was a widening gap between income and the needs of those around the globe. Maximizing the resource base and the potential of the Movement would require strong National Societies fundraising in their national settings and strong coordination among the components of the Movement built on trust and respect. The resolution presented for adoption was the result of Movement components working together to make proposals on their collective future; further actions must be determined to support National Society fundraising development as a priority.

**Ms Alderson** (Director of Financial Resources and Logistics, ICRC) said that in 2015, the Council of Delegates had tasked the IFRC and the ICRC to work with National Societies to develop Movement-wide principles for resource mobilization. The task had been completed with National Society leaders, in consultation with National Society fundraising experts and with information gathered from National Society surveys. In addition to defining the principles, the resolution also provided proposals for solutions on how the Movement could work together to increase and maximize its income.

From the beginning, National Societies had expressed the desire for concrete proposals in order to turn the principles into action. There was a proposal to create a fundraising hub, which could provide information, tools, expertise and resources that would increase fundraising capacity. The resolution underlined the crucial need to go ruthlessly after data that would provide understanding on country trends and inform decisions on where to invest. It also proposed a way forward to invest in order to increase income. The deliverables outlined would be a game changer and they must be implemented without delay: the Movement had a collective responsibility to raise funds in order to respond to the increasing needs of those affected by conflicts and natural disasters.

**The Lebanese Red Cross** said that change and improvement was possible although it took leadership and commitment. The Lebanese Red Cross had experienced how much was possible through fundraising; for many decades, it had relied on international aid efforts due to the constant wars and conflicts afflicting the country, however, during rare periods of calm, funding had dried up. The National Society had maintained services through the dedication of its exceptional

volunteers but it could have provided even more assistance had it not relied on archaic funding mechanisms dating from the 1960s. From 2013, it had developed a fundraising strategy that included hiring professional fundraisers and running high-impact fundraising projects, with the support of the IFRC, the ICRC and the Norwegian Red Cross. The fundraising department looked for long-term, sustainable partners and donors in the corporate sector, emphasizing the unique selling points of the National Society: its service, credibility and, most importantly, its brand image. In addition to its success in attracting corporate partners, the National Society was soon to launch a new online presence. On behalf of the reference group which had overseen the drafting of the resolution, the National Society drew attention to the benefits of implementing its proposals: stronger National Societies would form the bedrock of a stronger Movement. To grow fundraising and to maximize potential, it was essential to invest in National Societies whether in basic infrastructure or in the expansion of existing programmes.

**The Norwegian Red Cross** said that it was clear that the Movement was falling behind comparable organizations and agencies with respect to fundraising. Yet at the outset, the Red Cross and Red Crescent had many advantages, including possessing one of the most trusted brands in the world. Currently, there was a need for a change in approach and to learn from the success of others since the Movement was underperforming and not taking advantage of its comparative strengths in order to grow in new, emerging and mature markets. Other organizations had not relied on their brands but had invested strategically, on a global level, in private sector fundraising from corporates and individuals; they had established global hubs, ensuring coordination and centres of expertise in support of local fundraising efforts. They had also created investment funds. It was time for the Red Cross and Red Crescent to follow suit and to regain some of the growth it had lost in recent decades.

**The Malaysian Red Crescent Society**, speaking on behalf of the National Societies of the Asia Pacific Region (Brunei Darussalam, Cambodia, Indonesia, Laos, Malaysia, Myanmar, Philippines, Singapore, Thailand, Timor Leste, Viet Nam, and on behalf of Maldives, the Cook Islands and the Pacific Groups), said there was a recognition of the need to mobilize the population and to promote awareness of the work of National Societies and of the wider Movement. The concepts outlined in Annex 2 of the resolution would help to bring the Movement-wide principles to life and would provide an opportunity for all Movement components to work together to respond to growing humanitarian needs and to maximize fundraising potential. Resource mobilization was essential for the sustainability of National Societies so that they could continue to serve vulnerable people. The National Societies in the Asia Pacific Region looked forward to working together to build their fundraising capability and thereby promote their independence and sustainability.



**The Red Crescent Society of the Islamic Republic of Iran** said that, as a member of the reference group, it had strongly supported the resolution and was ready to take all necessary measures for its implementation. Lessons could be learned from the unique joint appeal launched in 2004 by the Movement and the United Nations following the Bam earthquake.

**The Côte d'Ivoire Red Cross**, speaking on behalf of the National Societies of Côte d'Ivoire, Mali, Senegal, Guinea, Togo, Burkina Faso, Chad, Niger, Benin, the Democratic Republic of the Congo, Congo-Brazzaville and Ghana, said that the African continent was significantly affected by conflicts, natural disasters and population movements which required neutral, impartial and independent humanitarian interventions on the part of its National Societies. Interventions by National Societies depended on their ability to mobilize human, logistical and financial resources. The components of the Movement had an individual and collective responsibility to maximize their resources in order to become stronger and more effective. The National Society supported the proposal for the establishment of a platform for sharing best practice and organizational learning since it would enable National Societies in Africa to learn from their sister National Societies. The National Society endorsed the resolution and recommended its adoption by the Council of Delegates.

**The South Sudan Red Cross** said that it had been a member of the reference group. The development of Movement-wide principles for resource mobilization had come at the right time for the South Sudan Red Cross, which operated in a fragile environment where raising internal resources had been challenging without the necessary tools. The resolution was critical for National Societies in providing guidance on internal resource mobilization and fundraising so that they could respond to disasters occurring locally before support arrived from international partners. The principles would provide essential assistance to National Societies in capacity building and in developing critical infrastructure that would enable them to react within their own environments. The South Sudan Red Cross supported the resolution.

**The American Red Cross** said that the Movement did not have sufficient income to respond to growing humanitarian needs and it required a strong and sustainable income base, both locally and globally, in order to ensure the continuity of service delivery. The American Red Cross agreed that National Societies could increase funding if there was better access to data and to fundraising tools. The American Red Cross endorsed the resolution, however, it would like to emphasize certain key principles: the primacy of National Societies must be recognized in fundraising activities in their own markets; and all components of the Movement must be collaborative and coordinated, while avoiding all forms of competition; donated resources must be raised and utilized in a way that honoured donor intent and that was transparent and accountable. The principles were violated where a component of the Movement met with a National Society's donor in a National Society's country while excluding the National Society. Finally, it was critical that

Movement components should collaborate to develop mechanisms to work with global initiatives that did not recognize national borders.

**The South African Red Cross Society** supported the resolution and commended the working group for the good work it had done. It was understood that a governance and operating module was to be designed after the resolution had been adopted and it was to be hoped that a mechanism would be created to define the mutual cooperation and agreement between the components of the Movement so that they did not all chase the same donors: for instance, in South Africa, there were representative offices of the ICRC and the IFRC as well as the National Society.

**The Red Crescent Society of Azerbaijan** said that conflicts, natural disasters and emergencies created an ever-widening gap between people's basic needs and available resources. In addition, donors could engage in selective funding of activities and suspend funding at certain periods of time against a background of increasing competition for resource mobilization at global and local levels. The Red Crescent Society of Azerbaijan had actively participated in the reference group and the principles and deliverables set out in the resolution reflected the research accomplished by the group. National Societies were encouraged to develop a more active relationship with their Governments. Using the humanitarian diplomacy policy to demonstrate its commitment to the Fundamental Principles, the Movement must strengthen its cooperation with the corporate sector. It was acceptable to use the logo of the Movement while mobilizing joint support. The Red Crescent Society of Azerbaijan fully supported the resolution.

**The Swedish Red Cross** said that money was a fundamentally sensitive topic for all National Societies as regarded resources and fundraising. National Societies also had a strong sense of urgency in view of the competition and recognition of the need to move forward. The Swedish Red Cross welcomed the report and supported the principles which would be further developed following adoption of the resolution; it would welcome the opportunity to remain involved in the process of determining how governance would be developed and how resources would be allocated as well as the question of how National Societies would access the proposed investment fund. Many encouraging examples and ideas had been put forward on transparency and how the components of the Movement would work together.

**The Iraqi Red Crescent Society** said that the principles of resource mobilization would enable National Societies to access funds efficiently and sustainably and at lower cost. Funds must be allocated to beneficiaries in a much more effective way. The principles would allow the Movement to compete with other humanitarian players and the principle of real partnership within the Movement would help the components to carry out their respective roles effectively. The Iraqi Red Crescent Society had experience of mobilizing resources and improving relations with its

partners; it hoped that an effective resource mobilization policy would be established for the whole Movement.

**The German Red Cross** thanked those who had taken the initiative to explore the opportunities and challenges, coordinated a consensual framework of principles and provided supportive guidance. The Movement-wide principles for resource mobilization formed a balanced starting point. Fundraising in the digital age did not stop at borders and it was the collective responsibility of the Movement to ensure that available funding was secured for both individual and joint tasks on the basis of principles that enabled the components to work together in solidarity and good partnership while avoiding intra-Movement competition.

The German Red Cross welcomed the resolution's intention to reconfirm the essential role of soundly funded National Societies when striving to strengthen the Movement as a whole. Individual and collective financial sustainability could only be achieved by strengthening National Societies' resource mobilization capacities. The German Red Cross looked forward to the upcoming broad consultations with Movement components regarding the governance and set-up of a virtual fundraising hub and to a transparent and inclusive procedure; it was willing to participate in the process.

**The Tunisian Red Crescent** supported the Movement-wide principles for resource mobilization and highlighted the need for a plan of action in order to disseminate them among National Societies and the general public and to help find new partners, especially in the private sector.

**The New Zealand Red Cross** expressed full support for the vision, goals and principles and the three deliverable outcomes outlined in the report. Over the previous two years, there had been approval for ten formal requests to use the Movement logo, nine of which had been for representational and communication purposes; one request had been for the use of the logo in connection with an emergency appeal on the iTunes platform but, for practical reasons, it had not proceeded. The New Zealand Red Cross did not have any reservations regarding the use of the logo as it had been requested to date, although it had voiced concerns about the use of the Movement logo for resource mobilization in the form of international emergency appeals since it could send confusing messages to domestic donors; an international appeal could conflict with domestic fundraising with a consequent risk to domestic revenue generation. It was therefore reassuring that the possibility of opting out of a Movement-wide appeal had been retained; he noted that more work remained to be done on how funds would be allocated and it was not clear how costs might be apportioned. The New Zealand Red Cross expected full transparency on how costs would be covered. A policy of directing 100% of disaster relief funds to a natural disaster had given the New Zealand Red Cross a competitive advantage with respect to funding and the conducting of an international appeal where costs were deducted might create confusion. The National Society fully subscribed to the goal of maximizing the generation of resources for large disasters and acknowledged that global IT platforms had a

huge reach to potential donors. A way must be found to optimize revenue generation for all of the work of the Red Cross and Red Crescent, both at home and overseas. The New Zealand Red Cross gave its full support to the resolution.

**The Japanese Red Cross Society** supported the idea of the Movement-wide principles for resource mobilization and its importance for National Society capacity building and for growing the fundraising potential of the whole Movement. She supported adoption of the resolution. As stated in paragraph 7 of Annex 1 of the resolution, States were committed under the Statutes of the Movement to support the work of the components of the Movement. The Japanese Red Cross Society reaffirmed the importance of cooperation, coordination and information sharing with the Host National Society, the ICRC and other components of the Movement as well as communication with Governments, all of which allowed National Societies to improve their presence in other countries. More discussion would be needed among the Movement on the establishment of the virtual fundraising hub regarding its structure, concept and resources; the Japanese Red Cross Society was ready to engage in those discussions and to contribute to Movement-wide resource mobilization in a way that would ensure accountability to donors and partners.

**The Chair** said that interest on how to move the issue forward had been noted, in particular the need for implementation through a concrete plan of action.

**Resolution CD/17/2 was adopted.**

## **7. Movement Call for Action on the humanitarian needs of vulnerable migrants**

(CD/17/7 and Resolution CD/17/R3)

**Ms Anselmo** (Deputy Head of Protection Division, ICRC), introducing the item, said that the ICRC and IFRC proposed a resolution to adopt a Movement call for action on the humanitarian needs of vulnerable migrants in light of the continuing challenges in the overall protection and assistance of migrants and because there had been little evidence of improvement in that regard since the adoption of the New York Declaration for Refugees and Migrants in 2016. The International Red Cross and Red Crescent Movement was concerned by the suffering of vulnerable migrants around the world, particularly those with irregular status, whose lives, health and dignity, and those of their families, were most at risk. As the issue of migration had become increasingly politicized, it was critical to raise a neutral, humanitarian voice on behalf of vulnerable people, to remind States of their obligations and to offer support in meeting some of the humanitarian needs. More than 20,000 migrants had lost their lives or gone missing since data collection had begun in 2014; along the migratory routes, migrants had lost contact with their families, while others had been detained for entering or remaining in a country irregularly or faced deportation, abuse, exploitation or restriction in receiving essential services, including basic health care. Migrants also transited through situations of armed conflict or violence where they could become trapped;

unaccompanied children and other groups became victims of torture or trafficking.

**Dr Missiri** (Regional Director for Europe, IFRC), referring to document CD/17/7, said that States bore the primary responsibility for addressing the protection and assistance needs of migrants. States needed to assess the humanitarian impact of their laws, policies and practices and ensure that they were in line with their obligations under international law. The humanitarian needs of migrants varied from place to place, as did the approaches of the components of the Movement in seeking to address them.

Following discussions with National Societies, four areas had been identified that urgently required State action; they were of common concern and related closely to the Movement's humanitarian focus. The areas were: the protection of migrants from death, violence, abuse and violations of their fundamental rights along the entire migratory trail; guaranteeing that migrants, irrespective of legal status, had effective access to essential services; prioritizing the rights and needs of the most vulnerable; and using detention only as a measure of last resort, as liberty should be the norm. The call for action would serve as a vehicle for humanitarian diplomacy for all components of the Movement.

**The Burkinabe Red Cross Society** said that it responded to the health and education needs of migrants transiting Burkina Faso, but it was not in a position to meet all of their needs. Governments must step forward and take responsibility for the needs of migrants in accordance with international law and as set out in the call for action. The problem was further highlighted in the situation of citizens from Burkina Faso who had migrated to neighbouring countries, where they, too, required assistance and protection. Cross-border and trans-continental cooperation must be established between components of the Movement and with civil society and the authorities, in order to take care of migrants along migratory routes to their points of destination in Europe, the United States or the Gulf. Up to the present time, most discussions on migration had focused on the European context. The Burkinabe Red Cross Society hoped that sharing and dissemination of the statement and the explanation of the challenges experienced in western Africa would influence the process and lead to progress on the rights of all migrants, including those living in Africa.

**Mr Rocca** (Italian Red Cross), President of the IFRC, said that, in many areas of the world, the suffering of migrants had reached unprecedented levels. Current population movements were the largest since World War II and humanitarian basics, such as access to health care and keeping unaccompanied children out of prison were increasingly questioned. People were dying simply because they were trying to escape from violence or from situations of desperation. Wherever migrants were to be found, the Movement must stand up for their rights, pushing the international community to action and taking decisions that were fast and effective. The Red Cross and Red Crescent Movement must strengthen its capacity, protecting vulnerable migrants through every part of their journey in regions of origin, transit and destination and working on social inclusion in order to

stem rising xenophobia and racism. The Movement had a crucial role to play in sharing the stories of people on the move, enabling the global public to understand why migrants were leaving their home countries and thus dispelling a toxic narrative. Collective efforts for people on the move must be clear and effective, anticipating change in humanitarian scenarios and adapting accordingly. Humanitarian diplomacy allowed the Red Cross and Red Crescent to go beyond its immediate reach. At its recent General Assembly, the IFRC had decided to scale up both its operational support to vulnerable migrants and its humanitarian diplomacy on their behalf. The current call to action was a critical next step: together, the ICRC and the IFRC could form a powerful force to influence the approach of States around the world in order to obtain better outcomes for the most vulnerable of people and demand that their rights were fully respected. The IFRC was ready to support National Societies in engaging their authorities in dialogue on issues in the call for action, sharing evidence and good practices and developing new kinds of cooperation. He hoped to receive support from National Societies as the IFRC continued, in cooperation with the ICRC, to raise the issue of humanitarian needs in the global compact negotiations on migration and in other international forums.

**The Turkish Red Crescent Society** said that it fully supported the resolution, recognizing that the Movement required more supportive regional mechanisms in order to respond to the widespread impact of migration and displacement. Regional mechanisms could include: a multisectoral approach and multilateral consultation that facilitated real-time dialogue with stakeholders involved in crisis management. A proactive approach was required in collectively mobilizing regional contingency planning and joint positioning while humanitarian diplomacy was essential vis-à-vis political decision-makers in order to ensure access and reach in the best interests of the vulnerable. National Society capacity building was also essential. The Movement must place more emphasis on crisis management, introducing sophisticated means and methodology in order to address all aspects of need.

**The Red Crescent Society of Azerbaijan** said that millions of people were forced to leave their home countries for different reasons. Migration was a complex process both for the host countries and for the migrants. The main objective of representatives of the Movement was to support migrants, help them to integrate into communities, decrease their vulnerability and improve their resilience. Over a period of 25 years, the Nagorny Karabakh conflict had given rise to some one million refugees and internally displaced persons in Azerbaijan whom the National Society had sought to assist through the provision of language classes to facilitate integration, access to education and temporary employment. The National Society had created a network of migration information centres, engaged in advocacy with the authorities and provided workshops on first aid and health care. With financial support from the Movement, further assistance to migrants could be provided.

**The Spanish Red Cross** expressed support for the resolution. The Spanish Red Cross had experience in working with migrants for many decades and welcomed the proposed framework, which covered clearly and in depth the actions which National Societies could carry out. The call for action would encourage the world to see migration in a different way. Migratory movements were part of the history of the world and a challenge with which National Societies had always worked. It was essential that the Movement should increase and improve its interventions, with collaboration between National Societies in countries of origin, transit and destination. Migrants must be integrated in all activities and services of National Societies, including the possibility to become volunteers themselves.

**The British Red Cross** said that it was proud to play a small part in the efforts of the Movement to protect and assist migrants. Given the Movement's humanitarian mission and its unparalleled network, everything possible should be done to address the suffering of migrants along migratory routes as clarified in the call for action. National Societies stood ready to provide support in their capacity as auxiliaries to their public authorities in the field, including in humanitarian diplomacy. The call for action reflected on both the benefits and the challenges of migration for States and host communities. In bringing the call for action to the attention of States and relevant stakeholders, the British Red Cross urged all components of the Movement to be aware of the distinctions between migrants, internally displaced persons, asylum seekers and refugees: people who had been forcibly displaced were entitled to specific legal protections under international refugee law. All those who were able, should help to create detailed guidance on how best the call for action could be implemented, especially by those National Societies with limited resources. Similarly, realistic and achievable indicators should be developed to measure genuine progress in addressing the suffering of vulnerable migrants.

**The Swedish Red Cross**, speaking also on behalf of the National Societies of Denmark, Finland, Iceland and Norway, strongly welcomed the Movement call for action, which was timely given the continuing challenges of providing protection and assistance to migrants and refugees. However, it was critical that the call for action that addressed States, which had the primary responsibility for assisting refugees, asylum seekers and other migrants, should be communicated widely through National Society advocacy and action. There was currently a worrying trend in government refugee policies that deeply affected asylum seekers and other migrants in vulnerable situations, undermining respect for international refugee conventions and basic international human rights law. It was particularly important to address three areas in advocacy efforts: speaking out against migration management and control measures such as detention of asylum seekers and insisting on access to migrants and refugees in detention; speaking up on the prolonged separation of families affected by armed conflicts and displacement, as reuniting families was a core humanitarian activity and family reunification in many contexts was being politicized, restricted and denied; the tightening of government immigration policies and legal regimes reflected a growing xenophobia and fear

among populations concerning the consequences of uncontrolled migration. Through their advocacy and action, the Red Cross and Red Crescent must demonstrate an alternative to the growing political rhetoric, which increasingly questioned the motives and incentives of refugees and migrants and led to intolerance and social exclusion and to governments evading their responsibilities under legally-binding international refugee conventions.

**The Fiji Red Cross Society**, speaking on behalf of 14 National Societies from the Pacific region, said that migration was a global and increasingly complex phenomenon. Migration had been an important part of the lives of people in the Pacific region for thousands of years. However, the consequences of sudden movements of people were multi-faceted and involved legal and humanitarian protection, community engagement and cohesion and economic, security and environmental issues. In the Pacific region, National Societies were committed to finding innovative and inclusive solutions in response to displacement caused by climate and natural disasters, taking into account seasonal employment, education, circular migration, resettlement and permanent immigration. Many migrants thrived in their new communities although some experienced vulnerabilities associated with cross-border settings such as detention or exposure to exploitation and trafficking. Existing and new vulnerabilities could be exacerbated by limited access to support services and by isolation, family separation and trauma. Pacific National Societies recognized the importance of working with and for vulnerable migrants on humanitarian grounds, irrespective of their legal status, and in partnership with Governments. An Asia-Pacific migration network had been developed to help in that task. Work was also being done on community resilience and climate change mitigation and adaptation so that Pacific communities could remain in their homes for as long as possible. The Fiji Red Cross Society called on the Movement to strengthen capacity building so that National Societies could continue to work on those issues.

**The Côte d'Ivoire Red Cross** said that hundreds of Africans died every day at sea and on the roads in their quest to reach Europe. African National Societies, through collective action, must reach populations through public awareness campaigns and promote sustainable development in order to encourage them to remain in situ. The Côte d'Ivoire Red Cross supported the call for action and reaffirmed the need for greater coordination within the Movement.

**The Cyprus Red Cross Society** said that meeting the needs of vulnerable migrants was an issue of great concern. Children were the most vulnerable group of migrants: according to UNHCR, one in every 200 children in the world was a refugee and one in every eight migrants was a child; over half of the world's population of refugees were children. Existing laws, policies and practices failed to protect, or even directly violated, the rights of migrant children. While some migrant children benefited from protection, the rights of undocumented children, particularly those accompanied by their parents or other caregivers, were largely unprotected, resulting in daily human rights violations. The Cyprus Red Cross



Society ran a number of programmes for migrants, including migrant children, such as psychosocial support and humanitarian aid in kind, leisure activities, physical exercise and computer training. It would not have been possible to run the programmes without financial support and knowledge-sharing from sister National Societies. States should be urged to pay particular attention to ensure the lives, health, safety and dignity of child migrants in line with international law, including the right to non-discrimination, the right to have the best interests of the child as a primary consideration in all decisions, the right to life and the right to participation.

**The Philippine Red Cross** fully supported the Movement call for action on the humanitarian needs of vulnerable migrants and highlighted the plight of migrant workers, in particular women household migrant workers, who were among the most vulnerable. The Philippine Red Cross had hosted a forum on migrant workers and continued to work to protect them through humanitarian diplomacy. The National Society hoped that migrant workers would not be forgotten.

**The Colombian Red Cross Society** fully supported the resolution. Protection of migrants, including granting them humanitarian assistance, was essential. Support and permanent inclusion activities should be provided to migrants as a general rule and not only in emergency situations. The Movement required a global migration programme that would bring together the experience of National Societies and tools should be provided to National Societies so that they could put in place services for migrants. The Movement could work in cooperation with nongovernmental organizations and Governments in order to channel aid to those who needed it most. The Colombian Red Cross had an agreement with the Ministry of Foreign Affairs to provide assistance to migrants returning to the country as a result of crises abroad. Additional activities could include training for border authorities on providing psychosocial livelihood support.

**The Jordan National Red Crescent Society** said that the world faced a complex and serious situation with regard to migratory flows and sustainable strategies must be developed to allow the Movement to face the challenges that would arise over the longer term. Whatever the strategies developed, they must be capable of being implemented in the first countries to which the migrants travelled. Migration could be a source of conflict and a source of diversity and strategies must cover aspects such as social integration as well as provision of the basic needs of migrants. Having worked with Syrian children, who were among the hundreds of thousands of children displaced in the Middle East, the Jordan National Red Crescent Society believed that it would be useful for the Movement to provide guidelines on their care and in particular their linguistic, social and humanitarian needs both in their countries of destination as well as in preparation for an eventual return to their countries of origin.

**The French Red Cross** praised the quality of the road map, a document that set out in precise terms a subject of great importance. The auxiliary role of National Societies had been emphasized at successive General Assemblies, Councils of

Delegates and International Conferences yet some States were hesitant about that status and interpreted it according to their own interests. More than ever, in relation to actions in respect of migrants, the auxiliary status of National Societies must be recognized and implemented. The IFRC Secretariat as well as the ICRC must support National Societies in their dealings with their Governments both in promoting respect for international conventions and in their negotiation of new laws affecting the most vulnerable. The auxiliary status of National Societies was based above all on dialogue and on facilitating access to safety for the most vulnerable; it was also based on volunteers who, on a daily basis, fulfilled the humanitarian mission of States with respect to migrant populations on their territory. The auxiliary status comprised respect for the principles and values of the Movement and it must not be politicized through, for instance, the dissemination of Government information intended to influence migrants. By acting collectively and speaking with one voice, the Movement would have the strength to protect migrants, to speak convincingly to Governments and to stand up and be counted in the international community.

**The Dominican Republic Red Cross** welcomed and endorsed the call for action and invited all National Societies to proactively implement it throughout the migratory trails, in countries of origin, transit and destination. Advantage should be taken of the Movement's collective knowledge and of the auxiliary status of National Societies in their respective countries in order to influence decision makers at local and national levels. Most importantly, National Societies must speak up on behalf of the vulnerable and migrant communities with which they worked. The Dominican Republic Red Cross paid tribute to the Haiti Red Cross Society with which it had signed a cooperation agreement more than 15 years previously; the two National Societies had united their capacities in favour of the most vulnerable.

**The Kenya Red Cross Society** welcomed the call for action on the humanitarian needs of vulnerable migrants: for many years, Kenya had been a source country, transit point and destination for migrants. In more recent times, the spotlight had been on migration towards Europe and he praised National Societies in Europe for the critical role they had played in meeting the material needs of migrants; hardly a newsflash on migration had gone by without the appearance of the Red Cross and Red Crescent emblems. Although a great deal of attention had been paid to migration from developing countries towards Europe and Australia, it should be remembered that the majority of African migrants migrated to other African countries since they lacked the financial resources to travel to distant continents and the education and skills to succeed in wealthy economies. While there was an ongoing academic debate on the causes of migration, it was clear that it was propelled by a combination of pull factors such as economic prosperity and push factors such as conflicts. The Movement must continue to provide critical services to migrants in transit and destination countries and to make more investments in the source countries in order to build the resilience of communities, strengthen their capacities and increase their livelihood options.

**The Guinea-Bissau Red Cross** said that Guinea-Bissau was a country of origin from which many migrants left for Europe via Libya or other African countries. His National Society worked in its role as an auxiliary and within the resources available to it, on providing services to migrants, including awareness raising, advocacy and restoring family links, in partnership with the IFRC and the ICRC. The solution to migration was to be found at the global level and not just within the Movement: the National Society had contributed to consultations held with the Government and other international organizations and civil society. The Guinea- Bissau Red Cross supported the draft resolution.

**Resolution CD/17/3 was adopted.**

**8. Working towards the elimination of nuclear weapons**  
(CD/17/8 and Resolution CD/17/R4)

**Mr Konoe** (Japanese Red Cross Society), Outgoing President of the IFRC, introducing the resolution, recalled that in April 2017, the Japanese Red Cross Society had hosted a global high-level meeting on nuclear weapons in Nagasaki, in which leaders and experts from 35 National Societies as well as the IFRC and the ICRC had participated. The outcome of the conference had been the Nagasaki Action Plan. The new resolution aimed to guide efforts and stimulate greater engagement by all National Societies to ensure progress towards the universal goal of a world free of nuclear weapons. The Movement Action Plan would commit leaders of National Societies, to the extent possible, to increase their outreach and engage with authorities, academia and civil society partners, such as the International Campaign to Abolish Nuclear Weapons (ICAN), which had recently been awarded the Nobel Peace Prize. The resolution was also a call to action for future generations since it was important to ensure that they were fully aware of the potentially catastrophic effect of nuclear weapons on humanity. It was therefore crucial that young people had the chance to meet atomic bomb survivors. Japanese people were more aware than any others of the humanitarian consequences of nuclear weapons and they struggled to understand the gulf between humanity and politics. The resolution called on nuclear weapons States and their allies to fulfill their existing obligations in respect of nuclear disarmament and to take measures to reduce the risk of nuclear weapons being used, as they had committed to do. As stated in the “Nagasaki Appeal”, achieving a world without nuclear weapons was both a duty and an imperative. Protecting humanitarian values required courage and concerted action. It was time to put humanity first by completely eliminating nuclear weapons. He hoped that all would give their support to the proposed resolution.

**Dr Durham** (Director of International Law and Policy, ICRC) said that the resolution entitled “Working towards the elimination of nuclear weapons 2018–2021: action plan” was sponsored by the IFRC, the ICRC and 107 National Societies. The resolution reflected just how far the Movement had come since the

2011 Council of Delegates landmark appeal to all States to ensure that nuclear weapons were never used again and to pursue negotiations to inhibit and to completely eliminate nuclear weapons in accordance with existing international obligations. The legitimacy of the Movement was firmly rooted in its own direct testimony of the horrific effects of the atomic bomb in 1945 and in its inability to provide an adequate humanitarian response if the weapons were ever used again. The collective efforts of the Movement since 2011 had decisively shaped the international narrative on nuclear weapons and had contributed to the unprecedented mobilization of States which had led, on 7 July 2017, to the historic adoption of the Treaty on the Prohibition of Nuclear Weapons. The resolution welcomed the new treaty, which clearly and comprehensively prohibited nuclear weapons based on the recognition of their catastrophic humanitarian consequences; international humanitarian law; the principles of humanity; and the dictates of public conscience. The treaty was an essential first step towards the elimination of nuclear weapons. The new Movement Action Plan on the Non-use, Prohibition and Elimination of Nuclear Weapons 2018–2021, annexed to the resolution, committed each component of the Movement to maintain and intensify action. The Movement was committed to raising awareness of the humanitarian consequences and increased risk of the use of nuclear weapons and to promoting other treaties with similar objectives, notably the Treaty on the Non-Proliferation of Nuclear Weapons. National Society leaders were uniquely placed to influence their Governments, law-makers and wider society to take action to rid the world of nuclear weapons. She thanked the many National Societies that had worked tirelessly to advance towards that goal; the ICRC would continue to support them in those efforts.

**The British Red Cross** said that it was in full agreement with the objective of working towards the elimination of nuclear weapons. The potential humanitarian consequences of the use of such weapons remained one of several important considerations in global discussions on that critical issue. The British Red Cross understood the desire to promote the new treaty, however, it was important to promote nuclear disarmament and non-proliferation more generally, by encouraging adherence to long-standing multilateral forums. A balanced approach would ensure that, in an increasingly polarized environment, the Movement was perceived as a credible and neutral voice on that issue. The Action Plan gave clear to priority to promotion of the new treaty and it also contained clauses that recognized that, in deciding how to implement the actions, National Societies could take into account their own societal and political contexts: the British Red Cross would be taking advantage of those exceptions and it would continue to maintain its own direct and private dialogue with its national authorities on the issue, in line with its humanitarian auxiliary role.

**The Cyprus Red Cross Society** said that responding to the threat of nuclear weapons was at the very core of the mission of the Red Cross and Red Crescent. The National Society fully supported the new resolution and Plan of Action. Even though only a few countries currently possessed nuclear weapons, they were not

a concern for those countries alone: the terrible humanitarian consequences, should those weapons be used, made it a matter of concern for all. Due to its size and location, Cyprus risked considerable damage from nuclear weapons and it was frightening to note that a single nuclear weapon could destroy the entire country. The Cyprus Red Cross Society hoped that the resolution and the Plan of Action would be adopted by all, in recognition of the value of their contents and of the determination of the Red Cross and Red Crescent to turn the world into a much safer place.

**The Netherlands Red Cross** said that the adoption of the Treaty on the Prohibition of Nuclear Weapons in 2017 had been a moment of hope: the treaty provided a much needed and powerful alternative to the threat of mass destruction. The treaty was founded on the principles of International Humanitarian Law and addressed the Movement's key concern about the catastrophic human consequences that any use of nuclear weapons would bring. The new resolution aimed to capitalize on the treaty and build on the Movement's important work against nuclear weapons. It urged States to join the new treaty and to give effect to other nuclear disarmament treaties. The Movement had an influential and clear humanitarian voice, which it must use as part of its humanitarian mission. In the name of the Japanese victims of the atomic bombs and for the sake of future generations, the Netherlands Red Cross urged all National Societies to sponsor the resolution.

**The Palau Red Cross Society**, speaking on behalf of 14 Pacific National Societies, said that the adoption of the Treaty on the Prohibition of Nuclear Weapons in July 2017 had been a historic development. Pacific nations had first hand experience of the devastating effects of nuclear weapons on human health: Western powers had carried out more than 350 nuclear tests around the region which had bequeathed an ugly legacy for the Pacific communities directly exposed to blast radiation or who had grown up in an environment rendered toxic because of it. Pacific community leaders had condemned the use of the region as a testing ground and supported obligations to address the ongoing impacts of nuclear testing and the management and elimination of nuclear waste in the Marshall Islands. Thousands of victims had been struck by leukemia, thyroid cancer and debilitating ailments such as blood and skin disorders. Acute myeloid leukemia had been found to have the highest incidence in the world in French Polynesia. Pacific National Societies endorsed the resolution, which provided a pathway for the Red Cross and Red Crescent to advocate on the critical issue of eliminating nuclear weapons. The Palau Red Cross Society called on States to refrain from resorting to the use or threat of nuclear tests in any circumstances where civilian communities could be at risk.

**The Colombian Red Cross Society** said that it might be appropriate to conduct a technical study, with the ICRC, on promoting awareness of the treaty and the elimination of nuclear weapons. The topic had already been included in his National Society's operational plan 2017–2021.

**The Mali Red Cross** said that it was appropriate to work towards the elimination of nuclear weapons at a time when the world was experiencing persistent armed conflicts and when some armed groups had equipment that was equal or superior to that of regular armies. Mali had been attacked by armed groups since 2012 and it was not inconceivable that such groups could obtain nuclear weapons. There was no organization that would have the capacity to meet the long-term humanitarian needs of victims following a nuclear attack and therefore the new resolution and Plan of Action must be adopted without delay.

**The Norwegian Red Cross** recalled that it had presented a resolution on weapons to the Council of Delegates in 2009, which welcomed the increased focus of States on nuclear disarmament. In 2011, the Council of Delegates had appealed to States to begin negotiations on that subject. By 2017, 122 States had adopted the Treaty on the Prohibition of Nuclear Weapons, which established the prohibition of nuclear weapons in International Humanitarian Law. The Movement's work on the elimination of nuclear weapons since 2011 had set an example of coherent and concerted action and the results achieved in just eight years demonstrated how the world could change. On issues of humanitarian policy related to weapons, the Norwegian Red Cross customarily worked alongside its Government in mobilizing support, but on the issue of nuclear weapons, the National Society had so far failed to mobilize its own Government as the concept of human security had been overshadowed by issues of national security. The Norwegian Red Cross congratulated all of the National Societies that had been able to mobilize their Governments.

**The Portuguese Red Cross**, speaking on behalf of the Portuguese-speaking National Societies of Angola, Cape Verde, Guinea-Bissau, Mozambique, Portugal, Sao Tomé and Príncipe and Timor Leste, welcomed and supported the draft resolution. The Portuguese Red Cross underlined the importance of humanitarian diplomacy in raising awareness on the unacceptable humanitarian consequences arising from the threat of the use of nuclear weapons. As stated in the resolution, faced with the ever-growing risk of the use of nuclear weapons, the Movement had the opportunity to use its position to promote full adherence by States to the new Treaty on the Prohibition of Nuclear Weapons and other international agreements. The National Society further supported the inclusion of youth volunteers and youth programmes in the outreach for the non-use and prohibition of nuclear weapons, as outlined in the Action Plan, in the hope that youth would continue to influence future generations. The Portuguese Red Cross called on National Societies to work with the Movement Support Group and to assist implementation of the resolution.

**The Belgian Red Cross** said that it fully supported the resolution. With respect to the Action Plan, a number of steps must be taken in order to achieve the elimination of nuclear weapons and in particular States must ratify and implement the new treaty. The role of National Societies was to promote the position of the

Movement in their own countries to the extent possible, bearing in mind their capacities and specific contexts. The Action Plan committed National Societies to invite nuclear weapons States to take measures to reduce the risk of use through the Treaty on the Non-Proliferation of Nuclear Weapons. The Belgian Red Cross would continue to raise awareness among the public on the humanitarian consequences of nuclear weapons and support Movement-led humanitarian diplomacy to Governments on a regional basis in accordance with the Action Plan.

**The Zambia Red Cross Society** said that Zambia did not export any forms of weapon. Representatives of the National Society had visited Hiroshima, attended annual commemorations, met survivors of the atomic bomb and learned of the terrible trauma and damage it had caused. In Zambia there was a saying: “if you want peace in your environment, you must yourself first be peaceful”; the Zambia Red Cross Society appealed to world leaders to understand that they would not achieve peace through threats. The world was united in its desire to eliminate all forms of weapons, including cluster bombs, and to minimize their use. The National Society called on all to use the power of humanity to win the fight against the use of nuclear weapons.

**The Australian Red Cross** thanked the representative of the Palau Red Cross Society for having spoken so eloquently about the nuclear testing that continued to cause great suffering in the Pacific region, including to aboriginal communities in Australia. The Australian Red Cross had been a strong supporter of the Movement’s efforts to work towards the elimination of nuclear weapons. The recent adoption of the Treaty on the Prohibition of Nuclear Weapons provided a new focus for the Movement’s call to eliminate nuclear weapons. The principles of the Movement did not permit moral indifference in the face of the terrifying effects of weapons for which there was no adequate humanitarian response. The Red Cross and Red Crescent must be courageous in its pursuit of a nuclear-free world while also understanding the sensitive and nuanced path that it must tread in an increasingly complex environment. The Australian Red Cross would provide principled and focused leadership in support of the resolution and the accompanying Action Plan.

**The Austrian Red Cross** said that the Movement had relentlessly pointed to the catastrophic humanitarian consequences of any use of nuclear weapons and it was of the utmost importance to ensure that all nuclear weapons were eliminated. The Austrian Red Cross had continuously supported the initiative for a nuclear weapons-free world and it strongly supported the adoption of the Treaty on the Prohibition of Nuclear Weapons, which was the first legal norm in history to state the illegality of nuclear weapons. In order to be effective, the treaty must enter into force as soon as possible and be ratified by a very large number of States, especially nuclear weapons States and their allies; the full and active support of National Societies would be crucial in urging their Governments to sign and ratify the treaty. The Government of Austria was planning to host the first conference of States parties after the entry into force of the treaty, possibly in 2019 and the

National Society would support that event with the usual civil society activities. The Austrian Red Cross encouraged all present to support the resolution.

**The German Red Cross** said that the Movement had appealed for an internationally binding agreement to eliminate nuclear weapons ever since they had been used in 1945. The Action Plan contained in the annex to the resolution allowed Movement components to promote implementation of the Treaty on the Prohibition of Nuclear Weapons to the extent feasible. The approach taken in drafting the resolution allowed for a unified Movement position through contextualized action. The German Red Cross hoped that global, regional and national activities to promote implementation of the treaty would be conducted in good partnerships and while recognizing the components' specific mandates and missions. It was the understanding of the German Red Cross that the global humanitarian advocacy strategy was limited to the subjects agreed upon and set out in section 2 of the Action Plan (Global Coordination and Support). The German Red Cross stood ready to fulfill its part of the Movement's common objectives.

**The Costa Rica Red Cross** welcomed the Movement's continued focus on the elimination of nuclear weapons and indicated his National Society's full support for the resolution. The use of nuclear weapons must be consigned to history and never repeated. Costa Rica had abolished its army in 1949 and all of its citizens below the age of 70 had never known combat or military service. The Costa Rica Red Cross called on all to invoke the power of humanity in support of the resolution and to encourage their Governments to ratify the treaty.

**The Red Crescent Society of Azerbaijan** said that the potential humanitarian consequences of a nuclear attack or explosion would be devastating and catastrophic. Despite the increased nuclear threat during the Cold War, it had been possible to avoid a large-scale military attack through the establishment of hotlines and negotiations in the field. Nuclear disarmament was proceeding at a slow pace, with States focusing on developing defence systems and deploying weapons in outer space. The Red Cross and Red Crescent had not been called upon to respond to the consequences of a nuclear weapon explosion, however, the Movement should collectively consider how it would provide a humanitarian response to such as crisis. In that context, the Red Crescent Society of Azerbaijan paid tribute to the work of the Japanese Red Cross Society, led by Mr Konoe, in having organized high-level meetings to focus on those issues and to discuss possible steps to prevent the use of nuclear weapons. The Red Crescent Society of Azerbaijan fully supported the resolution and road map.

**Resolution CD/17/4 was adopted.**

**9. Education: related humanitarian needs (CD/17/9 and Resolution CD/17/R6)**



**Mr Stillhart** (Director of Operations, ICRC), introducing the item, said that the resolution on education had been drafted in response to a growing awareness of the humanitarian needs in education that were generated by conflicts, violence and emergencies. Affected communities themselves systematically cited education as a priority need in all of the countries where the Movement was operating. Some 462 million young people aged 3-18 years were living in crisis-affected countries and 75 million of them were in need of educational support; 37 million youth were not in school due to disruption in the provision of education as an essential public service. Therefore, there was a strong call for the Movement to engage in the sector. The Red Cross and Red Crescent had a significant comparative advantage since it was present on the ground, even in remote communities where education was often disrupted. Education was protected by the rules of International Humanitarian Law and numerous National Societies were already active in humanitarian education. The resolution provided the opportunity for the Movement to recognize the paramount role that education played in supporting dignity, economic development, social cohesion, resilience and peace. It also addressed education-related needs in situations of emergency.

**Dr Nafo-Traoré** (Regional Director for Africa, IFRC) said there was a growing need for educational support in humanitarian situations. It was therefore timely for the Movement to consider education as a humanitarian priority and to join forces to build a multidisciplinary and coordinate approach which was to scale and sustainable. It was important for components of the Movement to act individually or in cooperation with each other and with other stakeholders who were already on the ground in order to provide education to people affected by armed conflict and disasters, especially to children, adolescents and young adults. The resolution supported the diverse engagement of the Movement components in the education sector and built on current practices to address educational needs in disaster risk reduction, health, water, sanitation, hygiene, livelihoods, migration, social inclusion and promotion of a culture of peace. During the Ebola crisis in Africa, the Movement had been involved in food distribution in schools, funding tuition fees and providing equipment, toilets and water for hand washing. In the Americas, professional education and vocational training was being provided for young people in health and life saving with a view to reducing violence and social exclusion. In Asia, National Societies disseminated humanitarian principles, values and norms; engaged in activities to rehabilitate educational facilities; and helped students and teachers prepare for disaster prevention. In Europe, National Societies provided language training and home assistance. In the Middle East, there was provision of child-friendly spaces in schools and psychological support. The Movement could provide complementary services and ensure that it was identifying its unique role and niches in order to continue supporting the most vulnerable. It was proposed that the Movement should develop a multidisciplinary framework that would allow the components to act in the short and long term, based on evidence and in partnership with other humanitarian actors.

The resolution encouraged all components of the Movement to strengthen their work to address education-related needs in their emergency response and to

promote access to education and ensure continuity to education services as well as to safety and protection for students and teachers. Education-related humanitarian needs would be incorporated into emergency assessments, plans and activities. Assessment could be made of how to use school facilities as shelters in times of crisis and how to build facilities to allow people to go to school. It was planned to work with States and other actors to determine how education could resume when disrupted. The resolution also encouraged the Movement to continue working on education at all times, building skills-based and values-based education and developing related curricula. It would help States and other stakeholders to work with the Movement to develop tools for preparedness, response and recovery that would contribute to strengthening the resilience and inclusiveness of the education sector. She thanked all who had contributed to the drafting of the resolution, the contents of which had been designed to provide hope for a better future for affected communities, especially for youth.

**The Austrian Red Cross** said that it spoke on behalf of the 23 National Societies that formed part of the humanitarian education network and that had participated in the humanitarian education consultation workshop in Vienna in July 2017. It was the first time that the Movement had developed a resolution focusing on education as a humanitarian need that included safe access to education in times of crisis and disaster, as well as education as values- and skills-based programmes addressing children and young adults. In that perspective, the network recommended four revisions to the resolution: 1) the insertion in the first paragraph of the preamble of the phrase “nurturing humanitarian values and hope for a better future” after the words “human dignity and life”; 2) to add the following after the words “education facilities” at the end of the eleventh preambular paragraph: “including the promotion of humanitarian principles and values and the development of relevant knowledge and skills to alleviate and prevent human suffering, protect life and health, ensure respect for the human being, and strengthen resilience for all to live with dignity, helping and caring for one another”; 3) to add a new paragraph 4.e: “promote and support the provision of skills- and values-based education to foster understanding and application of the Fundamental Principles and thereby contribute to building a culture of respect, dialogue and peace;”; and 4) to add in paragraph 4.f) the words “including humanitarian principles and values” in the bracket before the words “as well as disaster management”. The changes had been shared and agreed upon with the IFRC and ICRC.

**The IFRC** said that many children had experienced trauma and violence and risked becoming a lost generation bent on vengeance and violence in their turn without the social capital and knowledge that could have been offered to them through education. Self-esteem and respect for others could be fostered through education and dissemination of the Fundamental Principles; for that reason, the IFRC supported the amendments put forward by the Austrian Red Cross on behalf of the global humanitarian education network. He also wished to propose the addition of a further preambular paragraph which would read: “*noting* with appreciation that

the IFRC of Red Cross and Red Crescent Societies (IFRC) is exploring the possibility of including education as an additional area of focus in its future plan,”.

**The Colombian Red Cross Society** drew attention to the need to build the capacities of individuals and to create economic and social development. The Movement needed a strategic vision of education that could help to build resilience, peace and development.

**The Irish Red Cross Society** requested that a reference to prisoners should be included in the list of persons with specific needs in the newly numbered paragraph 4.g. In the introductory part of paragraph 4, a distinction should be drawn between education as a development tool and education as an indoctrination tool.

**The Palestine Red Crescent Society** requested that a paragraph be added to the preambular part of the resolution acknowledging the role of volunteers in providing education. In the second preambular paragraph, a reference could be made to education as an essential public service not only in emergencies but also in situations of occupation.

**The Chair** asked delegates proposing changes to provide a copy of their suggested amendments in writing for inclusion in the final draft of the resolution. Deliberation on the resolution would continue in plenary on the following day.

**The meeting rose at 14:00**

*Saturday, 11 November 2017*

*14:00*

**III. Follow-up and progress reports in plenary**

**16. Implementation of the Memorandum of Understanding and Agreement on Operational Arrangements, dated 28 November 2005, between the Palestine Red Crescent Society and Magen David Adom in Israel (CD/17/16 and Resolution CD/17/R5)**

**Mr Tickner** (Independent Monitor) said that he wished to place on record his respect and admiration for the ongoing humanitarian work of both the Palestine Red Crescent Society (PRCS) and Magen David Adom in Israel (MDA). He especially wished to extend his appreciation to the leadership of both National Societies for the courtesy and support they had given to him in his role as Independent Monitor.

His work over the preceding 18 months and the report contained in CD/17/16 had a priority focus on the implementation of the geographical scope provisions of the Memorandum of Understanding (MoU), which had not yet been achieved. He believed that there was a potential turning point in the long history of the failure to implement the commitments entered into in 2005. The Government of Israel was expressly called on to support the implementation of the MoU by a Resolution passed by consensus at the International Conference in 2015. The Resolution had been followed up by direct representations to the Government of Israel by the MDA. Significantly, the Government of Israel had advised him in his role as Independent Monitor that the “Municipality Ambulances”, which were the ambulances operating in Israeli settlements on the West Bank, “will, on a permanent basis, bear a logo different than the MDA logo, which will be clearly distinguishable from the MDA official logo”. The Government had further committed to a timeline for action to give effect to the firm decision that had been taken. A copy of the letter he had received from the Government of Israel had been attached to the report. It was a most welcome letter.

As the Independent Monitor, he had stressed the importance of having the process completed well in advance of the next International Conference in order to allow for independent verification that the promised changes had been made. He was sure that the Government of Israel fully appreciated the criticality of that timeline. He had also formally requested that he should be consulted on the alternative logo that was to be adopted in order to ensure that it was sufficiently distinguishable from the MDA logo, as the Government of Israel had promised that it would be. Given the substantial, high-level, interdepartmental process which had been carried out, the importance that had been placed on full implementation of the MoU by the Government of Israel, the MDA and the united consensus view of all States

at the 2015 International Conference about the need to have the issues resolved, he remained optimistic that full implementation could be achieved well in advance of the next International Conference. Two years previously, there had been a sense that the Movement had decided to give the parties responsible for implementation one last chance. He had made it clear in his report that there would be no appetite for further delay on implementation and that there must be no slippage on the cessation of MDA activities in the area that was considered to be within the geographical scope of the PRCS and that there must be no expansion in activities.

Concerning implementation of the Agreement on Operational Arrangements (AOA), it was clear that the Palestinian territory occupied by Israel in 1967 remained occupied. An Israeli military-civilian administration was in place and there was restricted access requiring Palestinians to obtain permits to enter Jerusalem or to travel between Gaza, Jerusalem and the West Bank. He had reported on the belief of the PRCS that the MDA should be encouraged to be a stronger advocate before the Government of Israel on the important access issues facing the PRCS. It was his understanding that the MDA was prepared to assist and he welcomed and thanked the MDA for that. Despite past significant improvements, both National Societies had not achieved the level of cooperation required by the commitments they made to each other in the AOA. In fairness to the MDA, cooperation had not progressed because of the view that the PRCS had adopted that the geographical scope provisions must first be implemented. In his report, he had formally urged both National Societies to increase cooperation aggressively. It was his heartfelt belief that more trust building was needed on both sides and that it would support Red Cross and Red Crescent humanitarian work in the region. Importantly, increased good will on both sides would also contribute to the implementation of the MoU itself. A high point for the integrity of the Movement had been achieved by the simultaneous admission of the two National Societies in 2006. He urged the Movement and the parties to rekindle the spirit of Movement solidarity, which showed the Movement at its very best. The Movement was bound by the fundamental principles, especially the principle of unity; the Principles were the benchmarks against which the actions of both National Societies must measure their conduct in the period ahead in order to achieve full implementation of the MoU. The hopes and solidarity of the Movement were with both National Societies.

**Dr Kamel** (Secretary General of the Egyptian Red Crescent Society) said that, as Chair of an ad-hoc group on nine National Societies, she had been given the task of drafting a resolution for presentation to the Council of Delegates. The Secretary General of the Arab Red Crescent and Red Cross Organization had joined the group and support had been provided by the ICRC and the IFRC. The Independent Monitor had provided a briefing about his work to the group. The resolution had been drafted in accordance with the fundamental principles and bearing in mind its acceptability to both the MDA and the PRCS.

**The Palestine Red Crescent Society** said that, on adoption of the Third Protocol and the new emblem, there had high expectations that the Movement was moving closer to achieving universality. However, in the 12 years since the MoU had been signed, there had been a loss of unity. The Palestine Red Crescent Society did not ask for much: it asked simply to be treated as an equal. In a different context, it might have called the letter that came from the Ministry of Foreign Affairs of the State of Israel an interference in the work of the Red Cross and Red Crescent Movement. However, in the present context, the National Society had appreciated the letter and was prepared to give a chance for the MoU to be implemented over the following two years. Some colleagues had recalled sentiments of hope and happiness in 2006 when the MoU had been signed and the PRCS and the MDA had become members of the Movement; the PRCS looked to 2019 as another year when the Movement and the children of Israel and Palestine could have hope for peace.

**Resolution CD/17/R5 was adopted.**

#### **IV. Items for discussion and decision in plenary (continued)**

##### **9. Education: related humanitarian needs** (CD/17/9 and Resolution CD/17/R6) (continued)

**The Chair** invited delegations to comment on the revised draft resolution on education on which informal consultations had taken place since the previous day.

**The Norwegian Red Cross** said that parents affected by conflict or disaster were often unable to send their children to school. Children full of potential, dreams, hopes and ambitions were being denied one of the most important opportunities that could be given to the next generation. Communities affected by conflict, disasters or emergencies were losing out on future resources to rebuild and develop their societies. Lack of access to education was often looked at through the development aid lens, but as the background report stated, education was a humanitarian need. Education was systematically disrupted in situations of armed conflict and disasters where the Red Cross and Red Crescent was often present and offering services to the affected populations. Despite the fact that parents and children viewed education in times of emergencies as a priority, it was often poorly funded and the response was far from meeting needs. The draft resolution was timely since it clearly encouraged the Movement to support efforts to ensure access to education, and continuation of education, in an inclusive manner. The Movement was well positioned to make a difference for children, families and communities and to give every girl and boy a better future. The Norwegian Red Cross wholeheartedly supported the resolution.

**The Belize Red Cross Society**, speaking also for the Jamaica Red Cross and the Suriname Red Cross, vouched full support for the resolution, as education was a crucial humanitarian need. In all circumstances, National Societies in the Caribbean continued to serve the most vulnerable by capacity building through trainings and participatory interventions, building awareness through community mobilization and creating economic opportunities accompanied by the training and skills required for youth and promoting advocacy with the authorities and leaders in communities, including those of schools, prisons and orphanages. The resolution would have an impact in pushing forward the mandate of the Red Cross and Red Crescent, enabling National Societies to advocate with decision makers and local authorities for school curricula to include training in humanitarian values, first aid, life saving and other programmes. Most Red Cross and Red Crescent work fell under the umbrella of humanitarian values: it was crucial to achieve resilience and to empower youths and their families and communities, to improve their life situations and to identify and access opportunities for positive change.

**The German Red Cross** said that armed conflict, disasters and other emergencies too often led to the disruption of education and, consequently, they were a threat to human dignity and development, economic progress, social cohesion and peace. While the primary responsibility for education lay with States, the German Red Cross welcomed efforts by Movement components and other actors to address education-related matters within their respective mandates and as appropriate to the context. The German Red Cross sincerely thanked all of those involved in drafting the resolution and in setting out possible measures for Movement components to promote access to education in accordance with international law and with the fundamental principles. The resolution encouraged Movement components to assess and respond to education-related humanitarian needs and it raised the need for humanitarian education as a key element in promoting a culture of non-violence and peace. Young people in formal and informal education settings played a crucial role for National Societies as members of affected communities, volunteers and leaders and therefore they should be at the centre of humanitarian education programmes. German Red Cross youth had recently launched a three-year education campaign, which promoted humanitarian values and encouraged young volunteers to become active members of their communities and agents for humanity.

**The Red Crescent Society of Azerbaijan** said that the resolution was relevant in addressing the recognition of education as an important component in preserving human dignity, social integration, the development of individuals' abilities and skills, economic development, social cohesion and strengthening stability and peace. Based on current trends, only 70% of children in low-income countries would be able to complete a full course of primary schooling by 2030. In order to reverse that trend, it was necessary to have political will, take action at State level and use additional resources. More than ever before, education was responsible for cultivating the necessary skills, attitudes and behaviours that would lead to sustainable and comprehensive development. The Red Cross and Red Crescent

had a responsibility to play a part in resolving the issue of education: for instance, during the early stages of conflict in Azerbaijan, with the help of the IFRC, the Red Crescent Society of Azerbaijan had set up tent camps for children who were given school supplies and text books so that they could continue their education. The National Society also had a Memorandum of Understanding with the Ministry of Education of Azerbaijan enabling it to disseminate knowledge and information in educational institutions, including those in frontline regions. It also organized trainings and workshops in conjunction with the support of the ICRC in the fields of international humanitarian law, first aid and psychosocial support as well as language workshops to help migrants integrate in society. The Red Crescent Society of Azerbaijan fully supported the resolution and hoped that it would produce concrete results.

**The Red Crescent Society of the Islamic Republic of Iran** thanked all those who had contributed to drafting the resolution. For those most directly affected by armed conflict, disasters and other emergencies, education was an essential humanitarian need and efforts should be made to ensure that it was provided and supported in daily humanitarian work. Access to education and strengthening the protection of education helped to change minds, save lives and improve resilience. Education in humanitarian values should be supported by all of the Movement. The Red Crescent Society of the Islamic Republic of Iran endorsed the resolution and would fully support its implementation.

**The Gambia Red Cross Society** said that, in order to be effective and remain relevant, the Red Cross and Red Crescent continued to talk about engagement, inclusion and providing the space for youth volunteers in the leadership of National Societies. Humanitarian education could support that aim for the Movement. In a recent political impasse in The Gambia in 2016, over 162 000 people had left the country to seek refuge in Senegal and Guinea-Bissau, half of whom had been women and children; the education of young people had been severely affected by that event. In the context of supporting community resilience, preparedness, early warning and early action, knowledge should be the driving force. Across National Societies, different methodologies were used in training, education and capacity strengthening for staff, youth volunteers and victims of disasters. Humanitarian education, as defined in the report, could be accepted by the Movement as a whole: The Gambia Red Cross Society therefore supported the resolution.

**The South Sudan Red Cross** said that serious population movements had occurred in South Sudan for more than 60 years as a result of which many young children and adolescents had been unable to complete their education. Guidance was required in order to fill the gaps in education for children in vulnerable communities. Consequently, the South Sudan Red Cross supported adoption of the resolution with respect to the provision of humanitarian education in emergency situations.



**The Irish Red Cross Society** welcomed the resolution and emphasized that education was both a basic need and a human right following on from the humanitarian needs of food, water and shelter. Education was a key agent of change and a builder of capacity and confidence and it was best delivered locally by peers, not as an outside intervention: peer-to-peer education in prisons in Ireland had been particularly effective. In providing education, National Societies had an opportunity to form partnerships and to share expertise. The focus in the resolution on: the advocacy role and the development of people; giving space to informal as well as formal delivery; vocational education and outcomes that delivered livelihoods, and on people with disabilities, was very welcome. The Irish Red Cross Society requested that, in implementing the resolution, National Societies should also give thought to prison populations. The inclusion of education on IHL and first aid was important since both built a respect for life.

**The Qatar Red Crescent Society** endorsed the resolution and indicated its willingness to implement it, emphasizing the importance of education in situations of armed conflict. An agreement operated in Qatar with respect to the provision of education for all, including in regions of armed conflict, in order to help the most vulnerable groups. The National Society stood ready to work with partners in the international humanitarian field in order to deliver education in situations of conflict and disaster and to promote peace and security.

**The Red Cross Society of Côte d'Ivoire** said that, in Côte d'Ivoire and in African countries in general, education was a way to create focus on the principle of humanity as it brought opportunity and stability to all levels of society and enabled the promotion of gender equity and diversity. In times of peace, much remained to be done, but during emergencies, access to education became even more difficult. For that reason, the Red Cross Society of Côte d'Ivoire fully supported the resolution and requested special support from sister National Societies for countries undergoing crises.

**The Chair** said that the Palestine Red Crescent Society had made a request to include a reference to education in situations of occupation in the resolution. It had been recalled that the legal section of the background document contained a paragraph on education in situations of occupation and it was considered, therefore, that the request by the Palestine Red Crescent Society had been adequately addressed.

**Resolution CD/17/R6 was adopted.**

## **V. Items for decision in plenary**

### **10. Health and care**

#### **10.1 Addressing mental health and psychosocial needs**

(CD/17/10.1 and Resolution CD/17/R7)

**Ms Wahlström** (Swedish Red Cross Society) said that a well-attended workshop had been held that morning in order to discuss the resolution on addressing mental health and psychosocial needs. It would be useful to learn from the experience of National Societies engaged in addressing mental health and psychosocial needs in times of conflict and disaster and in other crises. The subject cut across many others discussed at the Council of Delegates including migration, education and restoring family links. The workshop had been tasked with how to address gaps and overlaps and it had become apparent that there were no overlaps but growing gaps due to a lack of capacity, knowledge and awareness in the Red Cross Red Crescent, in governments and in national health authorities. There were significant gaps between existing needs and the ability to respond by providing basic psychological and mental health support at local level. National Societies had a strong sense of the need to scale up, whether at the volunteer level where traditional skills existed, or in the provision of the more sophisticated and expensive specialized treatment already offered in some countries. Once a National Society had stepped in to provide treatment following trauma, a long-term commitment had been made, which raised questions as to the responsibility to individuals and cooperation with local authorities. Leadership, advocacy and courage were required in order to combat the stigma around mental health and to support people recovering from trauma or the consequences of torture, which were life-saving interventions. Thirty-five National Societies had already sponsored the resolution.

**Mr Daccord** said that there was a collective understanding that unmet mental health and psychological needs could have a huge and dramatic impact and the Movement had a responsibility to respond by treating them as core, strategic issues. The resolution showed a way forward using a harmonized approach and there was an ambition to take the process one step further in bringing it to the attention of States at the International Conference in 2019, since the role of the authorities was central to the provision of local services. He called on all to support the resolution.

**Resolution CD/17/R7 was adopted.**

## **10.2 Working towards an International Red Cross and Red Crescent Movement approach to Epidemics and Pandemics** (CD/17/10.2 and Resolution CD/17/R8)

**Dr Hall** (IFRC) said that she was presenting the item with Mr Hundt (ICRC) and Ms Kumba Charles, a brave Ebola volunteer from the Sierra Leone Red Cross Society, who was representing all volunteers who responded to life-threatening outbreaks. The resolution addressed preparations that the Movement must make in order to respond to a future large-scale disease outbreak that had the potential to spread through many communities and transverse the globe without regard for

international borders. Recent outbreaks of Ebola, yellow fever, Zika virus and, most recently, plague were reminders of the potential threat for local outbreaks to become global outbreaks in a matter of weeks.

**Mr Hundt** (ICRC) said that increased mobilization, population movement, urbanization, armed conflict and other crises, as well as the rising incidence of antimicrobial resistance, were increasing the risk for large-scale epidemics and, potentially, even pandemics.

**Ms Kumba Charles** (Sierra Leone Red Cross Society) said that epidemics began and ended in communities and individuals and communities had a critical role to play in preventing, detecting and responding to public health threats.

**Mr Hundt** (ICRC) said that strong health systems, critical infrastructures and essential services were vital in reducing risks and containing outbreaks in a timely manner.

**Ms Kumba Charles** (Sierra Leone Red Cross Society) said that the Movement had a unique role in bridging the divide between communities and health systems to ensure effective epidemic prevention and control.

**Mr Hundt** (ICRC) said that the Movement role was even more significant in those areas that lacked coordinated health systems. Supporting epidemic prevention and control in areas with no State actors was imperative to saving lives and reducing risk.

**Dr Hall** (IFRC) said that a Movement approach to epidemics and pandemics would assist National Societies in working with counterparts to support local, regional and global risk management. It would also place volunteer and staff safety at the centre of any response. It was proposed to work on a Movement approach to epidemics and pandemics with a view to presenting it at the International Conference in 2019.

**The Canadian Red Cross Society** recognized the efforts of communities and volunteers in their work on preparedness and response to epidemics and pandemics, which posed immeasurable risks to communities and to national and global security. The enormity of human suffering, compounded by the potential for social and political upheaval engendered by the rapidly spreading risk to human life, demanded action. The Red Cross and Red Crescent had a long history of responding to public health emergencies through the provision of community-based health and disaster preparedness activities. It was hoped that the resolution would support efforts to systematise and link the different efforts of community and National Society preparedness to develop better local early responses. The Canadian Red Cross Society recognized the excellent collaboration it had with the ICRC and IFRC; the National Society was committed to continuing to leverage Canadian expertise in health and disaster management and it would work closely

with the Movement to ensure full implementation of the resolution in order to enhance coordination and response at all levels.

**The Sierra Leone Red Cross Society** said that the recent Ebola virus epidemic had been the worst outbreak to hit the countries of Guinea, Liberia and Sierra Leone; it had killed 11,500 and infected 28,000 people in the three countries. The health systems in the countries had not been able to cope and they had been overwhelmed by the epidemic while traditional cultural practices had not proved useful. However, valuable lessons had been learned; States should pay more attention to the health sector if catastrophes were to be avoided and National Societies should continually train their staff to cope with emergencies and epidemics and share their knowledge with others. Movement partners must invest in membership training and capacity building. The fight to eradicate epidemics could only be won if resources were pooled and the Movement worked as a team. The resolution was timely and relevant and the Sierra Leone Red Cross Society urged all to support it. The incident of Ebola mismanagement of funds, which was currently being investigated, should not overshadow the extreme sacrifices that had been made by volunteers and staff.

**Resolution CD/17/R8 was adopted.**

#### **11. Restoring Family Links strategy development** (CD/17/11 and Resolution CD/17/R9)

**The Chair** said that the resolution on Restoring Family Links strategy development had been discussed and refined during the workshops.

**Mr Lara Tapia** (Dominican Red Cross), speaking on behalf of the 20 National Society members of the RFL Strategy Implementation Group, said that the group was at the mid-point in developing a strategy to be presented at the Council of Delegates in 2019. The report in CD/17/11 detailed the key information provided by the more than 100 National Societies that had been consulted which would contribute to improving and driving the work on strategy development.

**Mr Kouadio** (Côte d'Ivoire Red Cross) said that during the workshops, National Societies had heard the story of a family that had been reunited as a result of the Red Cross and Red Crescent network. To be separated from loved ones was a form of death and reuniting families brought life and light. It was the mission of the Red Cross and Red Crescent to be at the heart of the lives of human beings, bringing joy and hope. Restoring Family Links was an embodiment of the fundamental principles and a significant part of the work of National Societies.

**Mr Clement** (Australian Red Cross) speaking as the rapporteur of the excellent workshop held on the previous day, said that the need for Restoring Family Links remained high because of migration and other emergencies. Significant developments in technology had not negated the need for Restoring Family Links

but had in fact created an opportunity for the Movement to engage in scaling up its work. However, good data protection was essential to ensure trust in people who were giving their information to the Red Cross and Red Crescent. Going forward, the workshop identified that advances in technology must be brought together along with an approach to people and traditional methods of undertaking Restoring Family Links. Partnerships would be essential; those within and external to the Movement must be invigorated. People were at the centre of Restoring Family Links and those with experience must be listened to and engaged with at all times.

**Mr Daccord** (ICRC), addressing National Society leaders, said that family reunion was not a technical issue but one that had an impact on National Societies across the board. It was an issue to which all could contribute and which could be used to connect with people and with the 21<sup>st</sup> century. Embracing technology and change, the Movement could influence data protection at the same time as taking action in respect of migration. The issue and the resolution were critical.

**Dr Kinik** (Turkish Red Crescent Society), Federation Vice-President, speaking on behalf of the IFRC, said that it was a humanitarian imperative to reunite families who had been separated by disasters or in the context of migration. Thanks to its networks of volunteers, the Red Cross and Red Crescent was in a unique position to provide RFL services. The IFRC had increasingly used RFL in its own tools and methodologies such as emergency appeals and it was working hand-in-hand with the ICRC regarding the development of RFL specialist staff, alongside field assessment coordination teams and disaster response teams at regional and national levels. The IFRC had given more visibility to RFL through statements, policy briefs and communications. It also welcomed the development of a new RFL strategic framework for the period after 2018. The new strategy should be ambitious and set a clear vision for the role of the Movement in the field of RFL. It should consider major current challenges such as changes in digital technology and data protection regulations. The RFL code of conduct on data protection was a key tool. The IFRC supported the establishment of an RFL leadership platform as envisaged in the report. It would play an important role in leadership guidance and in forming innovative partnerships with increasing numbers of stakeholders, including international organizations, the private sector and academia. Apart from RFL in disaster situations, the IFRC welcomed the stronger focus of the new RFL strategy on migration. For many people, migration was a way to be reunited with their families, but for others it was a cause of separation. Some migrants did not want their relatives to be informed of their whereabouts and it was hoped that the new strategy would offer the necessary guidance in order to better respond to the needs of migrants. The IFRC would contribute to the development of the new RFL strategy and looked forward to working together with its partners.

**The Bulgarian Red Cross** welcomed the background report and the draft resolution on RFL. In recent years, the RFL workload of the Bulgarian Red Cross had increased fourfold, leading to an ever greater number of cases. The National Society was grateful to the ICRC for the support given to help it to address its

internal and external challenges. The Bulgarian Red Cross continued to be guided by the RFL Strategy 2008-2018, which provided an easy-to-follow framework and concrete steps; it allowed National Societies to navigate cooperation, including integration with disaster management and migration, when planning and programming. The Bulgarian Red Cross had learned how to conduct needs assessments, to cooperate in online platforms, to promote RFL in a digitalised world and to make the new service accessible while responding to new and pressing needs. Safe exchange of information, taking into account data protection, was essential. The manuals accompanying the strategy were as important as the trainings, methodological support, study visits and regional meetings. The new strategic document was to be welcomed since it would lead to a collective vision, stronger positioning, common statistics, integration of ICT, development of partnerships and it would respond to contemporary dynamics and therefore secure a broader impact.

**The French Red Cross** said that family unity formed part of the principles of universality and humanity. The right to remain in contact with family members and to know where they were was a deeply felt need for all. It was often more important to learn that family members were well than to receive food or shelter. The International Movement of the Red Cross and Red Crescent had responded to that “right to know” for more than 150 years and the act of maintaining family links and reuniting families was at its heart. However, times were changing and the Movement must adapt to growing migration flows, technological innovations, increasingly regulated data protection and interested external actors. A relevant and functional network must be created and all institutions must be strengthened as a priority in order to cover all of the needs of affected persons. A new strategy was necessary in order to develop and improve services and make them more accessible. Governments must also recognize their obligations so that they could work in conjunction with National Societies to establish the fate of persons who had disappeared and to reunify families. The IFRC and, above all, the ICRC must use advocacy with the public authorities in order to improve capacities and provide quality assistance to persons who had lost loved ones.

**The Swiss Red Cross** strongly supported the process of building a new RFL strategy as well as the recommendations for strategic orientations, as set out in the background report. National Societies, as well as the ICRC with its central tracing agency, needed to allocate the necessary human resources: without the stable effort of experienced staff members, the implementation of the strategy and the long-term impact for affected people would not be guaranteed. In order to implement the strategy successfully, it was of the utmost importance to have a clear implementation plan and to define respective responsibilities within the Movement.

**The Rwandan Red Cross** said that it had fully participated in the development of the new strategy and supported the strategic orientations proposed by the RFL Strategy Implementation Group. At the very least, each National Society should

have an RFL programme and be capable of joining a global network, embracing modern technology, communicating with speed and protecting personal data. Nevertheless, traditional working methods should not be forgotten since they permitted volunteers to work directly with those in need of assistance, thus providing valuable human contact. The Rwandan Red Cross supported the resolution.

**The Cook Islands Red Cross Society**, speaking on behalf of 14 Pacific Island Nation National Societies, said that the Pacific Islands were scattered across the Pacific Ocean, which covered approximately one third of the earth's surface and was significantly larger than the earth's entire land mass. Transport between islands was a logistical challenge and the importance of communication lines could not be overstated. National Societies in the region faced unique challenges: in a recent emergency, a family had been evacuated from one island and had ended up in three separate islands: significant logistics had been involved in bringing them together. RFL was a service provided by the Red Cross and Red Crescent that brought special relief to families. Pacific Island National Societies were committed to sustaining and building an RFL network and RFL was integrated in its disaster response. The National Societies concerned called for the allocation of resources that would enable the RFL programme to continue its valuable work and to adapt its personalized services to future needs. They also called for the systemic methodology afforded by a comprehensive data management system, which would allow the programme to demonstrate its impact while building the capacity of local National Societies. The Pacific Island National Societies supported the draft resolution.

**The Portuguese Red Cross** warmly welcomed the draft resolution. The recognition by the leadership of the Movement that RFL was at the core of its humanitarian services was of crucial importance. RFL work had become more challenging, complex and demanding in many contexts around the world, particularly in cases involving migration and disasters. Data protection and new technologies posed opportunities and challenges to a humanitarian service such as RFL, which was based on a network. It had been encouraging to witness that, in the space of two years, the Movement contemplated the set up of an RFL leadership platform although it was crucial that operational support should continue across the RFL network. Current RFL work was highly skilled and a vision for the new strategy would only increase demand. All should be aware that resources across the network would be needed. Beneficiaries throughout the world trusted the commitment of the Red Cross and Red Crescent to deliver the RFL service.

**Resolution CD/17/R9 was adopted.**

## **12. International humanitarian law**

(CD/17/12.1; CD/17/12.2; and Resolution CD/17/R10)

**Mr Dörmann** (Head of Legal Division, ICRC) said that the purpose of the resolution was to send a clear and enduring message on the importance of international humanitarian law in current armed conflicts. It was vitally important that the Council of Delegates should express its deep concern regarding ongoing violations of international humanitarian law and the unacceptable suffering that they caused. At the same time, the Council of Delegates must call on all parties involved in armed conflict to abide by their obligations under international humanitarian law. The Movement had a special role in upholding international humanitarian law and it had been deemed important to amend the resolution in order to note the role that National Societies could play in national IHL committees and bodies.

2017 marked the 40<sup>th</sup> anniversary of the Additional Protocols to the Geneva Conventions and it was thus an opportune moment to take stock of the significant contributions that the Protocols had made to the protection of victims of international and non-international armed conflicts and to confirm the continuing relevance of the treaties to current armed conflicts. The resolution also related to two important processes that had been initiated by resolutions adopted at the 31<sup>st</sup> and 32<sup>nd</sup> International Conferences: the intergovernmental process on strengthening respect for IHL; and the work on strengthening international humanitarian law protecting persons deprived of their liberty. Both of the subjects presented pressing humanitarian concerns. By adopting the proposed resolution, the Council of Delegates would express its continuing recognition of the need to address its concern and express its support for the work that had been done by the ICRC with regard to Resolution 1 of the 32<sup>nd</sup> International Conference and by the ICRC and Switzerland with regard to Resolution 2. A number of National Societies and the IFRC were providing very welcome and useful additional support with regard to work in the ICRC-facilitated Open-Ended Reference Group of the Movement related to the Intergovernmental process on strengthening respect for international humanitarian law and it was considered appropriate for that support to be referenced in the resolution. All Movement components were invited to participate in the Reference Group. It was undeniable that customary international humanitarian law continued to play a vital role in the regulation of contemporary armed conflicts. The resolution emphasized the ICRC's customary international humanitarian law study as an important contribution to the protection of victims of armed conflicts. The year 2017 also marked 10 years since the ICRC, with the British Red Cross, had begun updating the "practice" part of the study. National Societies had made essential contributions to the work on customary international humanitarian law, which deserved recognition in a resolution of the Council of Delegates. The law was a powerful tool that could be used to alleviate or reduce the suffering of the victims of armed conflict and the resolution served as a reminder and as an encouragement to strive to enhance respect for international humanitarian law.

**The British Red Cross** said that strengthening legal protections for persons deprived of their liberty in relation to armed conflict and strengthening respect for international humanitarian law had been the two major IHL issues arising out of the 32<sup>nd</sup> International Conference in 2015. Advancement on both matters was vital



to the future of IHL. The role of National Societies as humanitarian auxiliaries and in relation to international humanitarian law, was one of the distinctive features of the Movement. National Societies could play an appropriate role in supporting intergovernmental processes in their own territories and in assisting sister National Societies. The historic connection between the Movement and IHL compelled it, using its highest ideals, to do all that it could to ensure its continued relevance as a distinct body of international law and as a practical prescription for humanity on the battlefield. The ICRC should be commended for having established the Open-Ended Reference Group since it afforded an opportunity for the Movement to make an appropriate contribution to the intergovernmental process on strengthening respect for IHL. 2017 marked the 40<sup>th</sup> anniversary of the adoption of the Additional Protocols to the Geneva Conventions and all could work in different ways to advance universalization of the treaties. On the 10<sup>th</sup> anniversary of the customary international humanitarian law database, the British Red Cross was pleased that there was a reference to that important work in the resolution. Appreciation was expressed to the members, both past and present, of the joint-ICRC and British Red Cross research team in Cambridge, United Kingdom.

**The IFRC** said that strengthening IHL in order to protect the victims of war and prevent their suffering was at the heart of the mission of the Movement. The IFRC welcomed the initiative to attain that goal and supported the adoption of the draft resolution, while keeping in mind the meeting that would take place with States in December 2017. The IFRC would like to ensure that any proposals made would be in keeping with those for the International Conference, which was the supreme deliberative body of the Movement. The uniqueness of the International Conference lay in the opportunity it provided for National Societies, the IFRC and the ICRC to stand on an equal footing with States. Any proposal for a meeting with States alone should be treated with great care in order to guard against the politicization of a Movement-associated forum. The International Conference had an important and long-standing role in promoting respect for IHL and it had also played a critical role in promoting cooperation between States and all of the components of the Movement on a wide range of issues in the international humanitarian field, including climate change, migration and disaster law.

**The Ethiopian Red Cross Society** referred to the role of National Societies in disseminating IHL, focusing on the need to capitalize on the roles of actors and on implementation of IHL. There was a need to build the capacities of National Societies, especially those of developing countries, in their effort to fulfill their auxiliary duties to their respective governments in the implementation of IHL. The reasons for the adoption of the first Geneva Convention in 1864 were still relevant: civilians were among a growing number of casualties in hostilities, Red Cross and Red Crescent personnel were attacked by armed groups and the protective emblems were abused. New developments in warfare posed challenges to protecting victims in armed conflicts, including the rise in asymmetrical warfare and non-State actors that resorted to cyber warfare and the use of drones that were making conflict zones more disruptive and putting the personnel of the Red Cross

and Red Crescent at risk. Violations of the rules of IHL by armed groups were committed deliberately or through lack of knowledge. Many National Societies in developing countries did not have sufficient manpower or technical expertise to support their Governments by engaging in IHL-related activities since their resources were drained by disaster and emergency response. The Ethiopian Red Cross Society called on those present to help to build the capacities of National Societies as part of ongoing efforts to implement IHL.

**The Finnish Red Cross**, speaking also on behalf of the National Societies of Afghanistan, Central African Republic, Colombia, Denmark, Finland, Iceland, Iraq, Myanmar, Norway, Palestine, the Philippines, Somalia, South Sudan, Sweden, Syria and Yemen, said that much work needed to be done to enhance respect for IHL and therefore the call upon all parties to armed conflict to abide by their existing obligations under IHL, as set out in the first operative paragraph of the resolution, was particularly welcome. The Red Cross and Red Crescent was often faced with the unwillingness of parties to armed conflict to allow humanitarian access in order to provide life-saving relief to victims. In recent years, volunteers and staff had repeatedly been the target of direct attacks. The core humanitarian mandate of the Movement was being challenged in an unacceptable way. Much still needed to be done in the area of compliance and the work by the ICRC and the Government of Switzerland in that respect had been appreciated. However, there was also concern that, in a polarized world, some States would use every opportunity to undermine existing law and it was hoped that States would find the political will to strengthen it at the next International Conference. The Red Cross and Red Crescent must remember its daily responsibilities to all victims of armed conflict and do what it could to encourage States to do better.

**The Tonga Red Cross Society** said that, although it hailed from a region that enjoyed peace, in solidarity with its sister National Societies in countries experiencing armed conflict, it expressed deep concern at ongoing violations of IHL. Even the most basic norms of IHL were being ignored, with the targeting of non-combatants, including medical personnel. Civilians in armed conflicts were taken hostage and tortured and chemical weapons were being used. The Tonga Red Cross Society urged the full implementation of IHL by States and adherence to the rules by all of those involved in armed conflict. There was appreciation for the work of the ICRC in the field and in an international context, including the recent organization in Fiji of a round table on international humanitarian law. The National Society would take every opportunity to promote the adoption, ratification and implementation of international humanitarian law in the Pacific region.

**The Belgian Red Cross** endorsed the draft resolution and welcomed the reference to the involvement of National Societies in national IHL committees and bodies, which would encourage States to work more closely in cooperation with National Societies. Concerning the intergovernmental process for strengthening respect for IHL, the Belgian Red Cross welcomed the Open-Ended Reference Group initiated by the ICRC and the constructive debates that had taken place

within it, particularly those on using the full potential of the International Conference to strengthen respect for IHL. The Belgian Red Cross supported the remarks made on behalf of the IFRC concerning the importance of preserving the integrity of the International Conference as the supreme deliberative body of the Movement in the context of the discussions that would take place with States in December 2017. All possible options in Resolution 2 should be explored, including the establishing of an IHL forum of States, the value of which had been amply demonstrated by the ICRC. The Belgian Red Cross would continue to disseminate the report by the ICRC on customary international humanitarian law and contribute to the database, which was an excellent tool for the dissemination of IHL.

**Resolution CD/17/R10 was adopted.**

**13. Reinforcing gender equality and equal opportunities in the leadership and work of the International Red Cross and Red Crescent Movement (Resolution CD/17/R12)**

**The Chair** drew attention to a resolution, which had been added to the agenda in accordance with the Rules of Procedure which required the support of five National Societies. The present resolution was supported by: Australia, Canada, Egypt, Palau, Papua New Guinea, Sweden, Micronesia and Maldives.

**The Australian Red Cross** supported the resolution with the addition of two amendments to the second operative paragraph: to add the words “take concrete measures to” before the words “address the question” and to add “of their own leadership” after the words “at all levels”. The amendments would ensure that the spirit and intent of the decision of the 21<sup>st</sup> General Assembly entitled ‘*Taking stock of reinforced action on the role of women in Red Cross Red Crescent Movement development*’ were captured. The Australian Red Cross had been inspired and moved by the commitment of the leadership of the IFRC to equality.

**Resolution CD/17/R12 was adopted.**

**VI. Follow-up and progress reports in plenary (continued)**

- 14. Progress report on Resolution 7 of 2013 on “Weapons and international humanitarian law”, also containing updates on implementation of the Movement Strategy on Landmines /Explosive Remnants of War (CD/17/13)**
- 15. Vision for the International Red Cross and Red Crescent Movement (CD/17/14)**
- 16. Progress report on “International Red Cross and Red Crescent Movement Branding Initiative: Adoption of the International Red**

**Cross and Red Crescent Movement logo**<sup>[L][SEP]</sup>  
(CD/17/15)

17. **Progress report on Strategic Framework on Disability Inclusion by the International Red Cross and Red Crescent Movement**<sup>[L][SEP]</sup>(CD/17/17)
18. **Report on the Empress Shôken Fund**<sup>[L][SEP]</sup>(CD/17/18)
19. **Progress report on the revision of National Society statutes and legal base and the current guidance review process**<sup>[L][SEP]</sup>  
<sup>[L][SEP]</sup>(CD/17/19)
20. **Report on the work of the Standing Commission**<sup>[L][SEP]</sup>(CD/17/20)

**The Chair** said that members had been invited to comment in writing on the follow-up and progress reports as they would not be discussed in plenary unless a request to do so had been submitted in advance. Requests to intervene had been received by the Finnish Red Cross and the Japanese Red Cross Society.

**The Finnish Red Cross**, speaking on the subject of the **Progress Report on Strategic Framework on Disability Inclusion by the International Red Cross and Red Crescent Movement**<sup>[L][SEP]</sup>(CD/17/17), said that the Movement must create an environment for equal opportunity and participation for persons with disabilities. Conditions must be created for persons with disabilities to fulfill their potential. The progress report on the Strategic Framework highlighted several areas where more input and improvement was needed. In order to realize disability inclusion in National Society programming, it was necessary to look first at internal systems and policies and to ask whether facilities were physically accessible, whether websites were accessible to persons who were blind and whether persons with disabilities were recognized as a valuable resource. It was important to examine whether volunteer and staff recruitment mechanisms promoted diversity and encouraged persons with disabilities to join the Movement. Awareness of disability-related issues must be promoted. Disaggregated data should be collected so that evidence-based practices could be developed for mainstreaming disability inclusion in National Society programming. Data collection was vital for ensuring transparency and accountability. It was the responsibility of National Societies to ensure that they reached the most vulnerable groups in affected populations, yet reports from the global humanitarian community showed that the basic needs of people with disabilities were frequently overlooked in the humanitarian response. Emergencies increased the vulnerabilities of people experiencing disability and the Red Cross and Red Crescent had a joint responsibility to ensure that they were no longer left behind.

**The Japanese Red Cross Society**, referring to the **Report on the Empress**

**Shôken Fund** (CD/17/18), said that the Fund had been founded in 1912, at a time when the Red Cross focused entirely on relief efforts during times of war. No National Societies at that time had been founded to provide activities in peacetime. The Empress Shôken's wish had been to promote peacetime activities and the Statutes of the Fund had been adopted in 1921, two years after the creation of the League (the former IFRC). The ICRC and the IFRC, through the Joint Commission, had full discretion over the allocation of the Fund's resources. The Japanese Red Cross Society thanked the Joint Commission for their efforts to manage the valuable Fund properly, free from the influence of the Japanese Government or National Society. The neutrality of the Fund made it special. During the Fund's history, more than 160 National Societies had received allocations to benefit various projects. Thanks to a fund management review organized by the Joint Commission and to additional donations by the people of Japan and others, the Fund had increased in value and it had provided CHF 300 000 to support 13 National Societies in 2017. The Japanese Red Cross Society hoped that the Fund would continue to serve the development of the Movement.

**The Chair** thanked the Finnish Red Cross and the Japanese Red Cross Society for their interventions.

## **21. Mid-term review of the outcomes of the 32nd International Conference of the Red Cross and Red Crescent** <sup>[11/11]</sup><sub>SEP</sub> <sup>[11/11]</sup><sub>SEP</sub> (CD/17/21)

**The Chair** said that the mid-term review of the outcomes of the 32<sup>nd</sup> International Conference came in the form of a video which captured its highlights.

**A short video presentation on the mid-term review of the outcomes of the 32<sup>nd</sup> International Conference was shown.**

## **VII. Presentation of the Chairman's message**

**The Chair** said that the Council of Delegates was the forum in which the International Red Cross and Red Crescent Movement developed strategy, decided policy, learned from practice and prepared for the future. While colleagues and volunteers carried out their vital work, the Council of Delegates did everything it could to ensure that their work was more effective and impactful.

The identity of the Movement was strong: for those living through armed conflict, humanitarian crises or natural disasters, the Red Cross and Red Crescent emblems signified hope. They communicated the promise to help without taking sides, anywhere in the world. And with almost 200 components operating independently but toward the same ends, carefully considered policy and coordinated action were vital to ensuring that the power of the Movement was harnessed and people received the help they needed.

It was not necessary to look far to understand the urgency and importance of the task. Turkey was encircled by some of the world's most urgent humanitarian emergencies and it was a short distance from the crises in Syria, Iraq, Yemen, Ukraine, Afghanistan, and the shores of Mediterranean Europe. Those crises and others were a constant test of the courage of the Movement's volunteers and of its institutions: they were challenged to cooperate efficiently in complex scenarios, to adapt to changing actors and political dynamics, and to adhere to the fundamental principles in the face of increasing State involvement in humanitarian activities.

Through the official Resolutions on Strengthening Movement Cooperation and Coordination, and on collective resource mobilization, the Movement had taken major steps toward working in a more complementary, accountable and cost-effective manner.

Through the in-depth workshop discussions on upholding independence, impartiality and neutrality, the Movement had confronted and explored some of the most sensitive challenges it faced in its relationship with States. And by looking for ways to awaken the immense, but still not fully tapped power to communicate, it had begun to use its global voice more strategically in a changing media landscape. The Council had planned to take action over the next two years to confront increasing risks from disasters fuelled by climate change. The impact of those disasters was exacerbated by rising vulnerabilities associated with urbanization and the persistent problem of sexual and gender-based violence.

The meeting had not only been about coordination but about enhancing the ability to meet very specific and complex humanitarian needs arising from a fragmented and unstable world.

A number of Resolutions had been adopted: in response to unprecedented levels of migration, and the suffering of vulnerable migrants all over the world, the Movement had determined to take a strong position for the sake of humanity and for the preservation of the dignity of migrants at every stage of their journey. It had called on States to better protect and assist vulnerable migrants, and it had committed to strengthening cooperation between components of the Movement to support States in those areas.

It had strongly expressed its unwillingness to allow humanity to live under the threat of nuclear attack, and it had committed to telling States that it was time to sign the Treaty Prohibiting the use of Nuclear Weapons.

The Council had declared education as paramount in providing the knowledge, values and skills necessary to develop resilient individuals, families and communities, and it had committed to developing a framework for its activities in that area. Acknowledging the profound emotional and psychological traumas caused by conflict and disaster, it had decided to enhance its policies and action on mental health and psychosocial needs.

Acknowledging the increasing prevalence and possibility of disease outbreaks, the Council had decided to work more closely with communities and governments to better prepare and respond to pandemics and epidemics at the national level; It had determined to continue to help separated families to find one another in a world of mass migration and rapidly transforming communications; and it had

deepened its efforts to protect health care and the sick and wounded; to ensure safe access to people in need; to make the emblems understood and respected around the world as symbols of hope, protection, and neutrality, and to promote respect for international humanitarian law.

The next meeting of the Council would be at the 33rd International Conference in 2019: the foundations had been laid in Antalya, through the discussions and resolutions and through the RC2 Forum and the exchange of ideas on the future of humanitarian action. Taken together, he was confident that in two years' time, with States sitting alongside them, delegates would build on what they had accomplished, and become even better at fulfilling their unique role.

He thanked delegates for their hard work during the meeting. There was much to be proud of and much more that could still be achieved. Moving forward, he urged all to work to be a more trusted, coordinated, and stronger Movement.

**Dr Kerem Kinik** (President, Turkish Red Crescent Society), Vice-Chair, said that he wished to share a short video presentation of highlights of the current meeting.

**There followed a brief video presentation.**

**Dr Kerem Kinik** (President, Turkish Red Crescent Society), Vice-Chair, said that his National Society had been proud and honoured to host the statutory meetings of the Red Cross and Red Crescent Movement, the world's largest humanitarian network. There had been a record number of participants at the meetings and the presence of representatives from so many National Societies was particularly precious to the Turkish Red Crescent Society, which would shortly celebrate its 115<sup>th</sup> anniversary. Once again, the meetings had managed to send a very strong and unified message from the Red Cross and Red Crescent family, underpinned by its fundamental principles and values, that the Movement needed to be even stronger to cope with all the difficulties and crises faced by humanity in an era of rapid change and uncertainty. Through debate at the General Assembly and at the Council of Delegates, in the panels and through bilateral and multilateral talks, new strategies had been formulated to address crucial topics. The fruitful discussions would provide the framework to develop strategies for the following ten years. While acknowledging the work done by the previous leadership team, he congratulated the colleagues newly elected to the Governing Board. Finally, he thanked the staff and volunteers of the Turkish Red Crescent Society who had worked so hard to make the statutory meetings a success.

## **VIII. Closing of the Council**

### **22. Date and venue of the 2019 Council of Delegates**

**The Chair** introduced resolution CD/17/R11 entitled *Power of Humanity*, which included the date and venue of the 2019 Council of Delegates.

**Resolution CD//17/R11 was adopted.**

In closing, **the Chair** thanked all those colleagues who had helped during the course of the meeting and wished all a safe return.

**Amid applause, all volunteers were invited to the stage to receive thanks from the Council of Delegates.**

**The meeting rose at 17:00**