



150 years of humanitarian action
**Council of Delegates of the International
Red Cross and Red Crescent Movement**
Sydney, Australia, November 2013



COUNCIL OF DELEGATES
OF THE INTERNATIONAL RED CROSS
AND RED CRESCENT MOVEMENT
SYDNEY, 17–18 NOVEMBER 2013

RESOLUTIONS

The resolutions are available on the International Committee of the Red Cross website (www.icrc.org), the International Federation FedNet (fednet.ifrc.org) and the Standing Commission website (www.rcstandcom.info), in the sections devoted to the 2013 Council of Delegates.

Statement of the Chair of the Council of Delegates

Celebrating 150 years of humanitarian action

The Red Cross and Red Crescent Movement can be proud of its achievements. As we speak, thousands of volunteers and staff in the Philippines work tirelessly to respond to one of the worst typhoons ever seen in the region. Others in Syria risk their lives in one of today's deadliest conflicts.

We, delegates of the Movement gathered in Sydney for our biennial event, pay tribute to their courage and dedication. We draw inspiration from the millions of volunteers and staff around the world, who every single day help to alleviate the suffering of people caught in the midst of humanitarian tragedies caused by man-made and natural disasters.

Our history and experience stand us in good stead to face the future. In today's rapidly evolving world, we know the Movement must embrace tomorrow's challenges for humanitarian action if we are to move with the times. We want to be even more relevant to the people we serve and make a greater and lasting difference to their lives.

We all see the shifting dynamics in the humanitarian landscape. All around the world, the people we aim to help are better informed and able to express their needs. There is closer scrutiny and higher expectations from States and the public.

If we want to be at the forefront of tomorrow's humanitarian action, our Movement must not just allow change to happen – it must drive the change we know is coming. We must work better and faster together to mobilize resources and maximize efforts. This is what we are doing in the Philippines and in Syria, trying to help people in their hour of extreme need. In this way, we boost our accountability vis-à-vis our donors and the people we serve. When needed, we must be able to speak with one voice to the world about crises and our responses to them, and to shape the global humanitarian agenda.

We cannot meet these challenges without a creative, collaborative and innovative spirit. This is particularly true in the fields of community action, communication and education. The globalization of information networks offers countless opportunities and tools for connecting staff and volunteers. It enables them to share experiences and ideas, and to stand shoulder to shoulder in real time in the face of crises. Mobile technologies will help us and local communities be better prepared for and ready to respond to disasters, by providing life-saving information and engaging with people in need.



We undertake to harness the power of humanity that we embody in our diversity. We must promote the inclusion of people with disabilities in our Movement. Women and young people must be given stronger voices as enablers and drivers in sustainable development and humanitarian action. We want stronger partnerships with non-Movement organizations, including the private sector, when it benefits the people we help, and without compromising our principles and reputation.

Our Movement has a great future. It has a unique capacity to respond to the humanitarian crises and sustainable development challenges ahead of us. We form a truly global network of humanitarian organizations with 15 million volunteers working with and within communities all over the world. We also have a collective capacity to influence major debates, such as the post-2015 development agenda, that relate directly to those whose lives it will transform.

Thanks to our emblems, we have developed over time a unique identity in the humanitarian sector. The challenge now is to maintain its protective use when carrying out our humanitarian duty as well as using our brands to better support our communication and fundraising efforts in an inter-connected and increasingly competitive environment. These imperatives will need to be met together and in the sole interest of the people we strive to help.

Our Movement has a role to play in ensuring that international humanitarian law remains relevant in today's conflicts and does what it's meant to do – protect those who are most vulnerable, and those who seek to help the most vulnerable. We are calling upon States to carefully consider the potential humanitarian impact of new technologies of warfare and to ensure their legality. Our concern relates in particular to remote-controlled, autonomous and cyber weapons. We reaffirm our resolve to work alongside governments and civil society towards the elimination of nuclear weapons. We are calling upon States to uphold the prohibition of chemical and biological weapons. On all these issues, the components of the Movement must encourage States to actively contribute to optimizing mechanisms to foster compliance with the law.

Together we will strive to prevent and tackle key patterns in today's humanitarian crises: obstacles blocking the safe access of health personnel, aid workers, and Movement staff and volunteers to vulnerable people in dangerous contexts, including armed conflicts; violations committed against the civilian population, including widespread sexual violence against women, men, girls and boys; and disasters linked to factors such as climate change, depleting natural resources, and the growing population and inequalities.

Finally, in the face of mounting challenges to independent, neutral and impartial humanitarian action, our Fundamental Principles represent our greatest asset. The year 2015 will mark the 50th anniversary of their proclamation. The 32nd International Conference, scheduled to take place that year in Geneva, will examine what these core historical principles mean in practice.

In the meantime, we commit to working together as a Movement to build a stronger, more relevant and united network, whose sole ambition is to save lives, relieve suffering, protect livelihoods and build resilience, genuinely and with humility, with and for the people we serve. We, leaders of the Movement, have an immense responsibility towards the most vulnerable and towards our own people, now and in the years to come.

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

Sydney, 17–18 November 2013

Resolutions

Resolution 1	Working towards the elimination of nuclear weapons: Four-year action plan	7
Resolution 2	Strategy for the International Red Cross and Red Crescent Movement	14
Resolution 3	Strategy for the Movement: Movement Fora	21
Resolution 4	Strengthening Movement coordination and cooperation	22
Resolution 5	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	41
Resolution 6	International Red Cross and Red Crescent Movement Branding Initiative	44
Resolution 7	Weapons and international humanitarian law	49
Resolution 8	Strengthening legal protection for victims of armed conflicts: Implementing Resolution 1 of the 31st International Conference	52
Resolution 9	Promoting disability inclusion in the International Red Cross and Red Crescent Movement	54
Resolution 10	Appreciation of the Australian Red Cross	65
Resolution 11	Date and place of the Council of Delegates of the International Red Cross and Red Crescent Movement	66

Resolution 1

Working towards the elimination of nuclear weapons: Four-year action plan

The Council of Delegates,

reiterating its deep concern about the catastrophic humanitarian consequences of any use of nuclear weapons, including the unspeakable human suffering that their use would cause and the threat that such weapons pose to food production, the environment and future generations,

expressing its satisfaction that the concerns raised by the Council of Delegates in 2011 about the humanitarian consequences of nuclear weapons, the lack of any adequate humanitarian response capacity and the international humanitarian law issues arising from their use, are increasingly being recognized and raised by States in national and international fora,

welcoming ongoing and new initiatives that help ensure that nuclear weapons are never used again and that can advance their elimination, in particular the March 2013 Conference on the Humanitarian Impact of Nuclear Weapons, the 2012 and 2013 meetings of the Preparatory Committee for the 2015 Review Conference of the Parties to the Treaty on the Non-Proliferation of Nuclear Weapons, the meetings of the UN Open-ended Working Group on Taking Forward Multilateral Nuclear Disarmament Negotiations and the UN General Assembly's High-Level Meeting on Nuclear Disarmament, as well as additional multilateral, bilateral and national initiatives pursuing these goals,

welcoming also the decision by the Government of Mexico to host a conference addressing the humanitarian impact of nuclear weapons in February 2014,

reaffirming the position and actions set out in Resolution 1 of the 2011 Council of Delegates and commending the efforts of the components of the Movement to implement those actions at the national and international levels, including the National Society workshops held in Vienna (2012) and in Hiroshima (2013), and the National Society network established to support work on this issue,



recognizing that much more needs to be done to raise awareness of the catastrophic humanitarian consequences of any use of nuclear weapons and to advance the objectives of (a) ensuring that nuclear weapons are never used again, and (b) prohibiting the use of and completely eliminating nuclear weapons,

1. *adopts* “Working towards the elimination of nuclear weapons: Four-year action plan” (Annex 1);
2. *urges* all components of the Movement to implement the action plan, in particular by
 - (a) undertaking, to the extent possible, the action plan’s activities to raise awareness of (i) the catastrophic humanitarian consequences of any use of nuclear weapons, (ii) the lack of any adequate humanitarian response capacity, (iii) the view expressed in Resolution 1 of 2011 that it is difficult to envisage how any use of nuclear weapons could be compatible with the rules of international humanitarian law, and (iv) the need for concrete action leading to a prohibition on the use of nuclear weapons and their elimination;
 - (b) engaging, to the extent possible, with governments to (i) encourage their active participation in current fora addressing the threat of nuclear weapons, (ii) convey the Movement’s concerns and position on nuclear weapons, and (iii) urge them to take concrete steps leading to the negotiation of a legally binding international agreement to prohibit the use of and completely eliminate nuclear weapons – based on existing commitments and international obligations – and to conclude such negotiations with urgency and determination;
3. *invites* the International Federation to play a coordination role in order to facilitate National Societies’ endeavours in related areas as appropriate;
4. *invites* National Societies to exchange their knowledge and experiences within the Movement;
5. *invites* the ICRC to monitor implementation of the Movement’s action plan and to report, as necessary, to the Council of Delegates on the progress made on the issue of nuclear weapons and the implementation of Resolution 1.

Resolution co-sponsors

- ICRC
- International Federation
- Algerian Red Crescent
- Australian Red Cross
- Austrian Red Cross
- Barbados Red Cross Society
- Belgian Red Cross
- Belize Red Cross
- Bulgarian Red Cross
- Canadian Red Cross Society
- Cook Islands Red Cross Society
- Cyprus Red Cross Society
- Danish Red Cross
- Dominica Red Cross Society
- Ecuadorean Red Cross
- Egyptian Red Crescent Society
- Fiji Red Cross Society
- Gambia Red Cross Society
- German Red Cross
- Ghana Red Cross Society
- Guyana Red Cross Society
- Iraqi Red Crescent Society
- Italian Red Cross
- Japanese Red Cross Society
- Kiribati Red Cross Society
- Lebanese Red Cross
- Liberia National Red Cross Society
- Libyan Red Crescent
- Red Cross Society of Micronesia
- New Zealand Red Cross
- Nigerian Red Cross Society
- Norwegian Red Cross
- Papua New Guinea Red Cross Society
- Saint Kitts and Nevis Red Cross Society
- Saint Vincent and the Grenadines Red Cross
- Samoa Red Cross Society
- Solomon Islands Red Cross
- Suriname Red Cross Society
- Swedish Red Cross
- Swiss Red Cross
- Tonga Red Cross Society
- The Trinidad and Tobago Red Cross Society
- Vanuatu Red Cross Society



Annex 1

Working towards the elimination of nuclear weapons: Four-year action plan

Through this action plan the components of the International Red Cross and Red Crescent Movement build upon the commitments of Resolution 1 of the 2011 Council of Delegates (Working towards the elimination of nuclear weapons), namely:

- to engage, to the extent possible, in activities to raise awareness among the public, scientists, health professionals and decision-makers of the catastrophic humanitarian consequences of any use of nuclear weapons, the international humanitarian law issues that arise from such use and the need for concrete actions leading to the prohibition of use and elimination of such weapons,
- to engage, to the extent possible, in continuous dialogue with governments and other relevant actors on the humanitarian and international humanitarian law issues associated with nuclear weapons and to disseminate the Movement position as outlined in Resolution 1 of the 2011 Council of Delegates.

This action plan will guide the components of the Movement in their efforts to implement Resolution 1 over the next four years. It outlines the types of activities that National Societies, the ICRC and the International Federation intend to undertake and support. The components of the Movement will implement it to the extent possible in accordance with their respective mandates, expertise and capacities while taking into account their specific societal and political contexts and the opportunities provided by ongoing discussions regarding nuclear weapons.

Actions to implement Resolution 1

1. National

- National Societies publish Resolution 1 and relevant materials on nuclear weapons on their websites in national languages.
- National Societies transmit Resolution 1 to relevant government officials, departments and committees as well as to parliamentarians, together with an offer to brief them on the Movement's concerns and position.
- National Societies raise awareness of Resolution 1 at all levels within each National Society, including with governance, staff, volunteers and youth members. To the extent possible, National Societies organize at least one internal event or briefing on the Movement's concerns and position on nuclear weapons.
- National Societies, utilizing the framework of humanitarian diplomacy, undertake, to the extent possible, the following types of public and communication activities:
 - communicate to the general public in their countries the Movement's concerns and position on nuclear weapons. This could be via print, social, digital, electronic and other media
 - host public events (e.g. seminars, conferences, presentations, panel discussions) for parliamentarians, health assistance professionals and other relevant and appropriate actors within civil society
 - identify and pursue opportunities to share the Movement's concerns and position with specialized audiences in their countries that may be interested in or active on the issue of nuclear weapons, in particular the academic, health, humanitarian, environmental, legal and scientific communities
 - educate and promote active engagement among young people on the issue of the consequences of nuclear weapons in humanitarian terms
 - include in their nationally distributed publications (e.g. newsletters, magazines, updates or other communications) a special focus on the catastrophic humanitarian consequences of the use of nuclear weapons, incorporating the Movement's position and concerns.
- National Societies engage with national disaster-planning agencies (a) to examine the likely humanitarian consequences of a nuclear detonation on national territory or in the region and the agencies' response capacity, and (b) to encourage involvement of disaster-planning officials in the development of national positions on nuclear weapons.



2. Regional

- National Societies, with support from the ICRC as appropriate, encourage States to raise the humanitarian consequences of nuclear weapons in relevant regional fora (such as meetings of regional organizations), and to develop common regional positions reflecting the Movement's humanitarian concerns.
- National Societies develop, where possible, their own regional networks to engage with the public, with specialized audiences and with governments and to share their experiences and materials.

3. International

National Societies encourage their governments to participate actively in multilateral meetings discussing the humanitarian consequences of nuclear weapons and nuclear disarmament, including the Conference on the Humanitarian Impact of Nuclear Weapons to be held in Mexico (February 2014), the UN Open-ended Working Group on Taking Forward Multilateral Nuclear Disarmament Negotiations (if it continues in 2014), the 2015 Review Conference of the Parties to the Treaty on the Non-Proliferation of Nuclear Weapons and its preparatory meetings, the Conference on Disarmament, and the First Committee of the UN General Assembly, and to take the Movement's concerns into consideration when developing their positions for such fora.

- The ICRC maintains its lead role in representing the Movement in relevant multilateral fora and provides timely reports on results achieved, next steps and opportunities for action by National Societies.
- The International Federation coordinates National Societies' involvement in relevant multilateral meetings and ensures that the voices of National Societies are heard, particularly as regards the absence of any adequate capacity or plans to provide humanitarian assistance in response to the use of nuclear weapons.

4. Support for implementation

- The ICRC maintains a lead role within the Movement in promoting and monitoring the implementation of Resolution 1 while providing a range of publications and communication materials in a variety of languages.
- National Societies, with support from the ICRC and the International Federation, maintain and develop the international network of National Societies active in promoting the Movement position on nuclear weapons. The network was established by the Second Meeting on the Implementation of Resolution 1 of the 2011 Council of Delegates, held in Hiroshima in May 2013. The network enables the timely exchange of information on action taken, past and upcoming events, and the activities of specialized organizations working in this field, and of materials and resources available for work with States and the public.
- National Societies, through the e-platform provided by the International Federation, provide information on the progress made and the challenges encountered in implementing Resolution 1, so as to exchange experiences and knowledge within the Movement.
- Each National Society appoints a focal point to facilitate the implementation of Resolution 1, including by sharing information and experiences with other National Societies.
- The ICRC keeps all National Societies and the International Federation informed on a timely basis of developments and opportunities at the international level.



Resolution 2

Strategy for the International Red Cross and Red Crescent Movement

The Council of Delegates,

recalling Resolution 3 of the 2011 Council of Delegates on the Strategy for the International Red Cross and Red Crescent Movement,

1. *notes* with interest the report of the Standing Commission on the implementation of the Strategy for the Movement;
2. *decides*, in accordance with the Standing Commission, that the Strategy for the Movement as adopted in 2001 and updated in 2005 has been, substantially, implemented;
3. *invites* the Standing Commission, in consultation with National Societies, the International Federation and the ICRC, to continue developing a new Strategy for the Movement, on the basis of considerations set out in the Standing Commission report and in Annex 1 to this resolution, "New Directions for the Movement," with a view to developing a new Strategy for the Movement for adoption at the 2015 Council of Delegates.

Annex 1

New directions for the Movement

Humanity is the Future

Reaching out

- Working together
- Working with others

Foreword

Celebrating 150 years of humanitarian action, the Movement can look back on – and be proud of – its many achievements.

Nevertheless, the world is changing, rapidly and profoundly, and the Red Cross and Red Crescent Movement faces serious challenges:

- Beneficiaries are better informed and better educated: better able to express their needs and interests
- Increasing, more coherent and better organized competition at the international level and the domestic level with greater success than the Movement in attracting funding support
- Closer scrutiny and more demanding expectations of States, and the public
- Need to be, and perceived to be, efficient
- Preserving the Movement’s convening power and its unique bond with States
- Effective partnerships externally
- Working well together internally

We have several strategic instruments. National Societies’ own plans. The International Federation’s Strategy 2020 and the ICRC’s Strategy for 2011-2014. All these give us a sense of direction, and a shared platform for action.

The Strategy for the Movement, first adopted in 2001 and then renewed in 2005, served us well: most of it has been implemented. Those elements which have not yet been implemented will be managed by the components of the Movement that are directly concerned.

In this document we have chosen a new approach: we have identified broad areas to pay attention to, and have organized these into the format set out on the following pages.



What each component prioritizes is a matter for its own determination. When we meet again at the Council of Delegates, we will share experiences and, together, revise the Strategy for the following two years.

National Societies, the ICRC and the International Federation have achieved much. Now we must achieve more.

Existing Strategies

The Red Cross Red Crescent Movement has agreed on many important directions for itself and for its individual components: we have much to build on.

National Societies have, increasingly, invested in their own strategic plans, drawing on, and contributing to, those agreed on internationally.

The strategic objectives of the Strategy for the Movement were:

- Strengthening the components of the Movement
- Improving the Movement's effectiveness and efficiency through increased cooperation and coherence
- Improving the Movement's image and its relations with governments and external partners

The ICRC Strategy 2011-2014, "Achieving significant results for people in need," contains four strategic directions:

- Reinforce the ICRC's scope of action
- Strengthen the ICRC's contextualized, multidisciplinary response
- Shape the debate on legal and policy issues related to the ICRC's mission
- Optimize the ICRC's performance

Strategy 2020 of the International Federation, *Saving Lives, Changing Minds*, has three strategic aims under the motto "doing more, doing better, reaching further":

- Save lives, protect livelihoods, and strengthen recovery from disasters and crises
- Enable healthy and safe living
- Promote social inclusion and a culture of non-violence and peace

Humanity

The International Red Cross and Red Crescent Movement, born of a desire to bring assistance without discrimination to the wounded on the battlefield, endeavours, in its international and national capacity, to prevent and alleviate human suffering wherever it may be found. Its purpose is to protect life and health and to ensure respect for the human being. It promotes mutual understanding, friendship, cooperation and lasting peace amongst all peoples.

Impartiality

It makes no discrimination as to nationality, race, religious beliefs, class or political opinions. It endeavours to relieve the suffering of individuals, being guided solely by their needs, and to give priority to the most urgent cases of distress.

Neutrality

In order to continue to enjoy the confidence of all, the Movement may not take sides in hostilities or engage at any time in controversies of a political, racial, religious or ideological nature.

Independence

The Movement is independent. The National Societies, while auxiliaries in the humanitarian services of their governments and subject to the laws of their respective countries, must always maintain their autonomy so that they may be able at all times to act in accordance with the principles of the Movement.

Voluntary service

It is a voluntary relief movement not prompted in any manner by desire for gain.

Unity

There can be only one Red Cross or one Red Crescent Society in any one country. It must be open to all. It must carry on its humanitarian work throughout its territory.

Universality

The International Red Cross and Red Crescent Movement, in which all Societies have equal status and share equal responsibilities and duties in helping each other, is worldwide.



From the old to the new

What remains from the Strategy for the Movement

An evaluation of the Strategy for the Movement undertaken in response to a decision at the Council in 2009 noted:

“significant progress was recorded in the fields of capacity building, Movement fora, response to emergencies, areas involving auxiliary role and effective communication. Less impressive results were registered on integrity issues and links with the private sector. External trends and best practices attracted the least interest, or were not addressed.”

While both integrity issues and links with the private sector are important shared concerns, as are external trends and best practices, these are already dealt with in processes unfolding outside of the Strategy or better dealt with independently of it.

The issue of Movement fora has been handled through a working group of the Standing Commission, and the question of Movement cooperation through extensive consultations between the ICRC, the International Federation and National Societies.

These issues will be pursued by the Standing Commission, the ICRC and the International Federation, with National Societies, over the coming two years.

Structure of the new directions

The International Red Cross and Red Crescent Movement has a federal structure. One characteristic of this is that it derives some of its successes from its management, structure and rules, but as much as or more from values, processes and relationships: namely, what we all believe in, how we work together, and how we relate to one another.

In that spirit, the present document is focusing on “Working together” in two dimensions: how components of the Movement do this, and how we work with others: our external partners.

We are not prescriptive in saying how we work together or work with others; this will vary from time to time and from location to location.

The important thing is that the conversation is kept going and is not allowed to stop, for if that happens the machinery of cooperation can become too formal and bureaucratic.

Important processes designed to improve our cooperation, our meetings, our image and our fundraising are already underway: these must continue.

And each component of the Movement is responsible for the outcome.

Working together

We believe these issues are central to our ability to work well together, and to work effectively with external partners:

Values

- Be accountable to beneficiaries, donors and one another
- Contribute to the new Millennium Development Goals
- Uphold and adhere to the Fundamental Principles
- Celebrate one another's successes

Process

- Adapt to fast changes: at home and abroad
- Quality: the beneficiaries deserve it, the donors demand it
- Learning: from experience and from one another
- Training our volunteers and staff
- Technology
- Research: increase our knowledge
- Capacity: invest in it

Relations

- Develop a common narrative
- Move towards common appeals
- More communication and consultation between meetings
- Effective partnerships with external actors
- A clear and strong voice

Working with others

Shared approaches to our work

Over the coming two years, we will – each according to the specific circumstances – work on or contribute to developing methods, procedures, and mechanisms that will improve our approaches to:

- Relations with governments (auxiliaryity)
- The form and content of Movement fora
- Cooperation with one another



-
- Coordination of operations
 - Collaboration towards common goals
 - Humanitarian diplomacy
 - Donors
 - Resource mobilization
 - Communication and consultation between meetings
 - External actors and partners

Learning and renewal

To be successful it is necessary to learn from experience, and use that learning to make new and better-informed decisions.

To that end, all components of the Movement commit to sharing with one another, in whichever form they find appropriate and well before each Council of Delegates, their successes, frustrations, uncertainties or reasons for celebration.

At each Council of Delegates, components of the Movement will be invited to debate and update the document as an instrument that underpins their thinking and action over the following two years.

The existing strategies – at the national as well as the international level – contain their own objectives, indicators of progress, and reporting systems. This strategy has none of that: National Societies, the ICRC and the International Federation will find their respective approaches to implement and document the results. And then they will tell one another: they will be accountable to each other.

Resolution 3

Strategy for the Movement: Movement Fora

The Council of Delegates,

appreciating the work of the Standing Commission and its working group,

supporting in particular its ambition to strengthen the International Conference as a unique forum for debate on humanitarian matters of common interest for both States and the Movement, for reflecting and supporting the humanitarian mission of the Movement, and contributing as a key forum to ensure respect for and to strengthen international humanitarian law,

further supporting the ambition to make global meetings of the Movement more relevant to all stakeholders and their individual interests as well as collective ones; and the efforts of the Standing Commission to modernize the proceedings, including through the increased use of modern technology and the more central role of the workshops in the deliberations of the Council,

recalling Resolution 3 of the 2011 Council of Delegates on the Strategy for the International Red Cross and Red Crescent Movement,

1. *notes with appreciation* the report of the Standing Commission working group on Movement fora, entitled “Strategy for the Movement – Movement Fora,” submitted to this Council of Delegates;
2. *urges* the Standing Commission, as part of its permanent tasks, to continue exploring further ways and means to improve the effectiveness and impact of the Movement’s statutory meetings;
3. *encourages* the Standing Commission to effect changes in this regard that fall within its mandate, to report on this, and to make any further recommendations for improvement to the 2015 Council of Delegates;
4. *welcomes*, as a model for the future, the organization of a joint opening session for the meetings in Sydney.



Resolution 4

Strengthening Movement coordination and cooperation

The Council of Delegates,

recalling Resolution 6 of the 2005 Council of Delegates, which adopted the “Update of the Strategy for the International Red Cross and Red Crescent Movement” and called upon all components of the Movement to “work better together” to meet the challenges of increasing vulnerabilities across the world, and thereby reach more people in need,

further recalling Resolution 6 of the 1997 Council of Delegates, which adopted the “Agreement on the organization of the international activities of the components of the International Red Cross and the Red Crescent Movement” (the Seville Agreement); Resolution 8 of the 2005 Council of Delegates, which adopted the “Supplementary Measures to Enhance the Implementation of the Seville Agreement”; and their follow-up reports,

recognizing the shifting dynamics of the humanitarian landscape, with States asserting greater sovereignty over humanitarian responses; the continued politicization of humanitarian assistance; the growing number of actors; shifting patterns of vulnerabilities; challenges to access; the increased complexity and intensity of conflicts; and the rising incidence of disasters and crises linked to factors such as climate change, depleting natural resources and continual population growth and movements,

mindful of the resultant trends within the Movement, including the increased capacity of National Societies and expectations placed on them as national development actors and lead responders in emergencies; the increasingly complex interaction among all Movement components; the call for coordination and the challenge of providing truly effective coordination and agreeing to be coordinated; and the call for honesty and accountability in terms of our capabilities and functioning in an increasingly competitive environment,

further recognizing that the Movement must continue to seek the best way to adapt to and deal with these external and internal dynamics,

reaffirming that a local and national response is critical to saving and protecting lives and that “National Societies form the basic units and constitute a vital force of the Movement” (Statutes of the International Red Cross and Red Crescent Movement, Article 3),

recalling – as per the Statutes of the Movement – that international solidarity among National Societies is required to build and complement the local and national response,

further recalling the international roles and mandates entrusted to the International Federation and the ICRC and set forth in the Statutes of the Movement, as well as the specific role of the ICRC and the other components of the Movement as enshrined in the Geneva Conventions,

reaffirming the Movement’s commitment to upholding, and promoting a common understanding of, the Fundamental Principles and the uniqueness of National Societies as independent humanitarian actors recognized as auxiliaries to the public authorities in the humanitarian field,

desiring to improve the relevance and impact of our collective efforts to meet the needs of those affected by disasters, crises and conflicts through greater coherence, efficiency and effectiveness as a Movement,

further desiring to work together to improve internal communications in order to protect our common identity while promoting our diversity, and to better align our external communications (including with affected populations, national authorities, armed groups, donors, media and other external actors),

further desiring to better harness our joint capacity to mobilize resources for the good of all and boost our collective accountability,

recognizing that effective cooperation and coordination among all Movement components, capitalizing on their combined strength, is key to achieving our collective goal to “prevent and alleviate human suffering wherever it may be found” (Preamble to the Statutes of the Movement),

acknowledging the considerable and necessary work that has already been done on coordination and cooperation in the Movement, including the Strategy for the Movement and its updates and subsequent reports; the Seville Agreement and its Supplementary Measures and the reports thereon; the Code for Good Partnership of the International Red Cross and



Red Crescent Movement and the reports thereon; and the guidance and subsequent reports on working with external actors,

welcomes the initiative to further strengthen Movement coordination;

resolves as follows:

1. *warmly welcomes* the joint vision paper prepared by the International Federation and the ICRC, which sets out the strategic direction and guidance for improving our international humanitarian action over the next two years (Annex 1);
2. *takes note* of the report on Movement coordination and cooperation (Annex 2);
3. *tasks* the International Federation and the ICRC to work with a reference group of National Society representatives (at leadership level), ensuring the involvement of all components of the Movement, and ensuring that explicit consideration be given to the comments and issues raised during the Council of Delegates debate of 17 November 2013;
4. *requests* the International Federation and the ICRC to continue their joint work on strengthening Movement coordination by involving all components in efforts to address the current challenges and opportunities, with a focus on the following areas:
 - a. Strengthening leadership and coordination roles through mechanisms for agreeing and shouldering leadership responsibilities in international response operations as well as longer-term work, including a focus on strengthening the leadership capacities of National Societies in their own countries.
 - b. Scaling up the Movement's operational preparedness, response and recovery work through better coordinated and aligned operational plans, tools and mechanisms, including frameworks on safety and access.
 - c. Promoting coherent and well-coordinated internal and external communications, as well as adopting consistent approaches with external actors.
 - d. Exploring new Movement-wide resource-mobilization approaches for large-scale international response operations.
5. *further requests* the International Federation and the ICRC to keep the Standing Commission regularly informed of progress, and to report with recommendations and proposals to the 2015 Council of Delegates;

6. *welcomes* the proposal of commissioning regional consultations in the lead-up to the 2015 Council of Delegates, thereby providing fora for all National Societies to both voice their views on coordination and further the substantive work on the four themes listed above;
7. *commits* to resourcing the initiative as suggested by the International Federation and the ICRC.

Annex 1

Vision for a strengthened Red Cross Red Crescent humanitarian response

This paper outlines the vision of the senior management of the International Federation of Red Cross and Red Crescent Societies (the Federation) and the International Committee of the Red Cross (ICRC) on how enhanced coordination and cooperation would help the Movement respond more effectively to the changing patterns of humanitarian needs worldwide and the shifting dynamics in humanitarian assistance.

The changing humanitarian landscape

We live in an era of incredible technological advances and major achievements in combating disease. There has been a revolution in our ability to communicate information instantly around the world and to find out about people's needs directly. And yet, we also live in an era of horrendous acts of violence, financial crises and growing uncertainty, with global and national governance mechanisms failing to adequately care for and protect people in need.

Demand for humanitarian action is unfortunately not likely to abate, owing to the increasing volume of assistance and protection needs generated by armed conflict and other situations of violence, the rising incidence and risk of disasters and crises linked to extreme climatic events and environmental threats, growing inequities in access to food and water, and economic and political instability.

As international power dynamics shift and States assert their sovereignty, the value of unconditional, independent humanitarian access is increasingly being challenged. The ethical foundations of humanitarian aid – the four



commonly agreed principles of humanity, impartiality, neutrality and independence – are being interpreted less rigorously and consistently by humanitarian actors and are being bluntly contested by some States (both donor and host). This can hamper the ability of humanitarian actors to operate, especially if they are perceived to be part of political or military agendas.

Challenges within the Movement

Informed by reviews conducted in July and August 2013 of Movement coordination in a number of major conflict- and disaster-related operations, as well as by a frank assessment of our recent performance, we realize that, while we do many things well, the Movement faces internal challenges that must be addressed if we are to extend the reach and impact of our humanitarian efforts.

In practice, our coordination processes are too often shaped by specific events and interests and influenced by personalities, resulting not only in tensions between the interests of individual components and the Movement as a whole, but also inconsistencies in our humanitarian action. The joined-up action advocated in existing coordination frameworks is not always put into practice and some of our recent operations have exposed a lack of commitment to meaningful coordinated action “on the ground.”

We acknowledge that in large-scale crises there have been some failures to maximize Movement synergies and capabilities. If the spirit, and to some extent the letter, of our instruments are to remain relevant, we should at least agree on a shared and consistent interpretation thereof and consider introducing additional procedures or mechanisms to enhance their practical application.

There are no clear mechanisms for agreeing on the role of lead agency or assigning shared leadership responsibilities, which at times results in misunderstandings and undermines trust and accountability. The lead agency concept is too often interpreted with an exclusive rather than inclusive mind-set – it is seen in terms of command and control rather than a range of services and responsibilities that the lead agency should assume vis-à-vis all other Movement actors. In many contexts it is clear that there is no single component that can provide the full range of necessary services to other components of the Movement.

The growing fragmentation, deregulation and competition that characterize the wider humanitarian sector can also be felt within the Movement.

In some contexts of conflict and internal strife, there are real or perceived questions about National Society neutrality and independence, which may result in restrictions on humanitarian access not only for that National Society but also for other Movement components. Tensions may arise between Movement actors over competing claims of national sovereignty and desires to express international solidarity, or over claims of prioritizing the principle of unity over that of humanity. Such tensions and competing interpretations can pose significant challenges to an effective and coordinated Movement response.

Mobilizing the necessary funds for our humanitarian work at all levels continues to be a challenge. At times, the failure to articulate a common view of our preparedness, response and longer-term work prevents us from increasing our collective share of available resources.

Finally, we recognize that there may be situations in which non-Movement partners are better placed to deliver goods and services. In such instances we should strive to complement rather than compete.

A vision for strengthened delivery of the Movement's humanitarian response

We have been at the forefront of organized international humanitarian action for 150 years and we have a duty to uphold and build upon that legacy for the sake of people in need. In order to achieve the transformational change necessary to do so, and to enhance and scale up our humanitarian response, we call upon all Movement components to redouble their efforts to:

- strive to work closely and directly with affected people (such proximity and access are the cornerstone of any Red Cross and Red Crescent action);
- empower people to take charge of the response to their urgent and longer-term development needs, and prioritize building their resilience and that of their organizations both before and during crises;
- adapt operational coordination frameworks to the capacity, positioning and ambitions of the host National Society;
- combine relief and recovery work with longer-term development as part of an enhanced multi-disciplinary approach to humanitarian assistance;
- invest in disaster and conflict preparedness and risk reduction;
- address issues of security, acceptance and the politicization of aid in a coherent and coordinated way across the Movement;
- develop and individually respect a framework of collective and mutual accountability;



-
- address issues of compliance and integrity;
 - reaffirm leadership on humanitarian principles in order to foster understanding of the merits of principled humanitarian action;
 - develop and enforce standardized agreements with key partners, first and foremost to protect the integrity and reputation of the Movement;
 - innovate and make use of technology to improve our performance and explore new ways of providing assistance and protection.

In order to tackle the key internal and external challenges identified, we suggest focusing on the following four areas:

1. Strengthening leadership and coordination roles

Demonstrating an inclusive and responsible leadership mind-set requires the lead agency – whether the host National Society, the Federation or the ICRC – to perform a wider range of leadership services and functions for the benefit of all participating Movement actors. When the host National Society takes on the lead agency role, the ICRC and the Federation undertake to explicitly agree on the best way to support it in fulfilling all of the expected services and functions.

2. Scaling up the Movement's operational response

In the context of large-scale crises, we have to deliver humanitarian assistance more efficiently and effectively. While coordination is not an end in itself, it is essential to design and use mechanisms that enable all Movement actors to participate and that harness their complementary skills and expertise. Introducing security frameworks, conducting joint needs assessments and analyses, mapping all Red Cross Red Crescent activities, and developing common operational strategies are part of this process.

3. Promoting well-coordinated communications

In an increasingly competitive communications environment, in which we are subject to intense media scrutiny, we must deliver coherent and well-coordinated internal and external communications, and be consistent in our dealings with external actors.

4. Exploring new resource-mobilization approaches

Over the coming two years we want to test resource-mobilization frameworks that prioritize the “red channel” – seeking to mobilize and manage resources on a large scale directly through Red Cross Red Crescent channels rather than just through UN or other non-Movement channels. This will certainly have implications in terms of making better coordinated, and perhaps even consolidated, Movement appeals.

In conclusion, our vision is that, in a spirit of inclusiveness and cooperation, all the components of the Movement will do everything in their power in the coming years to forge a seamless connection between local, national, regional and international Red Cross Red Crescent action, thereby fulfilling our common mission “to prevent and alleviate human suffering wherever it may be found, to protect life and health, and ensure respect for the human being, in particular in times of armed conflict and other emergencies, to work for the prevention of disease and for the promotion of health and social welfare, to encourage voluntary service and a constant readiness to give help by the members of the Movement, and a universal sense of solidarity towards all those in need of its protection and assistance” (Statutes of the International Red Cross and Red Crescent Movement).

We invite National Red Cross and Red Crescent Societies to work with us to refine the vision outlined in this paper. Through our individual and collective efforts, we will strive to deliver more timely and effective results with and for people in need.

Annex 2

Movement coordination and cooperation

Summary of findings

This report on Movement coordination and cooperation looks at the extent to which existing Movement coordination mechanisms have contributed to an efficient, effective and relevant response to humanitarian needs. It identifies areas for improvement and provides recommendations based on a sample of recent experiences in humanitarian coordination.

The report presents the key conclusions drawn from: four operational reviews of Movement coordination and cooperation, conducted between July and August 2013; surveys sent to Movement components in 12 countries; and other ongoing tasks relating to Movement coordination and cooperation, since the 2011 Council of Delegates.



Internal Movement coordination

1. Elements of effective coordination

Coordination can be best achieved when there is transparency, mutual trust and a commitment to working together, with leaders setting an example in this regard. A well-coordinated Movement projects a strong image to external stakeholders. This, in turn, is likely to increase humanitarian access, facilitate resource-mobilization and ultimately improve the Movement's response to the needs of affected populations. Indeed, poor coordination not only negatively affects the internal unity and coherence of the Movement but may also have a dire impact on resource-mobilization.

Recent operational experiences demonstrate that the Movement has not yet arrived at the point where its components always work together in the most complementary manner. There is scope for significant improvement in many contexts and across all phases of work, from conflict- and disaster-preparedness to humanitarian response, recovery and development.

The following key factors are seen to contribute to good coordination within the Movement:

- 1) *Clear roles and responsibilities* of Movement components. Understanding of and respect for the objectives and missions of each component.
- 2) *A spirit of coordination*, with open dialogue and regular communication at different levels and a willingness to coordinate and to be coordinated.
- 3) *A unified voice*. Joint strategic planning with commonly agreed direction, priorities and positions, based on shared analysis and identification of gaps, and a joint communications strategy.
- 4) *Field presence* of any Movement component, with long-term cooperation with the National Societies, creates the conditions for establishing coordination mechanisms. The process for achieving field-level coordination may be difficult, but is as important as the outcome.
- 5) *Framework agreements* for cooperation, tripartite agreements and defined action-oriented coordination mechanisms, with clear objectives and follow-up. These all serve to formalize the process and facilitate coordination.

Whilst a regulatory framework, guidance and tools for effective Movement coordination already exist, there is a need for appropriate dissemination and training in their use. Also necessary are a change in the current communication culture within the Movement and a commitment (on the part of institutions and leaders in operational positions) to moving beyond old inter-institutional conflicts and competition.

2. 'Lead agency' concept

Movement coordination has arguably improved since the adoption of the Seville Agreement and its Supplementary Measures, with more dialogue and a more pragmatic approach to deciding on the allocation of coordination responsibilities. However, in recent operations, various operation-specific arrangements have been made for leading the Movement's response, which move away from the traditional 'lead agency' approach. This reflects ongoing changes in the roles and capacities of Movement components, in particular of National Societies, in the humanitarian landscape, and in the roles and expectations of external actors.

In several contexts, lead-agency responsibilities are assumed by more than one entity, rather than assigned to a single organization. The key notion is to break down the lead-agency role into its various aspects. Consequently, discussions are less about which organization will take the lead and more about which entities will be able to assume responsibility for each element of the leadership role. A pragmatic approach is adopted in several contexts, with responsibilities being allocated according to the mandate and capacity of each component present. The result is a situation of joint leadership, with a division of tasks at the strategic, support and operational levels.

Although in many contexts there was a common understanding of the 'lead agency' concept, coordination was not necessarily effective, as misunderstandings arose over the roles and procedures of the different components. In several of the contexts reviewed, no explicit reference was made to the Seville Agreement and its Supplementary Measures in discussions about operational leadership. Better analysis of the capacities, strengths and weaknesses of each Movement component present – as well as of the constraints under which they operate in a given context – is fundamental to agreeing on leadership and shared responsibilities within the Movement.

The type of situation – armed conflict, other situation of violence, tension, disaster or a mixture of disaster and war – is important to bear in mind when assigning leadership roles. Clear mechanisms for determining the allocation of lead-agency responsibilities need to be established, preferably before an emergency arises, on the basis of an appraisal of the capacities and constraints of each entity present. Several of the countries reviewed called for greater transparency both in determining the type of situation at hand, including the criteria used, and in appraising capacities.

It is important for Movement components with lead-agency roles to be aware of and avoid any potential conflict of interests between their



operational roles and their coordination roles; they may give, or seem to give, priority to their own programmes, to the detriment of effective Movement coordination. The way in which the National Society fulfils its role as auxiliary to the government may also undermine, or be perceived as undermining, the Fundamental Principles of independence and neutrality, in particular in armed conflict or polarized situations. This can impact on the whole Movement's response, notably where the National Society assumes the role of lead agency.

Movement coordination is critical during disasters, crises and conflicts in which many actors are involved. It is necessary to work together in a complementary manner in all areas of an operation, including security frameworks, emergency action, assessment and planning processes, National Society capacity building and organizational development, internal and external communications, resource-mobilization and management.

3. Functioning of coordination mechanisms

Coordination meetings are the main mechanisms used to engage all Movement components at different levels: strategic, operational and technical. In addition, coordination or framework agreements are often concluded. Currently, 15 Movement Coordination Agreements are in force worldwide and others are in the process of being drawn up. In the countries reviewed, coordination mechanisms were generally seen as useful if they allowed for dialogue between the Movement components about how to capitalize on their comparative advantages and how best to use the complementary skills and resources that each can bring to a coordinated response.

However, there is the perception that coordination mechanisms have sometimes generated poor operational results and been somewhat weak in, for example, addressing the security situation, assessing needs and producing a strong, agreed Movement strategy. The extent to which Movement offices and services were shared varied significantly between the different countries and contexts reviewed.

Based on the recent reviews, major tensions and unresolved issues between Movement components are rare; most have been resolved through communication at field level and have not been escalated to higher levels.

It is widely accepted that the roles and responsibilities of Movement components in a given response should be agreed before a crisis arises, although in practice this does not happen in all contexts. Developing coordination agreements and memorandums of understanding not only clarifies roles

and responsibilities but also builds understanding of each other's priorities, capacities and constraints, and improves communication between counterparts in different entities. Pre-disaster agreements and contingency plans should be developed in all contexts that are prone to sudden-onset emergencies. Similarly, the formulation of exit strategies was considered insufficient, in general, and was identified as an issue that Movement components needed to work on jointly.

4. Internal coherence and Movement identity

To achieve internal coherence and a clear identity for the Movement, it is necessary to promote the Fundamental Principles with a unified voice and to apply a coherent Movement approach towards affected populations, armed groups, national authorities, donors and external actors. Internal disunity is considered to pose the greatest threat to the reputation of the Movement as a whole. A perceived or real lack of unity can negatively affect the Movement's access to those in need of humanitarian assistance. A delay in agreeing roles and establishing rules within the Movement can slow down resource-mobilization and have an impact on the way the authorities, affected populations, and other aid actors perceive the Movement.

Internal communication is considered to be working relatively well, except in the case of sudden-onset emergencies, where challenges remain. Joint external communication, however, is an area where further improvement is required. Measures already taken to improve coherence in external communication – such as formulating joint reactive press lines, information bulletins and regional newsletters – were deemed useful, but there was general agreement that they must be taken more consistently and that additional tools must be developed.

The findings of the reviews and surveys confirmed the belief that the general public have a good understanding of the Movement's identity and values, perceiving it as one unit, but without necessarily being aware of the distinct mandates of its various components.

Other humanitarian actors, on the other hand, are usually well-informed of the distinct mandates and roles of the different components. The Movement's distinctiveness is recognized as lying in its consistent application of the Fundamental Principles, emblem use and unique operational approach. Movement identity has been strengthened by joint statements on the Movement's approach, issued by National Societies, the Federation and the ICRC, and by joint external communications conveying agreed key messages. There have also been efforts to harmonize annual planning processes.



Uncoordinated activities or unilateral actions have, in some situations, weakened the internal coherence of the Movement and its image. In a few contexts, participating National Societies have used armed escorts or contacted government officials in a unilateral and uncoordinated way, negatively affecting the Movement as a whole and creating a certain degree of confusion. Unfulfilled promises of assistance, inaction and indecision have threatened to undermine the image and reputation of the Movement and impeded its access to people affected by disaster and conflict. In cases where the Movement's identity is blurred, measures should be taken to reinforce its distinctiveness from the United Nations system, non-governmental organizations and other entities.

5. Resource-mobilization

Sustaining existing resource levels and mobilizing additional resources remain a challenge for the whole Movement. The main finding in this area was that there is a need for the Movement to make its donor relationships more strategic.

Although there have been some examples of joint fundraising and increased efforts to maximize resources across the Movement, components tend to fundraise separately, with little or no coordination with others. Many of those interviewed considered the current approach to fundraising to be working well, while others – particularly in large-size operations, where many Movement components were present – believed that the system for joint resource-mobilization required considerable improvement. The development of a Movement-wide resource-mobilization strategy – encompassing a more strategic approach to situation analysis and needs assessment, and a more coherent approach to field operations – would demonstrate greater Movement unity. This, in turn, would enhance its credibility and consistency in fundraising, reassure donors and lend weight to the Movement in its interactions with the United Nations.

The creation of consortia of several participating National Societies has proven successful and is worth developing further. Under this arrangement, the consortium presents a single project portfolio to donors, thereby increasing their fundraising capacity and decreasing the administrative burden on donors and host National Societies.

Ways of funding coordination activities must be further explored: good coordination is essential, but it comes at a cost. The Movement needs to find a way to share the cost of coordination rather than leaving one component (generally the lead agency) to cover this cost alone.

Movement components' relations with external actors

1. Coordination with external actors

In all contexts, National Societies participate in different government coordination mechanisms and coordinate with their national disaster-management authority, or equivalent, and national coordination platforms. The Federation and the ICRC also participate, as observers, in a range of governmental coordination mechanisms in several contexts. The degree of National Society involvement with United Nations clusters or inter-agency platforms varies considerably between operational contexts, with some being active members or observers, and others being reluctant to participate in United Nations-led coordination. To a certain extent, the degree of involvement depends on the operational environment and, in particular, whether or not the National Societies are responding to armed conflict.

Most of those consulted agreed that the main benefit of coordinating with external actors was having the opportunity to gather information on what others were doing, which helped to prevent a duplication of efforts and facilitated the sharing of solutions. In all contexts, the need was highlighted for Movement components to consult each other and align their positions towards external actors. “Coordination *with* others, but not coordinated *by* others” is a common motto within the Movement, though in practice it is not upheld in certain contexts.

2. Operational partnerships with external actors

Operational partnerships with external actors present opportunities to extend the operational reach and influence of the Movement for principled humanitarian action. There is a commitment within the Movement to ensuring that external actors understand and accept the Fundamental Principles, in particular the principles of impartiality and neutrality, and that entering into partnership with an external actor does not compromise these principles or the integrity of any Movement component.

A well-coordinated Movement response is considered a priority in most operations. The more the Movement is able to rely on its own resources, the less motivation it has to seek partnerships with external entities. In several of the contexts reviewed, the National Society had decided not to form any operational partnership with external actors, as none was seen as sufficiently neutral, impartial or independent.

Decisions on whether or not to engage with an external actor have been based on several factors: adherence to the Fundamental Principles;



compatibility with the National Society's strategic plan; the community's perception of the other entity; safe access for National Society volunteers and staff; and the National Society's organizational development capacity. Some National Societies have been pressured by external actors to form partnerships to address various humanitarian needs at country level, despite this not being in line with their strategy and having potentially negative effects on the National Society.

3. Relations with governments

In their role as auxiliary to their public authorities in humanitarian matters, National Societies are sometimes asked by their respective governments to respond to humanitarian emergencies in a way that exceeds their capacities and resources. In some cases, it is perceived that governments treat National Societies solely as auxiliaries, forgetting or ignoring the fact that they are also independent entities in their own right. For example, the government may request the National Society to distribute relief under its security rules or expect the National Society to provide humanitarian assistance in certain areas. Such pressures may restrict Movement capacities or make it difficult to uphold the Fundamental Principles. In some cases, other humanitarian actors and the armed opposition may perceive the National Society as an instrument of the government, a perception that threatens to damage the reputation of the Movement, undermine the delivery of humanitarian assistance and put volunteers and staff at risk. The presence of an office or staff of another Movement component at the local branch of the National Society may be an asset for creating a unified Movement position at the local level.

Conversely – and more importantly – a good relationship with the government was seen as conducive to effective Movement action in many contexts, provided that the independence of the National Society was understood and respected.

4. Civil-military relations in disasters and other crisis situations

The role of the military is changing in many contexts, with military forces taking on more responsibilities in the country's security and civil-defence systems, in development work and in disaster response. The common Movement position on how to interact with civil-military actors at country level is not consistently respected by all Movement components. However, it is widely accepted that if civil-military relations are badly managed by one component, this can have significant repercussions on other components. Necessary coordination with the military is usually undertaken through the national disaster-management or civil-defence authorities. Some National Societies prefer to keep their distance from the military in order to maintain

safe access to communities. The ICRC's experience in interacting with military personnel and weapon-bearers is widely acknowledged and the organization is often consulted by National Societies for guidance and support in this area.

Issues that remain to be addressed, particularly in conflict situations, relate to the use of military assets, operational dependency, security challenges and potential violations of the Fundamental Principles. However, in contexts where Movement components are not responding to a conflict situation, there may equally be opportunities for coordination with the military that could be exploited to improve the efficiency and efficacy of the Movement's action.

5. Fundamental Principles and use of the emblem

Strict adherence to the Fundamental Principles by Movement components at all times remains an important concern, as the safety of Movement staff and volunteers depends on it when responding to a humanitarian crisis. National Societies generally remain committed to addressing, in a timely manner, any issues that threaten to undermine their reputation or that of the Movement as a whole.

In many of the operational contexts reviewed, emblem misuse was perceived to have serious security implications and therefore needed to be dealt with quickly and carefully. In some countries, emblem misuse within the community was believed to pose a serious risk to the image and reputation of the National Society, as well as to the Movement's operations in a given context. National Societies and the ICRC remain committed to addressing the issue, together with the national authorities, which hold primary responsibility for ensuring respect for the emblem.

With regard to the use of the emblem by Movement components, the use of National Society logos for branding and fundraising continues to pose a particular challenge.

6. Engaging with the private sector

National Society partnerships with private entities vary from local-level cooperation to more significant global relationships. In general, these are seen as positive and successful in boosting the resources and impact of the Movement's action, with a manageable degree of risk. The use of the emblem by some private-sector partners was identified as a cause for concern in some cases.

Movement components are generally aware of the risks inherent in forming partnerships with the private sector, given the potentially political and



commercial interests of private entities. Many also know that such partnerships can potentially undermine the image of the Movement and consequently hinder its access to certain areas, if armed actors perceive the private entities to be party to the conflict.

In some cases, National Society members who own companies have defended their own interests rather than acting in the best interests of the National Society (e.g. using the National Society as a platform to promote their business).

Conclusions and way forward

The results of the majority of the country reviews and surveys suggest that the focus for strengthening Movement coordination and cooperation should be, at present, on improving the delivery of humanitarian aid in the field through practical measures.

There is recognition that better use of existing rules, tools and guidance could do much to improve Movement coordination at the operational level and that existing Movement frameworks remain, in this regard, relevant and workable for the time being. It has been suggested that good and bad practices should be further examined and gaps identified before exploring what further work on revising regulatory documents, such as the Seville Agreement and Supplementary Measures, would be required.

Several key areas of Movement coordination were identified as urgently requiring further work, including the process for agreeing and allocating lead-agency roles and responsibilities, security management, resource-mobilization and external communication. There is also a need for better planning and predictability in the way that the Movement tackles the regional dimensions of a crisis.

The aim of the broader agenda for change must be to ensure that the collective impact of Movement components is greater than the sum of their individual efforts, across all areas of work, including National Society capacity-strengthening and longer-term programming. This will need the full engagement of all Movement components.

1. Operational leadership

The process for determining the need for and choice of a lead agency must be clarified, along with the allocation of responsibilities among Movement

components. This will require better context analysis and a more in-depth assessment of which component is most suited to each aspect of the coordination role.

Further questions to be considered include the following: When is shared leadership a possibility and what can be done to ensure that all aspects of the role are fulfilled? What mechanisms are in place to assess the appointed lead agency's capacity to effectively assume this function? How can the other components present support the lead agency (particularly when the lead agency is a National Society)?

2. Joint resource-mobilization

The Movement needs to make its donor relationships more strategic. The development of a Movement-wide resource-mobilization strategy – encompassing a more strategic approach to situation analysis and needs assessment, and a more coherent approach to field operations – would demonstrate greater Movement unity. This, in turn, would enhance its credibility and consistency in fundraising, reassure donors and lend weight to the Movement in its interactions with the United Nations.

Further work is required to ensure better coordination of resource-mobilization. The possibility of launching joint appeals should be explored, especially in the case of sudden-onset emergencies and situations where the demand for humanitarian aid is great. The creation of consortia of National Societies, through which they fundraise together for projects of common interest, is an interesting initiative that is worth expanding. The pooling of assets, logistical services, office space, telecommunications equipment, and so on, also merits further consideration. Finally, consideration should be given to how the cost of Movement coordination can be shared.

3. Movement identity and communication

Internal disunity is considered to pose the greatest threat to the reputation of the Movement as a whole. The Movement's distinctiveness is recognized as lying in its consistent application of the Fundamental Principles, emblem use and unique operational approach.

Under normal circumstances, the Movement's internal communications work relatively well. However, the situation becomes more complicated in emergencies, and challenges are encountered in both internal and external communications. There is a need to better align Movement components' external communications in these situations. Tools and approaches, such as joint reactive press lines, statements, information bulletins and newsletters,



should be developed or more regularly utilized to improve joint external communication and ensure the coherence of key messages.

4. Tackling regional dimensions of a crisis

Although mainly non-international in nature, the effects of many of today's conflicts and disasters tend to spill over into neighbouring countries. When this is the case, there are always Movement components responding on both sides of the border. The Movement needs to strengthen its regional coordination, currently considered weak, to better tackle crises from a regional perspective.

5. Improving effectiveness of coordination mechanisms

A system must be created to encourage universal application of, and compliance with, the Movement's regulatory framework. Existing mechanisms should be strengthened and new mechanisms established to ensure sufficient dissemination of the framework and training in its application. Both headquarters and field-level managers should be held accountable for ensuring proper coordination in the field.

6. Coordination with external actors

Building relations with external actors and forming operational partnerships can help to maximize the overall impact of humanitarian action and strengthen the capacities of Movement components, by mobilizing resources and leveraging skills. Nevertheless, partnerships should never compromise the Movement's distinctiveness and should only be formed as an effective means of promoting principled humanitarian action.

The distinct mandates of National Societies, the ICRC and the Federation are reflected in the different relationships each component has with external actors. Compliance with the Fundamental Principles and existing policies and regulations is necessary at all times. It is particularly important in polarized situations, where acceptance by all authorities and weapon-bearers is essential; indeed, a lack of compliance could undermine the ability of all components to reach those in need of humanitarian aid and could put staff and volunteers at risk.

Common strategies and plans could be developed to support Movement components in coordinating and partnering with external actors, and ensure that this is done in a consistent and coherent manner. Such strategies should seek to protect collective interests and guide the actions of individual Movement components.

Resolution 5

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

The Council of Delegates,

recalling the Memorandum of Understanding (MoU) signed by the Palestine Red Crescent Society (PRCS) and Magen David Adom in Israel (MDA) on 28 November 2005, in particular the following provisions:

1. *MDA and PRCS will operate in conformity with the legal framework applicable to the Palestinian territory occupied by Israel in 1967, including the Fourth Geneva Convention of 1949 on the protection of Civilians in Time of War.*
2. *MDA and PRCS recognize that PRCS is the authorized National Society in the Palestinian territory and that this territory is within the geographical scope of the operational activities and the competences of PRCS. MDA and PRCS will respect each other's jurisdiction and will operate in accordance with the Statutes and Rules of the Movement.*
3. *After the Third Additional Protocol is adopted and by the time MDA is admitted by the General Assembly of the International Federation of Red Cross and Red Crescent Societies:*
 - a. *MDA will ensure that it has no chapters outside the internationally recognized borders of the State of Israel;*
 - b. *Operational activities of one society within the jurisdiction of the other society will be conducted in accordance with the consent provision of resolution 11 of the 1921 international conference;*
4. *MDA and PRCS will work together and separately within their jurisdictions to end any misuse of the emblem and will work with their respective authorities to ensure respect for their humanitarian mandate and for international humanitarian law.*

[...]



6. MDA and PRCS will cooperate in the implementation of this Memorandum of Understanding [...]

taking note of the report issued on 28 February 2013 and of the report presented to the Council by Minister (Hon.) Pär Stenbäck, the independent monitor appointed by the International Committee of the Red Cross (ICRC) and the International Federation of Red Cross and Red Crescent Societies (International Federation), with the agreement of MDA and the PRCS, upon request of the International Conference of the Red Cross and Red Crescent, to monitor progress achieved in the implementation of the MoU and the Agreement on Operational Arrangements (AOA) of 28 November 2005 between PRCS and MDA,

recalling Resolution 5 adopted by the Council of Delegates on 26 November 2011 concerning the implementation of the MoU and AOA between PRCS and MDA, as endorsed in Resolution 8 of the 31st International Conference concerning the implementation of the MoU and AOA between PRCS and MDA,

reaffirming the importance of operating in accordance with international humanitarian law and with the Statutes, rules and Fundamental Principles of the International Red Cross and Red Crescent Movement,

noting that National Societies have an obligation to operate in compliance with the Constitution of the International Federation and the existing policy "on the protection of integrity of National Societies and bodies of the International Federation" adopted in November 2009,

reaffirming the necessity for effective and positive coordination between all components of the Movement for the full implementation of the MoU between PRCS and MDA,

1. *notes* the reported progress that has been made with respect to implementation and *commends* the efforts of both National Societies;
2. *strongly urges* MDA to comply with its obligations and promptly respond to reports of non-compliance with the geographic scope provisions of the MoU and take appropriate actions to end any violations;
3. *requests* the ICRC and the International Federation to be actively engaged in supporting the monitoring process so that full and final implementation can be confirmed as soon as possible;

4. *reaffirms* the decision of the Council of Delegates and the 31st International Conference in 2011 that the monitoring process will continue and *requests* that regular reports on the monitoring mechanism are issued as deemed necessary;
5. *urges* National Societies to respond favourably to any request for assistance and support in the monitoring process;
6. *requests* the ICRC and the International Federation to arrange for the provision of a report on implementation of the MoU to the next Council of Delegates and through it to the International Conference;
7. *warmly acknowledges* the independent monitor's efforts, commitment and voluntary work since 2007.



Resolution 6

International Red Cross and Red Crescent Movement Branding Initiative

Introduction

This Resolution on branding aims to help components of the Movement develop a better understanding of, and response to, the challenges posed by their respective Red Cross and Red Crescent identities and brands at the local and international level. It endeavours to help manage and enhance the position, reputation and influence of the Movement and its respective components as the leading humanitarian network enjoying global reach. It seeks to promote consistent representation and presentation and to facilitate education and capacity building within the Movement on branding-related issues.

The Council of Delegates,

acknowledging that the components of the Movement are operating in a rapidly changing and increasingly competitive environment, particularly with respect to positioning and obtaining funds to support our humanitarian endeavours for vulnerable people and communities affected by armed conflict, internal disturbances and tensions, natural and technological disasters and other humanitarian emergencies,

recognizing that the humanitarian landscape is becoming increasingly complex and involves a wide range of new actors and organizations whose intention is to engage in humanitarian assistance and protection activities on the basis of varying principles and modes of operation,

noting that, in response to the request of some National Societies for the development of a logo to represent the Movement globally for use in promotion and fundraising activities conducted by Movement components, the ICRC has actively engaged in a dialogue with National Societies in order to explore the modalities for such a logo, including its design, terms and conditions of use, and a mechanism for its management; *acknowledging* the ICRC's firm position that any such logo, if composed of a red cross or red crescent or the two emblems side by side, would need not only to be endorsed by the Council of Delegates but also approved by States in line with their obligations

under the 1949 Geneva Conventions, and that any display of it would need to conform at all times with international humanitarian law, as well as with the Movement's regulatory framework, in particular the 1991 Regulations on the Use of the Emblem by the National Societies (1991 Emblem Regulations); *recognizing* that further consultation among Movement components is needed before a Movement-wide logo can be considered, the continuing applicability of the 1991 Emblem Regulations, and the commitment of components of the Movement to refrain from displaying any logo intended to represent the Movement globally until such time as agreement has been achieved within the Movement and the approval of States confirmed,

appreciating the deliberations of the Governing Board of the International Federation in September 2013 on a possible Movement logo, and *taking note of* its decision (GB 13/02/31) – underlining branding as an issue of strategic importance – to further build a common Movement identity, develop rules for a possible Movement logo and initiate a discussion on a Movement-wide framework for resource mobilization; the recommended creation of a Governing Board committee or working group to engage more specifically on these matters; and the request for further dialogue with the ICRC in close consultation with National Societies,

taking note of the launch of the International Branding Initiative (IBI) and the recommendation of the IBI Reference Group that the Movement adopt a Resolution thereon at the 2013 Council of Delegates,

acknowledging the challenges of managing the different brand identities of the individual components of the Movement, which include National Red Cross and Red Crescent Societies, the ICRC and the International Federation,

recognizing the desire for the components of the Movement to develop common approaches and practices for managing transnational (i.e. extending beyond national borders) reputational crises, through both traditional media and online or social media channels,

recognizing that awareness and understanding of how to undertake a branding process differs throughout the Movement and that we can all benefit from the experiences of the components of the Movement, lessons learned and capacity-building tools in this area,

reaffirming the continued importance of fostering a better understanding of the Movement, its functions, roles, values and modes of operation among key stakeholders, including public authorities and the general public, in order



to enable the components of the Movement to enhance understanding of, and support for, their efforts to improve the lives of vulnerable people,

recognizing that, in order to preserve and manage their brands to the fullest, the components of the Movement must at all times strictly adhere to the Fundamental Principles and values of the Movement and endeavour to convey them through their actions and communications,

acknowledging that the world has changed since the 1991 Emblem Regulations were adopted and that communication, marketing and fund-raising methods have become more sophisticated and complex, particularly as regards digital media,

reaffirming the paramount importance of ensuring understanding of, and respect for, the emblem's functions as either a protective or an indicative device, and *noting with concern* the lack of consistency in the interpretation and practical application of the 1991 Emblem Regulations by National Societies,

recognizing the need for all the components of the Movement to adopt a coherent and consistent approach to representing themselves, including through the display of the emblem, as well as the need to comply at all times with international humanitarian law and the regulatory framework agreed upon within the Movement,

urging the components of the Movement to recognize the existing rules governing the use of the emblems, as set out in the 1949 Geneva Conventions, their 1977 and 2005 Additional Protocols, the 1991 Emblem Regulations, and other relevant Movement rules and policies, such as the Movement Policy for Corporate Sector Partnerships and the 2011 ICRC *Study on the Use of the Emblems*, and *emphasizing* the importance of achieving greater consistency and harmony of practice among all components of the Movement when displaying the emblem and their individual logos,

recognizing the importance of protecting the special nature of the distinctive emblems and their designations, including in the digital world,

welcoming the dialogue established by the ICRC and the International Federation with the Internet Corporation for Assigned Names and Numbers (ICANN) in an effort to secure permanent reservation of the terms "Red Cross," "Red Crescent" and "Red Crystal" and related designations and names, as well as the names of the individual components of the Movement, from registration as top- and second-level internet domain names,

1. *strongly encourages* all components of the Movement, as appropriate, to make use of the International Branding Initiative toolkit, to apply its guidelines and recommendations in all their future activities and programmes, and to ensure that their members, staff and volunteers are duly informed of the requirements and recommendations stemming therefrom;

Developing a common understanding and commitment to transnational and positioning issues

2. *approves* the following Movement positioning statement, which seeks to establish a unified, Movement-wide approach to collective transnational communication as well as to differentiate between the components and boost our respective brands, and *invites* all components of the Movement to make use of the statement, where appropriate, to guide their external communications and to describe the Movement in a consistent manner:

"We are the International Red Cross and Red Crescent Movement.

We are a global humanitarian network which helps people prepare for, deal with and recover from crisis.

Whether you are facing natural or man-made disasters, armed conflict or health and social care issues, Red Cross and Red Crescent volunteers and staff are there to help, without adverse discrimination.

Guided by our Fundamental Principles, we mobilize the power of humanity to save lives and relieve suffering."

Managing our brand identities in an interconnected digital world

3. *welcomes* the development of the guidelines and recommendations on online brand representation and *encourages* all components of the Movement to make use of and apply them in order to ensure optimal representation and positioning of the Movement and its components, of their humanitarian activities and of their humanitarian diplomacy objectives;

Managing our reputation in transnational crises

4. *welcomes* the development of the guidelines and recommendations on responding to reputational crises and *encourages* all components of the Movement to make use of and apply them in order to avert the adverse transnational effects those crises may have on the Movement as a whole and on its activities;



Using the emblem in commercial and resource-mobilization contexts and commercial ventures

5. *welcomes* the development of the guidance document “The red cross and red crescent emblems and logos in communication, marketing and fund-raising” and the commitment of the components of the Movement to clarify outstanding issues (i.e. “decorative use” of the emblems, display of a Movement component’s logo on packaging and what constitutes packaging), while recognizing that the guidance provided in the document is not intended to replace, but rather to support, the current regulatory framework;

Strengthening the branding of the components of the Movement

- 6a. *urges* components of the Movement to develop their branding expertise by using the brand-development tools in the branding toolkit and through Federation-facilitated and other forms of partnering with National Societies with branding experience;
- 6b. *welcomes* the development of design templates that may be used by National Societies to revise or update their visual identities, and *encourages* National Societies to make use thereof;
- 6c. *urges* National Societies to act at all times in full compliance with the regulatory framework adopted by the Council of Delegates on the display of the emblem and of a National Society’s logo, which includes the 1991 Emblem Regulations, and thus in particular when it comes to their commercial partnerships and commercial ventures;

Enhancing a Movement identity

7. *recognizes* the interest of the components of the Movement in exploring further the possibility of a Movement logo, and *recommends* that the ICRC and the International Federation initiate an inclusive process to further develop the conditions and rules governing such a logo, taking into account all positions and views expressed by the components of the Movement, and establish a process for consultation with States based on the outcome of these discussions.

Resolution 7

Weapons and international humanitarian law

The Council of Delegates,

recalling its previous resolutions about the high human cost of the use and proliferation of certain types of weapons and the response of the Movement to these humanitarian consequences, in particular Resolution 2 of the 2005 Council of Delegates on “Weapons and international humanitarian law” and Resolution 7 of the 2009 Council of Delegates on “Preventing humanitarian consequences arising from the development, use and proliferation of certain types of weapons,” and *reaffirming* the commitments undertaken in these resolutions,

warmly welcoming the adoption on 2 April 2013 of the Arms Trade Treaty, and *expressing satisfaction* that it regulates international transfers of a broad range of conventional arms and ammunition and makes respect for international humanitarian law one of the important criteria on which arms transfer decisions must be assessed, as called for by Objective 5 of the four-year action plan for the implementation of international humanitarian law adopted in Resolution 2 of the 31st International Conference in 2011,

noting with appreciation the report to the Council of Delegates prepared by the ICRC on progress and challenges with implementing the Movement Strategy on Landmines, Cluster Munitions and other Explosive Remnants of War: Reducing the Effects of Weapons on Civilians, adopted by Resolution 6 of the 2009 Council of Delegates, and *commending* the long-term commitment of all the Movement’s components that have been involved in the implementation of the Movement Strategy,

expressing nonetheless its deep concern about the threat to civilians during and after armed conflict posed by landmines, cluster munitions and other explosive remnants of war,

reiterating its continuing concern about the direct, indirect and long-term suffering of civilians resulting from the use of certain explosive weapons in densely populated areas, and *recalling* the ICRC’s analysis of this



humanitarian issue developed in its report “International Humanitarian Law and the challenges of contemporary armed conflicts,” submitted to the 31st International Conference in 2011, in which it stated its position that “due to the significant likelihood of indiscriminate effects and despite the absence of an express legal prohibition for specific types of weapons, the ICRC considers that explosive weapons with a wide impact area should be avoided in densely populated areas”;

concerned about the potential humanitarian impact of new technologies of warfare that are being developed or deployed, such as remote-controlled, automated and autonomous weapons systems as well as “cyber weapons,” and *recalling* that any new weapons, means and methods of warfare must be used and be capable of being used in compliance with international humanitarian law,

noting the ICRC’s position on the use of toxic chemicals other than riot control agents as weapons for law enforcement, published in February 2013, which expresses concern that the development and use of such weapons presents serious risks to life and health, and risks undermining international law prohibiting chemical weapons,

recalling the ICRC’s 2002 Appeal on Biotechnology, Weapons and Humanity – which calls on political, military and scientific communities to prevent the misuse of the life sciences for hostile purposes – and the commitments to prevent such misuse made by States in Final Goal 2.4 of the Agenda for Humanitarian Action, adopted by the 28th International Conference of 2003,

1. *calls upon* States to promptly sign and ratify the Arms Trade Treaty and to adopt stringent national control systems and legislation to ensure compliance with the Treaty’s norms;
2. *requests* that all components of the Movement increase their efforts – according to their respective capacities – to implement the 2009 Movement Strategy on Landmines, Cluster Munitions and other Explosive Remnants of War, and in particular to promote the norms of international humanitarian law applicable to these weapons, to conduct activities aimed at reducing the impact of weapon contamination, and to provide victims of weapons with comprehensive assistance; and *requests* that the components of the Movement provide information on the implementation of the Movement Strategy to the ICRC for monitoring and reporting purposes, in accordance with Resolution 6 of the 2009 Council of Delegates;

3. *encourages* National Societies, to the extent possible, to participate in the Third Review Conference of the Anti-Personnel Mine Ban Convention in Maputo, Mozambique in 2014, and in the First Review Conference of the Convention on Cluster Munitions in 2015, and to use the periods leading up to these events as opportunities to advance the relevant objectives of the Movement Strategy;
4. *calls upon* States to strengthen the protection of civilians from the indiscriminate use and effects of explosive weapons, including through the rigorous application of existing rules of international humanitarian law, and to avoid using explosive weapons with a wide impact area in densely populated areas;
5. *calls upon* States to fully consider the potential humanitarian impact of new and developing technologies of warfare, including remote-controlled, automated and autonomous weapon systems and “cyber weapons,” and to subject these weapons to rigorous legal reviews in accordance with the obligation set forth in Additional Protocol I (Article 36);
6. *calls upon* States to uphold the prohibition of chemical and biological weapons, including by adhering to and ensuring the faithful implementation of the relevant treaties, observing customary international humanitarian law, monitoring developments in science and technology that have the potential for misuse, and acting to prevent the re-emergence of chemical and biological weapons and their use;
7. *invites* the ICRC, in cooperation with Movement partners, to report, as necessary, to the Council of Delegates on relevant developments under this Resolution.



Resolution 8

Strengthening legal protection for victims of armed conflicts: Implementing Resolution 1 of the 31st International Conference

The Council of Delegates,

recognizing, as identified in Resolution 1 of the 31st International Conference and in light of the current challenges of contemporary armed conflicts, that there is a need to strengthen the effectiveness of mechanisms of compliance with international humanitarian law (IHL), and legal protection for persons deprived of their liberty in relation to non-international armed conflict (NIAC),

recalling that Resolution 1 invited the ICRC to pursue further research, consultation and discussion in cooperation with States and, if appropriate, other relevant actors, including international and regional organizations, to identify and propose a range of options and its recommendations to:

- i) ensure that IHL remains practical and relevant in providing legal protection to all persons deprived of their liberty in relation to armed conflict; and
- ii) enhance and ensure the effectiveness of mechanisms of compliance with IHL; and that the Resolution encouraged all members of the International Conference, including National Societies, to participate in this work while recognizing the primary role of States in the development of IHL,

1. *thanks* the ICRC for the progress report, summarizing the progress achieved so far in implementing Resolution 1, in terms of strengthening both the effectiveness of mechanisms of compliance with IHL and legal protection for persons deprived of their liberty in relation to NIAC;
2. *expresses support* for the ICRC's ongoing work to implement Resolution 1;
3. *acknowledges with appreciation* the commitment of the Government of Switzerland to facilitating consultation about strengthening the effectiveness of mechanisms of compliance with IHL, in cooperation with the ICRC;
4. *invites* National Societies to provide substantive comments on the implementation of Resolution 1 to the ICRC to ensure a Movement-wide perspective in the consultation process;

5. *encourages* National Societies to use their special auxiliary and IHL roles, to the extent possible, to work with their respective governments on implementing Resolution 1 of the 31st International Conference;
6. *calls on* the Movement to continue to support the ongoing consultation processes outlined in the progress report for the period leading up to the 32nd International Conference, and to help promote and encourage State involvement in these consultation processes, including through National Societies raising this issue with National IHL Committees;
7. *notes* that the ICRC will be submitting a report to the 32nd International Conference, setting out options and recommendations on how to strengthen both the effectiveness of mechanisms of compliance with IHL and legal protection for persons deprived of their liberty in relation to NIAC.



Resolution 9

Promoting disability inclusion in the International Red Cross and Red Crescent Movement

The Council of Delegates,

concerned by the range and depth of problems faced by persons with disabilities worldwide, and noting that there are more than one billion persons living with some form of disability today, corresponding to about 15 % of the world's population,

emphasizing that persons with disabilities often face barriers to their social inclusion, full and effective participation, and economic development, which can negatively impact on their opportunity to engage in education and employment, impair their access to health services and lead to increasing poverty,

recognizing that disability is more common among vulnerable groups of people, in particular women, older persons and poor households, and disproportionately affects marginalized populations,

recalling the adoption of the United Nations Convention on the Rights of Persons with Disabilities in 2006, which entered into force in May 2008, and the resolutions from the 24th, 25th and 31st International Conference of the Red Cross and Red Crescent, which expressed the Movement's commitment to persons with disabilities,¹

identifying that the Movement's components, by virtue of their respective mandates, presence and activities, can do more to prevent the incidence of disabilities and to support the full inclusion of persons with disabilities, ranging from addressing their needs and contributing to the removal of barriers to their active participation, sense of belonging and inclusion through humanitarian diplomacy at the national, regional and international levels, to changing mindsets and behaviour from stigma and exclusion to respect for diversity and social inclusion,

1 As expressed in the resolutions adopted by the International Conference (Resolution XXVII, Manila 1981; Resolution 28, Geneva 1986; and Resolution 2, Geneva 2011).

encouraging the Movement's components and, where relevant, their grass-roots networks to work to prevent the incidence of disabilities, to support people with disabilities to lead the lives they choose and to create enabling environments to work and contribute to the work of our respective organizations for people with disabilities, as the composition of our members, staff and volunteers should reflect the diverse composition of society by virtue of the Fundamental Principle of unity, as re-emphasized in the official report of the 2009 Council of Delegates workshop on non-discrimination and respect for diversity,

noting that exclusion is often the consequence of a lack of visibility or being unheard, and *strongly believing* that an inclusive society enables a person with a disability to take her or his place as a full and equal member of their community,

1. *adopts* the "Position Statement Promoting Disability Inclusion in the International Red Cross and Red Crescent Movement" attached as Annex 1;
2. *calls on* the Movement's components to take all necessary measures to seek to ensure the protection and safety of persons with disabilities, particularly in situations of risk, including situations of armed conflict, humanitarian emergencies and the occurrence of natural disasters, but also in times of peace;
3. *urges* all of the Movement's components to work with governments, including through appropriate humanitarian diplomacy, to help address the needs of persons with disabilities, and to help implement relevant instruments of international law to support the rights of persons with disabilities and to address discrimination, change perceptions and combat stereotypes and prejudice;
4. *requests* that a Movement-wide Strategy on Disability be developed in a collaborative process actively engaging all components of the Movement and be submitted for adoption at the next Council of Delegates in 2015.



Resolution co-sponsors

- ICRC
- International Federation
- Afghan Red Crescent Society
- American Red Cross
- Australian Red Cross
- Cambodian Red Cross Society
- Chilean Red Cross
- Colombian Red Cross
- Cook Islands Red Cross Society
- Cyprus Red Cross Society
- Egyptian Red Crescent Society
- Fiji Red Cross Society
- Ghana Red Cross Society
- Guyana Red Cross Society
- Red Crescent Society of the Islamic Republic of Iran
- Italian Red Cross
- Jordan National Red Crescent Society
- Kenya Red Cross Society
- Kiribati Red Cross Society
- Lao Red Cross
- Maldivian Red Crescent
- Red Cross Society of Micronesia
- Myanmar Red Cross Society
- Nepal Red Cross Society
- New Zealand Red Cross
- Norwegian Red Cross
- Palestine Red Crescent Society
- Papua New Guinea Red Cross Society
- Philippine Red Cross
- Samoa Red Cross Society
- Solomon Islands Red Cross
- Spanish Red Cross
- Timor-Leste Red Cross
- Tonga Red Cross Society
- Vanuatu Red Cross Society
- Red Cross of Viet Nam

Annex 1

Position statement promoting disability inclusion in the International Red Cross and Red Crescent Movement

1. Scope

A commitment to protecting human dignity underpins the work of the International Red Cross and Red Crescent Movement and its Fundamental Principles. This Movement Position focuses on articulating a Movement vision and proposed action on disability inclusion in order to address barriers to opportunity, access and participation faced by persons with disabilities, both physical and intellectual.¹

The Movement's efforts to improve the quality of life of persons with disabilities are encapsulated by the following guiding principles:

- Respect for inherent dignity, individual autonomy (including the freedom to make one's own choices), and independence of persons
- Non-discrimination
- Full and effective participation and inclusion in society
- Respect for difference and acceptance of persons with disabilities as part of human diversity and humanity
- Equality of opportunity
- Accessibility
- Equality between men and women, and between boys and girls

To achieve this vision, the Movement will work through its unique global network, while ensuring effective coordination and cooperation with external actors. It will also seek to work to prevent the incidence of disabilities and include persons with disabilities in the design and implementation of any programme initiative.

2. Context

Persons with disabilities include those who have physical, mental, intellectual or sensory impairments² which, in interaction with various barriers, may hinder their full and effective participation in society on an equal basis with others.

1 This Movement position uses the descriptor contained in the Convention on the Rights of Persons with Disabilities (UNCPRD).

2 Definition based on UNCPRD's definition of disability.



According to the World Report on Disability,³ there are over one billion persons who live with some form of disability, corresponding to about 15 % of the world's population. The prevalence of disability is growing due to an ageing global population and increases in chronic health conditions. Children with disabilities, some of them socially excluded since the day of birth, are one of the most vulnerable groups and are disproportionately denied their right to education and are often exposed to institutionalization, violence, abuse, exploitation and abandonment.⁴

Patterns of disability in each country are influenced by trends in health, the environment and other factors. These include road traffic accidents, natural disasters, armed conflict, armed violence, nutrition, and substance abuse, as well as patterns of health and social protection systems.

Disability is more common among women, older people and households that are poor. Lower income countries have a higher prevalence of disability than higher income countries, with disability disproportionately affecting vulnerable populations.

The UNCRPD is the first human rights convention of the twenty-first century. It was adopted by the United Nations General Assembly in December 2006, opened for signature in March 2007 and entered into force in May 2008. It has been signed by 158 States, 137 of which have ratified or acceded to it. The Convention represents a human rights framework with a constellation of civil, political, economic, social and cultural rights, has a strong development dimension and includes a reference to international humanitarian law (IHL). A disability-inclusive society is pursued through removing barriers (physical, information and communication, policy and legal, institutional, attitudinal, and economic) and including persons with disabilities. The Convention seeks to address discrimination, change perceptions, and combat stereotypes and prejudice.

Article 11 of the UNCRPD is of particular interest to the Movement as it refers to situations of risk and humanitarian emergencies. It recognizes obligations under IHL and international human rights law and requires that all necessary measures are undertaken to ensure the protection and safety of persons with disabilities in situations of risk, including situations of armed conflict, humanitarian emergencies and the occurrence of natural disasters.

3 World Report on Disability, World Health Organization and World Bank, 2011.

4 *The State of the World's Children 2013: Children with Disabilities*, UNICEF.

National Red Cross and Red Crescent Societies in 189 countries have an auxiliary role to public authorities and experience and expertise in service delivery to the most vulnerable. We can play a crucial role at the national level to support our respective governments in the State-party reporting and implementation of the UNCRPD, particularly with respect to the above-mentioned Article.

The UNCRPD also reinforces the importance of respecting human rights in the process of assisting survivors of weapon contamination and their families. Consequently, the UNCRPD should inform all affected States, and States in a position to assist, in meeting their respective responsibilities under the Anti-Personnel Mine Ban Convention, Protocol V to the Convention on Certain Conventional Weapons, and the Convention on Cluster Munitions.

3. Vision

This Position Statement reinforces the Movement's commitment to helping to promote and implement the relevant norms of international law in order to support persons with disabilities to improve the quality of their lives by accessing the same opportunities for participation, contribution, decision-making, and social and economic well-being as others. The vision calls for a flexible, multidisciplinary approach to prevent and overcome barriers faced by persons with disabilities, using the capacities and resources of the Movement for action. It aims to build, strengthen and mobilize the capacities and resources of all of the Movement's components and to ensure effective coordination and cooperation with all relevant actors with a view to supporting people with disabilities to lead the lives they choose and value. Disability is a political, social and humanitarian issue that requires changes and solutions on a societal level, where everybody enjoys equal rights and opportunities in the social, economic, cultural and political spheres of life.

4. Responsibilities

Under international humanitarian law, persons with disabilities may fall within the category of the wounded and sick or civilians enjoying special respect and protection. In addition, the International Federation's strategy to focus on vulnerability with impartiality and humanity has led many National Societies to explore how best to respond to the needs of persons with disabilities, particularly given that they are often excluded from opportunities to participate in economic, social and cultural activities.



On a policy level, three resolutions adopted since 1981 at the International Conference⁵ have also voiced the Movement's commitment to persons with disabilities. The International Federation has recently released its Strategic Framework on Gender and Diversity (2013-2020), to be adopted at the General Assembly 2013, which, while focusing on gender, includes disability within the categories of diversity. With the background of these references over the last 30 years, this Position Statement recognizes that the Movement can still do more in relation to an explicit commitment to disability inclusion, and proposes the following roles and responsibilities:

National Societies – as the key Movement actors in their domestic contexts – will aim to direct their efforts towards promoting prevention and disability-inclusive programming, and supporting other Movement members in this area. As auxiliaries to government, National Societies can play a role in supporting signatory States' periodic UNCRPD reporting. Their grassroots networks and auxiliary role to their public authorities in the humanitarian field also make them uniquely qualified to contribute to national strategies for eliminating identified barriers to greater inclusion. Indeed, National Societies, through their ongoing response to vulnerability in their national contexts, will seek to mainstream social inclusion so that National Society initiatives respond to the needs and interests of excluded and marginalized persons, amongst whom are often persons with disabilities. The National Societies recognize the importance of working increasingly in coordinated partnerships with other national and international actors working to improve the social inclusion of persons with physical and intellectual disabilities.

The **International Federation** will provide the necessary organizational development support for National Societies in areas such as resource mobilization and financial and human resources management, and will assist them in incorporating programmes covered by this Movement Position in their development plans, corresponding to strategic aim 3 in the Federation Strategy 2020. The International Federation will also include work in this field in its own health, disaster-preparedness, humanitarian diplomacy, risk-reduction and emergency-response mechanisms. Through its presence in relevant international fora, the International Federation will aim to create opportunities for National Societies to present their experiences of inclusive practices and use these platforms to raise the voice of people with disabilities and draw attention to their needs and interests.

The **ICRC** will continue to implement activities related to persons living with disabilities, such as their rehabilitation programmes, based on need – both

5 As expressed in the resolutions adopted by the 24th, 25th and 31st International Conference (Resolution XXVII, Manila 1981; Resolution 28, Geneva 1986; and Resolution 2, Geneva 2011).

directly and in association with national authorities and National Societies during armed conflicts and other situations of violence. It will identify specific types of legal, capacity-building and other measures that authorities can take before, during and after armed conflicts to address the needs and challenges of persons with disabilities in times of armed conflict and communicate these proposals to relevant authorities and to National Societies. It will also provide expertise, advice and support to National Societies that wish to launch programmes responding to specific needs of persons with disabilities before, during or after armed conflict.

5. Action

A more complete Strategic Framework on Disability Inclusion, together with relevant resource materials, will be developed by the International Federation, the ICRC and a reference group of National Society representatives, thereby ensuring the involvement of all components of the Movement. In the interim, the following actions are included to guide Movement components in disability-inclusive programming and responses:

Engaging with persons with disabilities

Persons with disabilities are uniquely placed to understand the context they live in, their interests and needs. By including persons with disabilities in programme design and implementation, the Movement will ensure that its services better respond to that context. The Movement will:

- aim to work in full partnership with persons with disabilities and with their representative organizations;
- aim to build trust, a sense of belonging and confidence in its dealings with persons with disabilities;
- recruit persons with disabilities to participate as Movement volunteers and staff.

Enabling access to all systems and services

Persons with disabilities have everyday needs relating to their health and well-being, their economic and social security, and their ability to learn and develop skills and to live in their communities. These needs can and should be met in mainstream programmes and services. Mainstreaming is the process by which all stakeholders ensure that, insofar as possible, persons with disabilities can participate equally with others in any activity and service intended for the general public, such as education, health, employment, and social services.

Mainstreaming requires a commitment at all levels, and needs to be considered across all sectors and built into new and existing legislation, standards,



policies, strategies, and plans. Adopting universal design in shelter and WASH⁶ programmes is an example of an inclusion strategy to meet access needs of persons with disabilities. The Movement will aim to:

- promote the access of persons with disabilities to mainstream programmes, to services developed and managed by the Movement and to the Movement's premises;
- advocate with governments to follow through on their commitment to persons with disabilities in terms of access to mainstream programmes and services in times of conflict, disaster and peace through their development work, global initiatives and disaster-preparedness programmes and activities.

Promoting access to programmes and services for persons with disabilities

In addition to mainstream services, some persons with disabilities may require access to specific measures that will help them lead the lives they choose and value. These measures may include support services, rehabilitation, assistive devices, or training to improve functioning and independence. A range of assistance and support services in the community can meet needs for care, enabling people to live independently and to participate in the economic, social, and cultural lives of their communities. Vocational rehabilitation and training can open labour market opportunities. Where appropriate, the components of the Movement will aim to:

- develop and implement specific programmes and services for persons with disabilities;
- advocate with governments to ensure persons with disabilities have access to specific programmes and services.

Supporting learning and development in relation to disability-inclusive policy and programming frameworks

Disability inclusion should be a part of all development strategies and action plans. It is also recommended that specific disability policies are adopted at the institutional level where relevant. A disability strategy sets out a consolidated and comprehensive long-term vision for improving the well-being of persons with disabilities and should cover both mainstream policy and programme areas and specific services for persons with disabilities. It should also provide for institutional learning relating to disability inclusion. In this respect:

- each component of the Movement will aim to develop and incorporate disability-inclusion policies and plans according to its mandate and scope of work;

6 Generally stands for Water, Sanitation and Hygiene.

- Movement members will deepen their understanding of good practice in relation to disability inclusion by participating in relevant learning communities and programme exchanges.

Increasing public awareness and understanding about disability

Mutual respect and understanding contribute to an inclusive society. Therefore it is important to improve public understanding of disability, confront negative perceptions, and represent disability fairly. The Movement will aim to:

- support government disability-awareness campaigns that target attitudinal change;
- participate in disability-awareness campaigns that target attitudinal change;
- raise awareness by including persons living with a disability as staff and members of governance, and in its programmes;
- raise awareness within the Movement of our national responsibilities under the terms of the UNCRPD, particularly with respect to taking all necessary measures to ensure the prevention of the incidence of disabilities wherever possible, and the protection and safety of persons with disabilities in situations of risk, including situations of armed conflict, humanitarian emergencies and natural disasters.

Employing persons with disabilities

Given the right environment, persons with disabilities are able to participate productively in most forms of employment. However, persons living with a disability experience significantly higher rates of unemployment than the rest of the population. The Movement will aim to:

- develop policies facilitating employment of persons with disabilities (each component of the Movement will develop such programmes, according to its mandate and scope of work);
- support and advocate with governments to increase their own targets for employment of persons living with a disability.

Reducing preventable impairments

Prevention of health conditions and other factors which may lead to a disability is a development issue. Attention to environmental factors – including nutrition, preventable diseases, safe water and sanitation, and safety on roads and in workplaces – can greatly reduce the incidence of health conditions leading to disability. The Movement will:

- support and implement programmes to reduce preventable impairments;
- advocate with governments to ensure that programmes to reduce preventable impairments are in place.



6. References

Strategy 2020, International Federation, Geneva 2009.

Strategic Framework on Gender and Diversity Issues,
International Federation 2013.

United Nations Convention on the Rights of Persons with Disabilities,
UN, New York, December 2006.

World Report on Disability, Geneva, WHO and World Bank, 2011.

The State of the World's Children 2013: Children with Disabilities, UNICEF.

Resolutions adopted by the 24th, 25th and 31st International Conference
of the Red Cross and Red Crescent (Resolution XXVII, Manila 1981;
Resolution 28, Geneva 1986; and Resolution 2, Geneva 2011).

Resolution 10

Appreciation of the Australian Red Cross

The Council of Delegates,

meeting on the 150th anniversary of the International Red Cross and Red Crescent Movement,

gathered in Sydney for the first ever Council of Delegates organized in Australia,

unanimously expresses its appreciation and gratitude to the volunteers, staff and leadership of the Australian Red Cross, in particular the President, Mr Michael Legge, the Secretary General, Mr Robert Tickner, and the Project Leader, Ms Di Jay, for their wonderful hospitality and indispensable contribution to the success of the Movement's statutory meetings held in Sydney from 12 to 18 November 2013.



Resolution 11

Date and place of the Council of Delegates of the International Red Cross and Red Crescent Movement

The Council of Delegates,

decides to meet in Geneva, Switzerland on dates to be determined by the Standing Commission of the Red Cross and Red Crescent and falling between 10 November and 2 December 2015.

The Fundamental Principles of the International Red Cross and Red Crescent Movement

Humanity

The International Red Cross and Red Crescent Movement, born of a desire to bring assistance without discrimination to the wounded on the battlefield, endeavours, in its international and national capacity, to prevent and alleviate human suffering wherever it may be found. Its purpose is to protect life and health and to ensure respect for the human being. It promotes mutual understanding, friendship, cooperation and lasting peace amongst all peoples.

Impartiality

It makes no discrimination as to nationality, race, religious beliefs, class or political opinions. It endeavours to relieve the suffering of individuals, being guided solely by their needs, and to give priority to the most urgent cases of distress.

Neutrality

In order to continue to enjoy the confidence of all, the Movement may not take sides in hostilities or engage at any time in controversies of a political, racial, religious or ideological nature.

Independence

The Movement is independent. The National Societies, while auxiliaries in the humanitarian services of their governments and subject to the laws of their respective countries, must always maintain their autonomy so that they may be able at all times to act in accordance with the principles of the Movement.

Voluntary service

It is a voluntary relief movement not prompted in any manner by desire for gain.

Unity

There can be only one Red Cross or one Red Crescent Society in any one country. It must be open to all. It must carry on its humanitarian work throughout its territory.

Universality

The International Red Cross and Red Crescent Movement, in which all Societies have equal status and share equal responsibilities and duties in helping each other, is worldwide.

Components of the International Red Cross and Red Crescent Movement

The International Committee of the Red Cross (ICRC) is an impartial, neutral and independent organization whose exclusively humanitarian mission is to protect the lives and dignity of victims of armed conflict and other situations of violence and to provide them with assistance.

The ICRC also endeavours to prevent suffering by promoting and strengthening humanitarian law and universal humanitarian principles.

Established in 1863, the ICRC is at the origin of the Geneva Conventions and the International Red Cross and Red Crescent Movement. It directs and coordinates the international activities conducted by the Movement in armed conflicts and other situations of violence.

National Red Cross and Red Crescent Societies embody the work and principles of the Movement in 189 countries. National Societies act as auxiliaries to the public authorities of their own countries in the humanitarian field and provide a range of services including disaster relief, health and social programmes. During wartime, National Societies assist the affected civilian population and support the army medical services where appropriate.

The International Federation of Red Cross and Red Crescent Societies (International Federation) secretariat supports the world's largest volunteer-based humanitarian network, reaching 150 million people each year through our 189 member National Societies.

The International Federation coordinates international support before, during and after large-scale disasters and health crises, strengthens the capacities and leadership of its member National Societies, and acts at the international level to raise resources and persuade decision-makers to act at all times in the interests of vulnerable people.

Guided by Strategy 2020 – our collective plan of action to tackle the major humanitarian and development challenges of this decade – the International Federation and National Red Cross and Red Crescent Societies are committed to “saving lives and changing minds.”

Universal statutory bodies of the Movement

The International Conference of the Red Cross and Red Crescent is the supreme deliberative body for the Movement and is one of the most important humanitarian forums in the world. It brings together the components of the Movement and the **194 States party to the Geneva Conventions** to examine and decide upon humanitarian matters of common interest and any other related matter. It meets about every four years.

The Council of Delegates of the Movement constitutes the assembly of the representatives of the ICRC, the International Federation and the National Red Cross and Red Crescent Societies. It meets every two years to discuss and take decisions on all matters which concern the Movement as a whole, such as joint strategies, policies and positions in the humanitarian field.

The International Conference and the Council foster unity within the Movement and help it carry out its mission in full accordance with its Fundamental Principles.



ICRC

International Committee of the Red Cross
19, avenue de la Paix
1202 Geneva, Switzerland
T +41 22 734 60 01 F +41 22 733 20 57
E-mail: shop@icrc.org www.icrc.org
© ICRC, March 2014



International Federation
of Red Cross and Red Crescent Societies
P.O. Box 303, 1211 Geneva 19, Switzerland
T +41 22 730 42 22 F +41 22 733 03 95
E-mail: secretariat@ifrc.org www.ifrc.org