

# OVERVIEW OF OPERATIONS

2010



ICRC



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# CONTENTS

ABBREVIATIONS AND DEFINITIONS .....	4
INTRODUCTION BY THE DIRECTOR OF OPERATIONS.....	6
ICRC MANAGEMENT FRAMEWORK AND DESCRIPTIONS OF PROGRAMMES .....	11
THE ICRC AROUND THE WORLD.....	25
SUMMARY OF THE BUDGET.....	27
AFRICA BUDGET .....	29
ASIA AND THE PACIFIC BUDGET.....	30
EUROPE AND THE AMERICAS BUDGET.....	31
MIDDLE EAST AND NORTH AFRICA BUDGET .....	32
AFRICA .....	33
ASIA AND THE PACIFIC .....	41
EUROPE AND THE AMERICAS .....	46
MIDDLE EAST AND NORTH AFRICA .....	53
ANNEXES .....	58
THE ICRC'S OPERATIONAL APPROACH TO RESULT-BASED MANAGEMENT: IMPROVING HUMANITARIAN ACTION.....	58
THE ICRC'S OPERATIONAL APPROACH TO WOMEN AND GIRLS .....	69
THE ICRC'S OPERATIONAL APPROACH TO DISPLACEMENT.....	74

# ABBREVIATIONS AND DEFINITIONS

<b>A</b>	Additional Protocol I	Protocol Additional to the Geneva Conventions of 12 August 1949, and Relating to the Protection of Victims of International Armed Conflicts (Protocol I), 8 June 1977
	Additional Protocol II	Protocol Additional to the Geneva Conventions of 12 August 1949, and Relating to the Protection of Victims of Non-International Armed Conflicts (Protocol II), 8 June 1977
	Additional Protocol III	Protocol Additional to the Geneva Conventions of 12 August 1949, and Relating to the Adoption of an Additional Distinctive Emblem (Protocol III), 8 December 2005
	1977 Additional Protocols AIDS	Additional Protocols I and II acquired immune deficiency syndrome
<b>B</b>	Biological Weapons Convention	Convention on the Prohibition of the Development, Production and Stockpiling of Bacteriological (Biological) and Toxin Weapons and on Their Destruction
<b>C</b>	CHF	Swiss francs
	Chemical Weapons Convention	Convention on the Prohibition of the Development, Production, Stockpiling and Use of Chemical Weapons and on Their Destruction
	Convention on Certain Conventional Weapons	Convention on Prohibitions or Restrictions on the Use of Certain Conventional Weapons Which May be Deemed to be Excessively Injurious or to Have Indiscriminate Effects, 10 October 1980
	Convention on Enforced Disappearance	International Convention for the Protection of All Persons from Enforced Disappearance
<b>F</b>	Fundamental Principles	Fundamental Principles of the International Red Cross and Red Crescent Movement: humanity, impartiality, neutrality, independence, voluntary service, unity, universality
<b>G</b>	1949 Geneva Conventions	Convention (I) for the Amelioration of the Condition of the Wounded and Sick in Armed Forces in the Field, 12 August 1949
		Convention (II) for the Amelioration of the Condition of Wounded, Sick and Shipwrecked Members of Armed Forces at Sea, 12 August 1949
		Convention (III) relative to the Treatment of Prisoners of War, 12 August 1949
		Convention (IV) relative to the Protection of Civilian Persons in Time of War, 12 August 1949
<b>H</b>	Hague Convention on Cultural Property	Convention for the Protection of Cultural Property in the Event of Armed Conflict, 14 May 1954
	HF	high frequency
	HIV	human immunodeficiency virus
<b>I</b>	ICRC	International Committee of the Red Cross, founded in 1863
	IDPs	internally displaced people
	International Federation	The International Federation of Red Cross and Red Crescent Societies, founded in 1919, works on the basis of the Fundamental Principles, carrying out relief operations in aid of the victims of natural disasters, health emergencies, and poverty brought about by socio-economic crises, and refugees; it combines this with development work to strengthen the capacities of its member National Societies.
	IHL IOM	international humanitarian law International Organization for Migration
<b>K</b>	KCHF	thousand Swiss francs
<b>M</b>	Mine Ban Convention	Convention on the Prohibition of the Use, Stockpiling, Production and Transfer of Anti-personnel Mines and on their Destruction, 18 September 1997

	Movement	The International Red Cross and Red Crescent Movement comprises the ICRC, the International Federation and the National Red Cross and Red Crescent Societies. These are all independent bodies. Each has its own status and exercises no authority over the others.
N	National Society	The National Red Cross or Red Crescent Societies embody the Movement's work and Fundamental Principles in about 180 countries. They act as auxiliaries to the public authorities of their own countries in the humanitarian field and provide a range of services, including disaster relief and health and social programmes. In times of conflict, National Societies assist the affected civilian population and, where appropriate, support the army medical services.
	NATO	North Atlantic Treaty Organization
	NGO	non-governmental organization
O	OHCHR	Office of the United Nations High Commissioner for Human Rights
	Optional Protocol to the Convention on the Rights of the Child	Optional Protocol to the Convention on the Rights of the Child on the involvement of children in armed conflict, 25 May 2000
	"Our world. Your move" communication campaign	A public communication campaign on the occasion of the 150th anniversary of the Battle of Solferino (and thus the beginnings of the International Red Cross and Red Crescent Movement) and the 60 <sup>th</sup> anniversary of the Geneva Conventions. This Movement-wide campaign aims to promote humanitarian principles, to emphasize the vulnerability of victims of armed conflict and other situations of violence, and to highlight the challenges facing humanitarian action throughout the world.
P	POWs	prisoners of war
R	Restoring Family Links Strategy for the Movement	In November 2007, the Movement's Council of Delegates adopted the Restoring Family Links Strategy for the Movement. The strategy, which covers a ten-year period, aims to strengthen the Movement's family-links network by enhancing the capacity of its components to respond to the needs of those without news of family members owing to armed conflict, other situations of violence, natural disasters or other circumstances, such as migration.
	RCMs	Red Cross messages
	Rome Statute	Rome Statute of the International Criminal Court, 17 July 1998
S	Safer Access approach	An approach developed by the ICRC to help National Societies better their response to the needs of conflict victims while enhancing the safety of their workers.
	San Remo	The International Institute of Humanitarian Law, in San Remo, Italy, is a non-governmental organization set up in 1970 to spread knowledge and promote the development of IHL. It specializes in organizing courses on IHL for military personnel from around the world.
	Seville Agreement and its Supplementary Measures	The 1997 Seville Agreement and its 2005 Supplementary Measures provide a framework for effective cooperation and partnership between the members of the International Red Cross and Red Crescent Movement.
	Study on customary international humanitarian law	A 5,000-page text that is the outcome of eight years of research by ICRC legal staff and other experts who reviewed State practice in 47 countries and consulted international sources such as the United Nations and international tribunals.
U	UN	United Nations
	UNDP	United Nations Development Programme
	UNESCO	United Nations Educational, Scientific and Cultural Organization
	UNHCR	Office of the United Nations High Commissioner for Refugees
	UNICEF	United Nations Children's Fund
V	VHF	very high frequency
W	WFP	World Food Programme
	WHO	World Health Organization

# INTRODUCTION BY THE DIRECTOR OF OPERATIONS



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The ICRC is pleased to present its Emergency Appeals 2010, which describe the situations faced by people affected by armed conflict and other situations of violence, the primary objectives of the ICRC's field delegations and missions in some 80 countries around the world and the corresponding budgetary requirements. The Emergency Appeals set out the needs as identified at the time of writing in November 2009.

## TRENDS IN CONTEMPORARY ARMED CONFLICTS

The first thing to strike anyone analysing the key characteristics of today's conflicts is their average duration. In most contexts, the ICRC has now been present for two, three or even four decades. In other words, conflicts experience a combination of acute and chronic phases and rarely come to a clear-cut end, with a specific peace agreement to chart the next phase of a country's history.

Many of today's conflicts have economic roots and revolve primarily around competition for access to critical energy resources; this often explains why they are difficult to contain or to resolve. They may also have tribal, ethnic or religious dimensions, and may be characterized by the coexistence of armed groups whose *raison d'être* and primary motives tend to switch from professed political grievances to acts of banditry.

A feature of several conflict situations is the coexistence of multiple factors and their overlapping impacts on groups at risk. The combination of a weak State, collapsing infrastructure and open hostilities, mixed with politically driven actors and criminal groups, on the one hand, and environmental degradation, drought, floods or pandemics, on the other, renders entire populations extremely vulnerable. The inherent complexity of such environments, often combined with high levels of insecurity, makes it particularly difficult to determine the most relevant response to the needs.

The economic crisis has also had a marked impact on people in conflict-affected or fragile States. It remains difficult to offer a comprehensive reading of the situation, but several elements are of serious concern. These include the decline in foreign and national investment in critical industries, which in some countries has led to closures and significant job losses, and a fall in remittances, which in many conflict-affected countries influences the livelihoods of large numbers of families and the choices they are making in order to cope. Nevertheless, to date, and contrary to the 2008 food crisis, the economic crisis appears in itself not to have triggered immediate and large-scale armed unrest. This explains why there are no significant changes in ICRC budgets resulting from this phenomenon – at least not yet.



Every context has its own mix of factors that the ICRC must understand at the grassroots level if it is to provide an appropriate response to people's needs.

## THE NATURE OF VULNERABILITY AND NEEDS IN ARMED CONFLICTS AND OTHER SITUATIONS OF VIOLENCE

Throughout 2009, ICRC field staff and the staff of National Red Cross and Red Crescent Societies have been confronted with the multiple risks, difficulties and suffering that have a cruel impact on the lives of men and women in armed conflicts and other situations of violence around the world. The ICRC centres its analysis and action on these individuals and communities, focusing on people directly affected by fighting: the weapon-wounded, endangered civilians, IDPs fleeing the battle zone, and detainees at risk of ill-treatment or disappearance.

The following excerpts from the planning documents of several ICRC delegations poignantly illustrate the multiple ways in which conflict heightens people's vulnerability:

"The military offensive (...) was of unprecedented nature and scope in the means and methods of warfare used (...), the number of casualties, and the extent of the destruction of civilian property."

"Year after year, reports (...) underline the factors affecting the population: chaos, lawlessness, mass displacement, despair, hunger, (...) fragmentation of (...) society, a succession of failed peace processes (...). The combination of war and drought has weakened communities to such an extent that even traditional coping mechanisms no longer work (...)."

"There are also serious concerns about the protection of the medical mission. Elements on all sides have been disrupting medical care delivery, showing scant regard for the sanctity of health structures, staff and patients (...). Insecurity is cited as the single biggest factor preventing health care delivery and it is reported that several health centres in the most affected regions are inactive; some have been torched or destroyed, others remain shut because of direct threats to or the killing of health workers."

Armed conflicts also have *indirect* effects that result from: prolonged restriction of movement and various forms of humiliation; steady deterioration in health and sanitation conditions in and around conflict zones, which leads to deaths from largely preventable illnesses and communicable diseases; and the lack of access to safe water, arable land, basic services or humanitarian assistance.

In addition to these *direct* and *indirect physical* consequences, armed conflicts have an impact on people's *mental health*, as illustrated by another extract from a specific context:

"The assessment showed that a significant proportion of families still believe or hope that their relatives are alive and will return. Additionally, even many years after the disappearance, their emotional burden is heavy. A large percentage of those interviewed admitted being affected by intrusive thoughts and not sharing their feelings with anyone else. The assessment has highlighted the existence of a real state of psychological suffering with visible signs of depression, anxiety and psychosomatic symptoms."

Armed conflicts affect people differently if they are men or women, young or old. The ICRC has significantly improved its analysis of and response to the specific needs of women. It is currently reinforcing some of the ways in which it addresses the needs of children, but it can still significantly improve the manner in which its programming takes into account the specific needs of more elderly beneficiaries.

As ever, the priority, the essence of humanitarian action, is to save lives, and to make a real difference in efforts to reduce human suffering.

## IMPLICATIONS FOR CURRENT ICRC OPERATIONS

The ICRC was particularly active in the field in 2009. Several contexts offered confirmation that its sustained presence, its neutrality, impartiality and independence, its networks, its strategic partnerships with National Societies and its ability to deploy and respond swiftly represent significant added value in terms of addressing the needs of affected populations.

The past twelve months have seen the ICRC strongly resolved to live up to the responsibilities and pressures resulting from the highest ever initial field budget (CHF 997 million), from nine separate budget extensions amounting to CHF 144 million (Afghanistan, Democratic Republic of the Congo, Israel and the Occupied Territories, Pakistan (2), the Philippines, Sri Lanka, Yemen and Zimbabwe), and from a range of other demanding operations in contexts such as Chad, Colombia, Iraq, the Sahel region, Somalia, the southern Caucasus and Sudan.

At the same time, the ICRC faced numerous challenges to its neutral, impartial and independent approach. Limitations on access, for political or security reasons or owing to a lack of acceptance of the organization, remain a constant concern. In 2009, the ICRC experienced a range of serious incidents: three of its national staff members were killed in Sri Lanka, one national staff member was killed in a car-bomb attack that struck indiscriminately in Afghanistan and an-

other was killed in the Central African Republic. Three expatriate staff members were held hostage in the Philippines for six months, a horrendous ordeal for them and their families that placed considerable pressure on the delegation and the ICRC as a whole. Furthermore, at the time of writing, an expatriate staff member remains in the hands of armed men after being abducted in Darfur, Sudan, in late October. As in the Philippines, a crisis cell is working hard to secure his release and safe return as soon as possible.

## KEY CHALLENGES FOR THE ICRC IN 2010

### Access and proximity

The fundamental challenge for the ICRC remains its access to populations or individuals affected by armed conflict and other situations of violence.

The ICRC is under constant pressure to live up to its commitment to work in proximity to those in need. Proximity is often described in terms of staff presence in a variety of locations in a given context. It is a notion, however, that must encompass far more than geographical location and physical presence. It needs to include a thorough understanding of the individual circumstances of each vulnerable person and of the multiple factors affecting his or her safety and well-being. It entails understanding the profound physical and psychological scars that armed violence leaves on people.

### Perception, acceptance, security and dialogue with all

The issues of perception and acceptance are related factors. They are influenced by the quality and perceived relevance of ICRC activities for affected people, by the credibility of the organization's efforts to seek respect for rules of IHL and by the discipline with which it shows adherence to its Fundamental Principles. They are also influenced by the quality of the ICRC's dialogue with all those engaged in or in a position to influence armed conflicts and other situations of violence.

One can never *presume* to have achieved positive acceptance, certainly not in this day and age. ICRC teams invest daily in efforts to build relations, generate understanding, and thus obtain and maintain acceptance. In some countries, where it has been present and active for many years, often in close partnership with the National Society, the ICRC has generated positive understanding and benefits from the fact that various actors and parties have seen the results of its work. In other contexts, where operations are more recent, networks are still being developed and relations are being formed amid great pressure to respond to pressing needs. The behaviour of individual staff members, their sensitivity, and an ability to truly listen and to assimilate a variety of perceptions are key to this endeavour.

### Safeguarding the essence of neutral, impartial and independent humanitarian action

The ICRC's capacity to demonstrate the added value of neutral, impartial and independent humanitarian action and the relevance of IHL remains an important factor in today's conflict environments. For the ICRC to have a real impact on the lives of populations in conflict zones across the world, what it says must tally with what it actually does; this element of predictability and credibility is crucial.

### Focusing on operational and security management

In recent years, much has been said and written about the mounting security challenges facing humanitarian organizations. The militarization of aid and the blurring of lines are hotly debated issues. The risk of humanitarian agencies being instrumentalized and insufficiently separate from political and military agendas is regularly highlighted.

Humanitarian action appears to be rejected with growing frequency by a wide range of armed groups, for a variety of reasons that range from political opportunism to the perception that humanitarian work is part of a broader political and military agenda. Attacks on humanitarian workers have become so numerous in the past three years that several observers have spoken of a profound crisis for humanitarian action in general.

The ICRC is convinced of the importance of maintaining decentralized security management, through its large network of national and international staff. It realizes that with its current broad scope of action, there is an inherent level of exposure to risk that needs to be carefully and systematically managed. This implies taking nothing for granted and clearly recognizing the fragility of its operations in many contexts.

### A truly universal anchorage

The ICRC is seeking to become truly universal in its thinking and action. It is vital that it understand not only local situations but also how different regional and global players perceive crisis situations across the globe and understand humanitarian dynamics. In addition, the ICRC must manage to secure a more profound and genuine anchorage in the various regions of the world.

### Scope of action and multidisciplinary response

The ICRC's ability to sustain a broad scope of action and a multidisciplinary response continues to be demanding, but necessary. It includes the notion of a solid centre of gravity in zones of armed conflict and other situations of violence,

ICRC action in early recovery and transition phases and when natural disasters strike in conflict-affected regions, as well as a readiness to explore mixed political/criminal situations in urban settings, with a view to learning for the future. This requires a diversified set of response capacities, from rapid response to dealing with the effects of chronic crises and restoring livelihoods.

The broad range of approaches and services that the ICRC can today design and deploy, either alone or in conjunction with National Societies, in principle adds flexibility to defining context-relevant strategies.

Managing a broad scope of action also entails a responsibility to focus and prioritize, notably when it comes to prevention and cooperation activities. The same applies to the ability to downsize where it is justified, as in Georgia, Liberia and Uganda.

### **Coordination and partnerships**

A prominent feature of the ICRC's approach to partnerships is the organization's strategic interaction with and investment in the National Societies of countries where it conducts operations. This entails ensuring better integration of National Society capacities and expectations into ICRC planning and programming and more focused support for National Society capacity-building objectives.

Particular emphasis will be placed in 2010 on maintaining or reinforcing operational interaction with National Societies in a range of conflict situations, from Afghanistan to Colombia, the Democratic Republic of the Congo, Israel and the occupied Palestinian territory, Pakistan, the Philippines, Somalia and Yemen.

Furthermore, the ICRC will pursue and broaden its efforts to establish closer and more diversified relations with a range of other National Societies committed to working internationally, to promote sound Movement coordination and to foster innovative approaches to partnerships.

The ICRC has mainstreamed its coordination approach – reality-based and response-oriented – with other humanitarian actors. In this respect it will maintain relations with a range of NGOs and UN agencies, engaging in dialogue at strategic and field level.

### **Budget features and operational priorities in 2010**

The present document contains an initial appeal for CHF 983.2 million to cover ICRC field activities in 2010.

A central feature of the ICRC's 2010 budget is that it reflects the organization's current level of operational engagement worldwide to address the needs of populations at risk in a credible way. It is a stable budget, at just 1% below the initial 2009 budget, the largest the ICRC has ever presented.

This high level of commitment is in part explained by sustained access in key conflict zones and significant increases in medical activities, an area in which the ICRC is seeking to strengthen its action both independently and in partnership with National Societies.

The ICRC will retain the ability to deploy its rapid response teams in the event of specific unforeseen crises or major new emergencies. It will carefully monitor the effects of the economic crisis on the livelihoods of communities in conflict-affected or fragile countries.

The 10 largest operations worldwide will be: Afghanistan (CHF 86.0 million), Iraq (CHF 85.2 million), Sudan (CHF 76.3 million), the Democratic Republic of the Congo (CHF 66.3 million), Israel and the Occupied Territories (CHF 61.5 million), Pakistan (CHF 56.6 million), Somalia (CHF 54.9 million), Colombia (CHF 36.9 million), Yemen (CHF 23.9 million), and Chad (CHF 22.1 million).

## **CONCLUSION**

From a humanitarian perspective, armed conflicts and violence are about people, the suffering they are exposed to, and the action that must be taken to prevent, mitigate or put an end to that suffering. Every single day of the year, ICRC and National Society staff are confronted with the multiple effects of armed hostilities and violent attacks on people's safety, integrity, dignity and livelihoods.

The ability to make a difference continues to depend on several things: the capacity to analyse and anticipate trends, a readiness to adapt to change throughout the year and to take (carefully considered) risks to reach populations, competence, creativity and determination on the part of ICRC staff in the field, and acceptance and understanding on the part of a multiplicity of stakeholders. It also requires – and this is essential – donor support: from governments, National Societies, civil society and the private sector.

At the end of a year marked by uncertainty resulting from the financial crisis, by several fresh emergencies and by persistent conflicts requiring ongoing attention, the ICRC is particularly grateful for the donors' exceptional support and confidence.

The strength and quality of that support cannot be overemphasized. It is critical in enabling the ICRC to live up to its mandate and shoulder its related responsibilities. The respect for the ICRC's neutrality, impartiality and independence that accompanies this financial support is also acknowledged and appreciated.

The ICRC's energy and commitment stem from its sense of duty to make a difference for people affected by armed conflict and other situations of violence. Every day, our 12,000 staff members work towards that fundamental goal and their determination to succeed is immense.

A handwritten signature in black ink, consisting of a large 'P', a smaller 'K', and a stylized 'H' followed by a circular flourish.

Pierre Krähenbühl  
Director of Operations

# ICRC MANAGEMENT FRAMEWORK AND DESCRIPTIONS OF PROGRAMMES

## ICRC corporate management framework

Strategic management model  
Comprehensive analysis and multidisciplinary and complementary approaches  
Modes of action  
Levels of intervention  
Services at headquarters  
Target populations in field operations

## Programme descriptions

Protection  
Assistance  
Prevention  
Cooperation with National Societies  
General  
Overheads  
Contingency

## ICRC field structure

Regional breakdown  
Operations worldwide

## Contributions

Levels of earmarking  
Contributions in kind  
Contributions in services

## Description of the accounting model

Overview  
Cost type accounting  
Conclusion

## Annexes

The ICRC operational approach to result-based management: improving humanitarian action  
The ICRC operational approach to women and girls  
The ICRC operational approach to internal displacement

## ICRC CORPORATE MANAGEMENT FRAMEWORK

### STRATEGIC MANAGEMENT MODEL

The ICRC's strategic management model integrates the ICRC mission, its four-year strategy and the factors that contribute to the successful fulfilment of the organization's mission:

- ▶ the **ICRC mission statement**: according to the mission statement, the **overall humanitarian mission** of the ICRC, as an “impartial, neutral and independent organization” rooted in IHL, is “to protect the lives and dignity of victims of war and internal violence and to provide them with assistance”. The ICRC is part of the International Red Cross and Red Crescent Movement.
- ▶ the **ICRC's four-year strategy**, which is made available publicly and in the ICRC's yearly Headquarters Appeal: the ICRC's strategy for 2007–2010 assesses opportunities and challenges in the environment in question, analyses the most important stakeholders, and defines the organization's desired positioning, the scope of its action, and its ambitions (1). The strategy clearly states the values and principles guiding the ICRC's action and attitudes (3). It also sets strategic priorities for fulfilling the ICRC's humanitarian mission – to protect lives and the dignity of victims of armed conflict and other situations of violence and to provide them with assistance (2). The implementation of the four-year strategy requires action in three **working areas**:
  - “environment and external stakeholders” (1)
  - “resources and management processes”, knowledge and skills, programmes, etc. (2)
  - “values and organizational culture” (3)

- ▶ the **ICRC's key success factors**: these are the elements critical to the organization and its work. In each area, the ICRC encounters risks and opportunities; by influencing these areas, the ICRC can reduce its vulnerability to the risks and take better advantage of the opportunities, thus improving its response to the needs of people affected by armed conflict and other situations of violence and positioning itself as a main player in this respect:

- three factors that are related mainly to the “external environment” (external key success factors): **access** (to victims), **reputation/acceptance** and **positioning**
- three factors that are related mainly to “the ICRC's own capacity to act” (internal key success factors): **relevance** (of response), **organization and processes**, **human resources capacity and mobility**

They are defined as follows:

- **access**: **access** to victims refers to reaching people affected by armed conflict and other situations of violence in order to assess their situation, to deliver aid and to document allegations of abuse or violations of IHL committed by parties to the conflict. The ICRC's access to those in need depends greatly on its reputation and on acceptance of the organization by parties to the conflict and by key decision makers
- **reputation/acceptance**: the ICRC's **reputation** refers to the way in which the organization is perceived by parties to the conflict and by other key stakeholders. **Acceptance** of the organization involves parties to the conflict and other key stakeholders recognizing and accepting the neutral, impartial, and independent nature of the ICRC and its specific mandate under IHL and the Statutes of the Movement to protect and assist those affected by armed conflict and other situations of violence.

The ICRC's reputation and the extent to which the organization is accepted directly influence its ability to gain access to victims and to attract qualified staff and funding

- **positioning: ICRC positioning** refers to the position of the ICRC within the field of humanitarian response (in terms of purpose, complementarity, benchmarking, etc.), its perceived added value for the people affected by armed conflict and other situations of violence, and donors' perception of the organization's relevance, effectiveness and efficiency
- **relevance:** the **relevance** of the ICRC's response refers to meeting the most pressing needs of people affected by armed conflict and other situations of violence in an evidence-based, result-oriented and timely manner, and using the ICRC's traditional modes of action (support, substitution, persuasion, mobilization, denunciation)
- **organization and processes: organization and processes** pertains to the structure of the ICRC and its decision-making, working, and information management processes. It includes the management models, structures, procedures and rules that govern the work of its staff and contribute to the ICRC's reputation as a professional, effective and efficient organization
- **human resources capacity and mobility: the capacities and mobility of the ICRC's human resources** refers to the organization's values, policies, strategies and methods for managing its staff. It also refers to the willingness and readiness of staff members to serve better the ICRC and people affected by armed conflict and other situations of violence

## COMPREHENSIVE ANALYSIS AND MULTIDISCIPLINARY AND COMPLEMENTARY APPROACHES

The ICRC endeavours to respond to the humanitarian needs arising from today's complex armed conflicts and other situations of violence in the most timely, humane and professional way possible. Each situation requires thorough analysis, a sensitive but objective assessment of the needs and human suffering, and the design and implementation of specific and efficient humanitarian responses.

Today more than ever, situations have to be considered holistically, in a way that integrates local, regional and global elements and takes into account the broad range of problems and needs of the populations the ICRC wants to help. Therefore, for any action to be undertaken, a comprehensive analysis is carried out: of the situation, the actors present, the stakes and the dynamics. This enables the ICRC to identify the people adversely affected and their needs. An effective response requires a clear understanding of the cause of the problems and a good knowledge of local facilities, their capabilities and their potential. The ICRC endeavours to obtain an overall perspective of an issue of humanitarian concern by looking at all aspects of

the problem and all possible responses. It is also important that the ICRC ensures the coherence of its activities in the medium and long term.

The ICRC's mission is a dynamic that combines the defence of individual rights through respect by the authorities and other actors of their obligations with a response to needs through neutral, impartial and independent action. As described in the ICRC's mission statement, the organization combines four approaches in its overall strategy after analysing a situation in order to, directly or indirectly, in the short, medium or long term, ensure respect for the lives, dignity, and physical and mental well-being of victims of armed conflict and other situations of violence. Such action seeks to prevent (prevention), eradicate the cause of (protection) and alleviate (assistance) human suffering in armed conflict or other situations of violence and strengthen the Movement (as a network) (cooperation). Promotion of the adoption of and respect for legal norms, confidential representations in the event that obligations are not fulfilled or laws are violated, delivery of relief aid, communication campaigns and the training of first-aid volunteers are all part of a coherent humanitarian mission. Effective monitoring and critical evaluation, drawing on lessons learnt from past experience, are also crucial to this process, as is coordination with the numerous actors present on the increasingly complex humanitarian scene.

To carry out comprehensive analysis, set objectives and define and implement plans of action, the ICRC works with a dynamic network of multidisciplinary teams composed of specialists and general staff who are led and coordinated by competent management with clear policies and priorities. The implementation of the ICRC mission is characterized by the strategic use of various **modes of action** at **different levels of intervention**, at the headquarters the delivery of various **services** and in its field operations a focus on different **target populations** associated with a diverse range of activities requiring varied skills and expertise (**programmes**).

## MODES OF ACTION

The modes of action used by the ICRC are the following:

- **persuasion:** confidential representations addressed to the authorities and aimed at convincing them to enhance respect for IHL and/or other fundamental rules protecting persons in situations of violence and to take measures which improve the circumstances of people affected by such situations
- **mobilization:** activities aimed at prevailing on third parties to influence the behaviour or actions of the authorities, to support them, or to provide services to people in need directly
- **denunciation (resorted to by the ICRC only in exceptional circumstances and under strict conditions):** public declarations regarding violations of IHL or other fundamental rules protecting persons in situations of violence committed by specific actors, for the purpose of bringing a halt to such violations or preventing their reoccurrence

- ▶ **support:** activities aimed at providing assistance to the authorities so that they are better able to carry out their functions and fulfil their responsibilities
- ▶ **substitution:** activities to provide services to people in need directly, often in place of authorities who are not able or not willing to do so

The modes of action used by the ICRC depend on the situation, the problems encountered and the objectives to be achieved. They aim to make the relevant actors aware of and fulfil their responsibilities. The ICRC does not limit itself to any one of them; on the contrary, it combines them, striking a balance between them either simultaneously or consecutively.

## LEVELS OF INTERVENTION

The activities carried out under the ICRC's programmes are conducted at the following **complementary** levels to reach common objectives in aid of the affected populations:

- ▶ **preventing or alleviating the immediate effects** of an emerging or established pattern of abuse or problem (responsive action)
- ▶ **restoring dignified living conditions** through rehabilitation, restitution and reparation (remedial action)
- ▶ **fostering a social, cultural, institutional and legal environment** conducive to respect for IHL and/or other fundamental rules protecting persons in situations of violence (environment-building action)

## RESULT-BASED MANAGEMENT

At least once a year, on the basis of an analysis of the given situation and of the humanitarian issues, the ICRC defines objectives and plans of action for the coming year for each context in which it operates. The plans of action describe how the ICRC aims to work towards the objectives in question. Changes in situations and humanitarian issues may require objectives and plans of action to be revised during the year. Objectives and plans of action are organized according to target populations and list activities according to programme (see descriptions below). The accounting system is structured accordingly (see description below).

ICRC Appeals provide donors with information about these objectives and plans of action and their corresponding budget.

The ICRC also produces an Annual Report, which provides information – descriptive, quantitative and financial – regarding those objectives and plans of action.

Whenever possible the reporting is result-oriented. It includes a description of the products and services resulting from processes that use a combination of resources, and their effect or results at output, outcome or impact level.

The ICRC works according to the following definitions of the terminology used, adopted on the basis of a common understanding in existing literature:

- ▶ **input:** human, technical, material and financial resources and logistical means that enable a person/organization to do something
- ▶ **activity:** any action or process through which inputs are combined to generate goods and services (outputs)
- ▶ **output:** the products, goods and services that people receive as a result of ICRC activities and that are expected to **lead** to the achievement of outcomes
- ▶ **outcome:** short- and medium-term
  - **short-term outcome:** the likely, or achieved, short-term effects of the output that are expected to **lead** to the achievement of medium-term outcome
  - **medium-term outcome:** the likely, or achieved, medium-term (1–5 year) effects of the short-term outcome that are expected to **contribute** to the impact
- ▶ **impact:** primary and secondary long-term effects to which interventions **contribute**, positively or negatively, directly or indirectly, intended or unintended. The ICRC, as any other actor, is likely only to contribute to an impact. Many factors will come into play: some man-made, others occurring naturally

## SERVICES AT HEADQUARTERS

In setting its headquarters objectives and plans of action, the ICRC has drawn up a standard list of six services, divided into three broad categories. These are defined as follows:

- ▶ **Guidance**
  - **Environment scanning and analysis:** services that analyse and monitor the organization's environment
  - **Policy and guidelines/Research and development:** either services that formulate policies and strategic positions and ensure that they are implemented in a coherent manner (monitoring and follow-up) or services that develop specific expertise for transfer to units and divisions at headquarters and in the field
- ▶ **Internal support**
  - **Corporate support:** services aimed at all units and divisions at headquarters and the field and which provide back-office support to ensure that the organization runs smoothly
  - **Support for action:** services that support and assist units and division at headquarters, as well as field delegations (often at their own request), in fulfilling their mission in a given context (contextualization of expertise)
- ▶ **External interaction**
  - **External relations/Humanitarian diplomacy/Mobilization:** services that manage relations with the various actors in the ICRC's environment; undertake diplomatic *demarches* and representations; and promote the organization's position
  - **Services and products:** services and products aimed on the one hand at National Societies, international organizations and other NGOs, govern-

ments and States, and on the other at beneficiaries/individuals

Each service contributes to achievement of the aims outlined in one or more of the key success factors.

## TARGET POPULATIONS IN FIELD OPERATIONS

In setting its field objectives, the ICRC has drawn up a standard list of seven target groups, divided into two broad categories. These are defined as follows:

i) **Affected populations/persons** are individuals or segments of the population suffering the direct and/or indirect effects of a confirmed or emerging situation of armed conflict or violence, who do not or no longer take a direct part in the hostilities or violence. The aim of ICRC action for such people is to ensure that they are respected and protected and to alleviate the suffering caused by the situation, in accordance with the provisions of IHL and internationally accepted standards. The ICRC distinguishes between three different groups of people:

- **civilians:**

all people who do not or no longer take a direct part in hostilities or violence but whose physical or mental integrity and dignity are either threatened or affected during an armed conflict or another situation of violence

- **people deprived of their freedom:**

all individuals deprived of their freedom in connection with an armed conflict or another situation of violence, such as prisoners of war, civilian internees and security detainees

- **the wounded and sick:**

people – civilians or weapon bearers – injured or suffering from disease or otherwise in need of medical assistance or care in an armed conflict or another situation of violence

ii) Then there are **influential individuals or institutions** that, because of their roles and functions, may directly or indirectly take action to curb, avoid or put an end to violations of IHL or other fundamental rules protecting persons in situations of violence, and protect or aid those affected when humanitarian problems arise. The ICRC endeavours to persuade them to take action, in the manner most conducive to promoting full respect for those fundamental rules and to ensuring that the people in need receive protection and assistance. This second broad category comprises the following:

- **the authorities:**

political decision-makers (civil, administrative or legislative authorities, whether official or unofficial)

- **armed forces and other weapon bearers:**

armed, police and security forces, and all State and non-State actors involved in armed violence

- **civil society:**

the public at large, representatives of civil society or other actors exerting influence, such as the media, associations of various kinds, NGOs, religious authorities or opinion-makers, economic entities, young people, university students and academic institutions

- **the Movement:**

besides the ICRC, the Movement comprises the National Societies and their International Federation. There is a National Society in almost every country in the world, carrying out humanitarian services for the benefit of the community. For the ICRC, the existence of a local partner in each country is a valuable asset and one of the distinguishing features of cooperation within the Movement

### Particular concerns

The ICRC devotes particular attention to certain individual characteristics and situations which further increase vulnerability. As the civilian population becomes increasingly caught up in armed conflicts, specific problems may engender or exacerbate vulnerability among women, children, the elderly or minorities.

As warring parties fight for territorial control, more and more civilians are displaced. Forced displacement could aim to weaken enemy forces by targeting communities considered to be supportive of them, or to facilitate appropriation of property or access natural resources. **Internally displaced people** are those compelled to flee their homes, leaving most of their personal belongings behind, often to resettle in over-populated areas in conditions of extreme poverty, without gainful employment and seldom having the benefit of services such as a clean water supply, sewage systems, health care or education.

**Children** are not spared in armed conflict; they not only represent a large segment of the population but are also more vulnerable than adults. They should benefit both from the general protection guaranteed by law as people not taking a direct part in hostilities and from specific protection as a particularly vulnerable group (children are covered by 25 articles in the 1949 Geneva Conventions and their 1977 Additional Protocols). Yet three out of every five war victims assisted by the ICRC are children. They are often the powerless witnesses of atrocities committed against their relatives. Many of them are killed, wounded or imprisoned, torn from their families, forcibly recruited into combat, compelled to flee or left without even an identity.

**Women and girls** mostly experience armed conflict as civilians, and as such are often exposed to acts of violence. Such acts include death or injury from indiscriminate attacks and mine explosions, but also direct assaults. Sexual violence, including rape, is widespread and often used as a method of warfare against the civilian population, with women and girls as the main victims. In addition, the loss of male relatives, deprivation of access to the basic means of survival and health care makes women and girls vulnerable. It is therefore imperative to understand in which way, owing to their status and role in a given context, women and girls are affected by a situation



of violence and how best humanitarian programmes can contribute to alleviating their plight.

Too often in armed conflicts **people fall victim to the effects of weapon contamination**. The ICRC, together with National Societies, implements activities aimed at reducing the impact of weapon contamination on communities living in contaminated areas. The response provided is adapted to each situation and can comprise a range of activities, across all ICRC programmes. This involves: providing policy guidance and technical support on weapon contamination issues to National Societies and representing the Movement internationally on these matters; working with protection, economic security and water and habitat programmes to ensure that weapon contamination as a potential source of vulnerability is included in assessments and programme planning; supporting National Society capacity building and their integration into national mine-action capability; deploying a rapid response capacity to ICRC delegations in emergencies where weapon contamination poses a threat to the ICRC and/or the population; contributing to the development of international mine-action policy, methodologies and systems.

There is a need to continuously heighten awareness of the tragic fate of people **missing** as a result of armed conflict and other situations of violence and to seek ways of alleviating the anguish suffered by their families. In the wake of the International Conference of Governmental and Non-Governmental Experts on the missing and their families, convened by the ICRC in Geneva in February 2003, and the pledge made at the 28th International Conference of the Red Cross and Red Crescent in December 2003, operational guidelines have been established to prevent disappearances and to respond to the needs and suffering of the families left behind. They continue to be implemented on the ground by the relevant ICRC delegations worldwide with the recommendations pertaining to **human remains** and **forensic sciences**, which include: operational support to ICRC field operations on all matters related to human remains and the forensic sciences; training and advice on best practices in the forensic sciences as they relate to the search for the missing, including in natural disasters; spreading knowledge of and promoting those best practices; development of tools, including for the collection and management of information, guidelines, manuals and publications to empower investigations into cases of missing persons; carrying out forensic case-work in ICRC operational contexts that require it. Moreover, the ICRC continues to heighten concern about the issue of missing persons and their relatives among governments, NGOs, UN agencies and relevant segments of civil society and to emphasize the importance of addressing and ultimately resolving the issue.

**As the ICRC aims to provide a comprehensive response to all populations affected by armed conflict or violence, neither its programmes (protection, assistance, prevention and cooperation with National Societies) nor their corresponding budgets are designed in such a way as to cater solely to one or another of the**

**specific groups described above. Donors wishing to help the ICRC manage contributions to its programmes in the most efficient way possible are referred to the proposed criteria for levels of earmarking set out in the “Contributions” section of this chapter available in the *Emergency Appeals, Overview of Operations and Annual Report* published each year.**

## PROGRAMME DESCRIPTIONS

### PROTECTION

In order to preserve the lives, security, dignity and physical and mental well-being of people adversely affected by armed conflict and other situations of violence, the ICRC has adopted a protection approach that aims to ensure that the authorities and other players involved fulfil their obligations and uphold the rights of individuals protected by law. It also tries to prevent and/or put an end to actual or probable violations of IHL and other bodies of law protecting people in such situations. The protection approach focuses both on the causes or circumstances of violations, targeting those responsible and those who can influence them, and on the consequences of the violations.

Protection programmes cover all activities designed to ensure protection of the victims of armed conflicts and other situations of violence. The beneficiaries are resident and displaced civilians, people deprived of their freedom (in particular prisoners of war, security detainees, internees and other vulnerable people), people separated from their relatives because of conflict, violence or other circumstances, such as natural disasters or migration, and missing people and their families.

As a neutral and independent humanitarian organization, the ICRC seeks to ensure that all the parties to a conflict and all authorities provide individuals and groups with the full respect and protection that are due to them under IHL and other fundamental rules protecting persons in situations of violence. In response to violations of these rules, the ICRC endeavours, as much as possible through constructive and confidential dialogue, to encourage the authorities concerned to take corrective action and to prevent any recurrence. Delegations monitor the situation and the treatment of the civilian population and people deprived of their freedom, discuss their findings with the authorities concerned, recommend measures and conduct follow-up activities.

### Respect for people deprived of their freedom

The objective of the ICRC's activities for people deprived of their freedom is purely humanitarian, namely to ensure that their physical and mental integrity is fully respected and that their conditions of detention are in line with IHL and/or internationally recognized standards. As circumstances dictate, the ICRC strives to prevent forced disappearances or extrajudicial executions, ill-treatment and failure to respect fundamental judicial guarantees, and, whenever necessary, takes action to improve conditions of detention. This involves in particular:

- ▶ negotiating with the authorities to obtain access to people deprived of their freedom wherever they may be held, in accordance with procedures that guarantee the effectiveness and consistency of ICRC action
- ▶ visiting all detainees, assessing their conditions of detention and identifying any shortcomings and humanitarian needs
- ▶ monitoring individual detainees (for specific protection, medical or other purposes)
- ▶ maintaining family links (such as facilitating family visits or forwarding RCMs)
- ▶ under specific conditions, providing material and medical relief supplies to detainees or engaging in co-operation on specific projects with the detaining authorities
- ▶ fostering a confidential and meaningful dialogue with the authorities at all levels regarding any problems of a humanitarian nature that may arise

Visits to places of detention are carried out by the ICRC in accordance with strict conditions:

- ▶ delegates must be provided with full and unimpeded access to all detainees falling within the ICRC's mandate and to all places where they are held
- ▶ delegates must be able to hold private interviews with the detainees of their choice
- ▶ delegates must be able to repeat their visits
- ▶ detainees falling within the ICRC's mandate must be notified individually to the ICRC, and the ICRC must be able to draw up lists of their names

## Respect for civilians

Protection activities for the civilian population are intended to ensure that individuals and groups not or no longer taking a direct part in hostilities are fully respected and protected, in accordance with IHL or other fundamental rules protecting persons in situations of violence. This involves in particular:

- ▶ engaging in dialogue with the relevant parties at all levels to discuss humanitarian issues and to remind them of their legal obligations
- ▶ monitoring individuals and communities who are particularly vulnerable and/or exposed to serious risks of abuse, and reducing their exposure to those risks

## Restoring family links

These activities aim to restore or maintain contact between members of families, including people deprived of their freedom, who have been separated by an armed conflict, another situation of violence or in relation with a natural disaster, with a view to relieving their mental anguish. This involves in particular:

- ▶ forwarding family news (through various means, such as RCMs, radio broadcasts, the telephone and the Internet) via the worldwide Red Cross and Red Crescent network (National Societies and ICRC delegations)

- ▶ tracing persons separated from their families, in particular unaccompanied and separated children, including demobilized child soldiers
- ▶ collecting information on detentions, disappearances and deaths, collecting tracing requests from the families of missing people and submitting them to the relevant authorities for clarification
- ▶ organizing repatriations and family reunifications
- ▶ facilitating family visits to detainees or across front lines
- ▶ issuing ICRC travel documents for people who, owing to a conflict, do not or no longer have identity papers and are about to be repatriated or resettled in a third country

## Missing persons

Activities for missing persons are intended to shed light on the fate and/or whereabouts of people who are unaccounted for as a consequence of an armed conflict or other situation of violence, and thereby respond to the suffering caused to their relatives by the uncertainty surrounding their fate. This involves promoting and supporting mechanisms to help clarify the fate of missing persons, including the collection and management of information and the recovery and identification of human remains, facilitating dialogue between the authorities and the families of missing people, and responding to the latter's needs.

## ASSISTANCE

The aim of assistance is to preserve life and/or restore the dignity of individuals or communities adversely affected by an armed conflict or other situation of violence. Assistance activities address the consequences of violations of IHL or other fundamental rules protecting people in situations of violence. They may also tackle the causes and circumstances of such violations by reducing risk exposure.

Assistance programmes are designed to preserve or restore acceptable living conditions for people affected by armed conflict or other situations of violence, to enable them to maintain an adequate standard of living in their respective social and cultural context until their basic needs are met by the authorities or through their own means. The beneficiaries are primarily resident or displaced civilians, vulnerable groups such as minorities and the families of people who are unaccounted for, the sick and the wounded (both military and civilian) and people deprived of their freedom.

## Economic security

Economic security programmes are designed to ensure that households and communities have access to the services and resources required to meet their essential economic needs, as defined by their physical condition and social and cultural environment. In practice, this translates into three different types of intervention:

- ▶ relief interventions: to protect lives and livelihoods by providing people in need with the goods and/or ser-

vices essential for their survival when they can no longer obtain them through their own means

- production interventions: to protect or enhance a household's or community's asset base – its means of production – so that it can maintain or recover its livelihood
- structural interventions: to protect livelihoods by influencing processes, institutions and policies that have a direct impact on a target population's capacity to maintain its livelihood over time (such as agricultural or livestock services)

## Water and habitat

Water and habitat programmes are designed to ensure access to water (for both drinking and household use) and to a safe living environment.

In situations of acute crisis, infrastructure may have been damaged by fighting and basic services may not work or be inaccessible. People may be forced to leave their homes to look for water in a hostile environment. By monitoring the situation and implementing projects when and where necessary, in both urban and rural contexts, the ICRC ensures access to water and safe environmental sanitation conditions, and promotes basic health care by taking emergency action and supporting existing facilities.

In emerging crises, chronic crises and post-crisis situations, the priority is to support and strengthen existing structures through initiatives taken in conjunction with the authorities and/or through specific programmes that meet the needs of the population in a viable, sustainable manner.

## Health services

Health-related activities are designed to ensure that the health needs of people in armed conflict or other situations of violence are met according to defined minimum packages of health services/care. **Curative and preventive health interventions** remain at the heart of ICRC projects; saving lives and alleviating suffering are the central objectives of health assistance.

Such assistance can entail support to local or regional health services and when necessary substituting for them on a temporary basis. ICRC health interventions involve:

- either implementing activities directly, supporting existing structures/organizations, or mobilizing others in order to carry out first aid, war surgery or health care delivery in conflict situations. This includes primary health care and other hospital-related activities such as emergency surgery, paediatrics, obstetrics and gynaecology, hospital management, physical rehabilitation programmes and health in detention
- negotiating with the authorities in order to guarantee safe access to quality health care for the affected population and a safe working environment for medical personnel

## Physical rehabilitation

Physical rehabilitation is an integral part of the process needed to ensure the full participation and inclusion in society of people with disabilities. It involves providing disabled people with assistive devices, such as prostheses, orthoses, walking aids and wheelchairs, together with the therapy that will enable them to make the fullest use of those devices. Physical rehabilitation must also include activities aimed at maintaining, adjusting, repairing and renewing the devices as needed.

ICRC physical rehabilitation assistance is designed to strengthen the overall physical rehabilitation services of a given country. It aims to improve the accessibility of services and their quality, and to develop national capacities to ensure their long-term viability. ICRC physical rehabilitation projects aim to allow the physically disabled to participate fully in society, both during and after the period of assistance.

Although its focus is physical rehabilitation, the ICRC Physical Rehabilitation Programme recognizes the need to develop projects in cooperation with others so as to ensure that beneficiaries have access to other services in the rehabilitation chain.

## PREVENTION

The aim of prevention is to foster an environment that is conducive to respect for the lives and dignity of those who may be affected by an armed conflict or other situation of violence, and that is favourable to the work of the ICRC. The approach has a medium- to long-term outlook and aims to prevent suffering by influencing those who have a direct or indirect impact on the fate of people affected by such situations, and/or who can influence the ICRC's ability to gain access to these people and operate efficiently in their favour. In particular, the prevention approach involves communicating, developing, clarifying and promoting the implementation of IHL and other relevant bodies of law, and promoting acceptance of the ICRC's work.

## Implementation of IHL

Implementation activities aim to promote the universal ratification of IHL treaties and the adoption by States of legislative, administrative and practical measures and mechanisms to give effect to these instruments at national level. It is also important to ascertain that proposals to develop domestic laws do not undermine existing IHL norms. Implementation activities also aim to foster compliance with IHL during armed conflicts and to ensure that national authorities, international organizations, the armed forces and other bearers of weapons correctly understand the law applicable in such situations. This involves in particular:

- promoting IHL treaties among the relevant authorities by making representations to governments, providing training in IHL and drafting technical documents and guidelines to further national implementation
- providing technical advice and support for the implementation of IHL, undertaking studies and carrying

- out technical assessments of the compatibility of national legislation with this body of law
- ▶ translating existing IHL and human rights texts and materials into different languages
- ▶ encouraging and helping authorities to integrate IHL into the doctrine, education and training of national armed, police and security forces, and into the training and education programmes for future leaders and opinion-makers in universities and schools

## Development and clarification of IHL

These activities aim to promote the adoption of new treaties and instruments or to promote the clarification of IHL concepts in order to make the law more effective and to respond to needs arising as a result of technological progress and the changing nature of armed conflict. At the same time, the ICRC furthers the development of customary international humanitarian law by assessing State practice. This involves in particular:

- ▶ taking part in meetings of experts and diplomatic conferences held to develop new treaties or other legal instruments, and formulating bilateral and multilateral initiatives to promote their acceptance by governments and relevant organizations
- ▶ monitoring new developments, carrying out studies, organizing meetings of experts and drafting proposals

## Communication

The following complementary communication approaches constitute a key component of preventive action and facilitate ICRC access to the victims of armed conflict and other situations of violence:

- ▶ public communication which aims to inform and mobilize key stakeholders on priority humanitarian issues and to promote greater understanding of and support for IHL and the work of the ICRC
- ▶ processes to scan the humanitarian environment at global, regional and local level with a view to identifying, understanding and addressing perceptions and issues having an impact on the ICRC's ability to operate
- ▶ developing and implementing strategies to influence the attitudes and actions of political authorities and weapon bearers
- ▶ developing communication strategies and tools to mobilize key target groups – such as leaders and opinion-makers – in favour of respect for IHL and acceptance of ICRC action on behalf of victims of armed conflict
- ▶ supporting the implementation of the youth education programme – Exploring Humanitarian Law – to help young people embrace humanitarian principles and the social and legal norms intended to protect life and human dignity
- ▶ reinforcing links with academic circles to consolidate a network of IHL experts and developing partnerships with institutes and research centres specializing in IHL

- ▶ responding to public information requests on humanitarian norms, issues and action in situations of armed conflict
- ▶ producing – and translating into a range of languages – print, audio-visual and web-based communication materials to support and communicate the ICRC's activities

## Weapons issues and mine action

The ICRC pays particular attention to promoting measures to restrict or prohibit the use of weapons that have indiscriminate effects or cause superfluous injury or unnecessary suffering. This includes promoting the application of existing IHL norms on the use of weapons and the development, when appropriate, of additional norms in response to the field realities witnessed by the ICRC or the emergence of new technology.

The ICRC, working closely with National Societies, also implements preventive mine-action activities in situations where mines, cluster munitions and other explosive remnants of war represent a danger to the population. These programmes are adapted to each individual situation and can comprise a range of activities that seek to define the problem, facilitate a flexible and effective response and take into account the activities of others in this field.

It involves in particular:

- ▶ making representations to governments and other weapon bearers
- ▶ providing an IHL perspective on weapons issues in national and international forums
- ▶ holding meetings of military, legal, technical and foreign affairs experts to consider, *inter alia*, issues relating to emerging weapons technology and the impact in humanitarian terms of the use of certain weapons
- ▶ promoting the full and faithful implementation of treaties such as the Mine Ban Convention, the Convention on Certain Conventional Weapons and – once it enters into force – the Convention on Cluster Munitions, and providing IHL perspectives in meetings on relevant arms treaties
- ▶ providing policy guidance and technical support on mines and other arms issues to National Societies and representing the Movement internationally on these matters
- ▶ attending meetings with key mine-action organizations that contribute to the development of mine-action policy, methodologies and systems
- ▶ planning and implementing preventive mine-action activities, often in cooperation with National Societies, to limit the physical, social and economic impact of mines, cluster munitions and other explosive remnants of war
- ▶ deploying a mine-action rapid response team to provide technical support to ICRC delegations working in emergencies where mines, cluster munitions and other explosive remnants of war pose a threat to the ICRC and/or the population

## COOPERATION WITH NATIONAL SOCIETIES

The aim of cooperation is to increase the operational capabilities of National Societies, above all in countries affected or likely to be affected by armed conflict or other situations of violence. It further aims to increase the ICRC's ability to interact with National Societies and work in partnership with them. The cooperation approach aims to optimize the Movement's humanitarian work by making the best use of complementary mandates and skills in operational matters such as protection, assistance and prevention. It involves drawing up and implementing the policies of the Movement that are adopted during its statutory meetings and building the capacities of National Societies, helping them to adhere at all times to the Fundamental Principles.

The ICRC shares its expertise with National Societies in their domestic and international activities. It does this by:

- ▶ strengthening both the National Societies' capacity to take action and provide appropriate services in times of armed conflict and other situations of violence in their own country and the ICRC's action and operational capacity through its interaction and partnership with National Societies
- ▶ promoting operational partnerships with National Societies in their own countries and with those working internationally in order to respond to the needs of people affected by conflicts or other situations of violence
- ▶ promoting dialogue and having regular communication on issues of common concern with National Societies and the International Federation Secretariat

The sections below describe these activities, distinguishing between cooperation with a National Society working in its own country and cooperation between the ICRC and National Societies working internationally. The final section discusses overall Movement coordination in the field.

### Building the response capacity of National Societies in their own countries

The ICRC provides expertise in certain areas to all National Societies in order to strengthen their capacity to conduct activities domestically in accordance with their own priorities and plans. These areas include:

- ▶ promoting IHL and spreading knowledge of the Movement's principles, ideals and activities among both internal and external target groups
- ▶ preparing for and providing health care and relief services in situations of conflict and internal strife
- ▶ restoring family links through the worldwide Red Cross/Red Crescent tracing network according to the Restoring Family Links Strategy for the Movement and its corresponding implementation plan
- ▶ developing activities to prevent the risks of weapon contamination
- ▶ supporting National Societies in relevant legal matters, such as recognizing or reconstituting a National Society, drawing up or amending statutes, and preparing for the Movement's statutory meetings

The National Society remains responsible for designing, managing, implementing and monitoring all the activities it carries out. The ICRC facilitates the implementation of planned activities by:

- ▶ providing National Societies with technical expertise
- ▶ making available material and financial assistance in order to help National Societies to fulfil their humanitarian role in situations of armed conflict and internal strife
- ▶ mobilizing support from sister National Societies and retaining a monitoring and support role with respect to the achievement of agreed objectives
- ▶ seconding ICRC delegates to National Societies so that they can exercise executive, managerial or support responsibilities in areas agreed with the National Society

Whatever form the ICRC's support takes, it is offered in the spirit of a mutually beneficial partnership. In this regard, the ICRC aims to enhance preparedness and response by optimizing complementarity and strengthening the global Movement network. Written agreements between the ICRC and each National Society ensure that the objectives are clear to each partner and that the working relationship is based on a common understanding of respective roles and responsibilities. The ICRC provides capacity-building support in close consultation and coordination with the International Federation, as activities are carried out with a long-term perspective and are part of each National Society's development process.

### Operational partnerships with National Societies in their own countries

The ICRC and National Societies in their own countries often join forces and choose to implement activities together for the benefit of people affected by conflict or internal strife. Activities selected for joint implementation are those which best fit within the National Society's own plan, preserve its ability to function as an independent institution and contribute to further strengthening its operational capacity. The National Society's autonomy in managing such activities may vary, and is contingent on its operational capacity and conditions on the ground.

In its 2007–2010 Strategy, the ICRC identifies operational partnerships with National Societies in their own countries as a management priority that seeks not only to enhance the ICRC's own ability to partner with National Societies, but also to build the National Societies' capacity to conduct their own operations.

Written agreements formalize the operational partnership and specify the objectives to be achieved, respective roles and responsibilities, and corresponding plans of action and budgets. Financial, administrative and reporting procedures form an integral part of such agreements.

This form of cooperation ensures that partnerships with National Societies have an added value for the beneficiaries, the ICRC and the National Society.

## Operational partnerships with National Societies working internationally

Many National Societies have the resources and willingness to work internationally together with the ICRC, and contribute in cash, in kind or by providing personnel and operational management. This section focuses on how this kind of operational partnership functions and on the form of projects implemented in the field.

In order to make its operational partnerships with National Societies working internationally more effective, and in line with its Cooperation policy of May 2003, the ICRC developed and tested between 2004 and 2006 new forms of partnership and management procedures that aim to bring added value to the Movement's overall humanitarian response. The first – **Integrated Partnerships** – has been designed for situations where a project carried out by a National Society working internationally forms an integral part of the ICRC's own objectives, and the National Society is integrated into the ICRC's operational management framework. The second – **Coordinated Activities** – has been designed for contexts where work carried out by a National Society working internationally is not part of the ICRC's objectives, but is under the ICRC's leadership and coordination in conformity with the Seville Agreement.

In the future, the ICRC will further invest in the development of partnerships with National Societies that have recently expanded their international work.

### Coordination within the Movement

In a given context today, all the types of cooperation outlined above may occur simultaneously. They have to be carefully organized, coordinated and managed in order to achieve their respective objectives. More broadly, the resources made available to the Movement must be coordinated and managed in ways that ensure maximum benefit is derived for the beneficiaries.

The ICRC is responsible for promoting and directing the contribution and involvement of other Movement components in international relief operations in countries affected by armed conflict, internal strife and their direct consequences. It assumes the role of "lead agency" for the Movement operation in accordance with the Movement's Statutes and the Seville Agreement, and in consultation with the National Society of the country concerned.

In such situations, coordination mechanisms are established that cover all the Red Cross and Red Crescent institutions active on the ground.

When the ICRC assumes the role of lead agency, it implements its own activities while also taking responsibility for coordinating the response of other Movement components. It is currently working to improve its practice as lead agency, by working with the National Society of the country as its natural "primary partner". Country-level memoranda of understanding defining the roles and responsibilities of each Movement component in emergency and normal situations, during periods of conflict, transition and peace, have been developed in a number of

contexts and have proven effective in preparing the ground for well coordinated Movement action.

In cooperation with other Movement partners, the ICRC has dedicated further resources to learning from the experience of coordinating the Movement's humanitarian response in a number of contexts. Revised operational guidelines to enhance coordination are under development.

## GENERAL

This programme covers all activities related to the functioning of ICRC delegations, but which cannot be allocated to another programme, such as strategy, management, internal control and certain strategic negotiations.

## OVERHEADS

The budget and expenditure for each operation comprises a 6.5% overhead charge on cash and services as a contribution to the costs of headquarters support for operations in the field. This support is for services essential to an operation's success, such as human resources, finance, logistics, information technology and other support as described in the Headquarters Appeal for the same year. The contribution covers approximately 30% of the actual cost of support provided by headquarters to field operations.

## CONTINGENCY

The overall amount of the Emergency Appeals includes a budgetary reserve of 5% of the total field budget (including overheads). The reserve enables the ICRC to meet unforeseen needs arising from the intensification of armed conflicts or other situations of violence where the total expenditure for its work does not justify a Budget Extension or Special Appeal.

## ICRC FIELD STRUCTURE

The ICRC has developed a broad network of delegations around the world. The ultimate purpose of such a network is to enable the ICRC to fulfil its mandate for people affected by armed conflict or other situations of violence, by responding in a timely, efficient and adequate manner to the resulting humanitarian needs.

ICRC delegations adapt to the specific needs of the contexts in which they are active and endeavour to develop the most appropriate and effective strategies. They also act as early-warning systems with regard to political violence or nascent armed conflicts and their potential consequences in humanitarian terms.

In ongoing or emerging situations of armed conflict or violence, the delegations focus on operational activities such as protection, assistance, cooperation and preventive action at the responsive and remedial levels, for the direct benefit of victims – civilians, people deprived of their freedom and the wounded and sick.

In other situations, the delegations focus primarily on environment-building preventive action, cooperation with National Societies and humanitarian diplomacy, while

remaining poised to become more operational should the need arise.

Many delegations cover only one country. Others cover several countries and are called “regional delegations”. Certain delegations are tending more and more to provide regional services for their respective regions, such as the Cairo delegation in terms of communication, Amman in terms of logistics and Colombo as a training provider.

The ICRC’s presence in the field can also take the form of a mission or other form of representation adapted to the particularities of the context or the specific functions assigned to the ICRC staff on the ground.

## Regional breakdown

Delegations are grouped by geographic regions covering the following geographical entities:

- Africa
- Asia and the Pacific
- Europe and the Americas
- Middle East and North Africa

There are 9 regions in all:

- **Africa**
  - Eastern Africa
  - The Great Lakes and Southern Africa
  - Western and Central Africa
- **Asia and the Pacific**
  - East Asia, South-East Asia and the Pacific
  - South Asia
- **Europe and the Americas**
  - Eastern Europe and Central Asia
  - Latin America and the Caribbean
  - North America, Western, Central and South-Eastern Europe
- **Middle East and North Africa**
  - Middle East and North Africa

At headquarters, a head of region is in charge of the management of and support for field operations in each region. The head of region answers to the director of Operations and is also in charge of a regional multidisciplinary team representing headquarters services such as Protection, Assistance, Logistics, Law, Communication, Cooperation within the Movement, Humanitarian Diplomacy, External Resources, Human Resources and Finance and Administration, which are involved as needed. The aim is to enhance relations between headquarters and field delegations, and to better coordinate and focus the support provided by these various services.

## CONTRIBUTIONS

### LEVELS OF EARMARKING

“Earmarking” is the practice whereby donors require that their funds be attributed to the ICRC in general, the Headquarters or Emergency Appeals, or within the Emergency Appeal to a particular region, country or programme, or

for the purchase of specific goods. Experience has shown that the ICRC’s operational flexibility decreases in direct proportion to the degree of earmarking demanded by donors, to the detriment of the people that the ICRC is trying to help. Coming to terms with specific earmarking and reporting requirements generates an additional administrative workload, both in the field and at headquarters. Existing standard reporting procedures have to be duplicated to meet individual requests, specific reporting, audit and evaluation requirements.

The ICRC has formulated guidelines to ensure greater uniformity and coherence in managing earmarked funds. These standards are designed to maximize the ICRC’s effectiveness in the field, by limiting the number of financing and reporting constraints. The guidelines include rules on contributions which cannot be accepted on principle. These include:

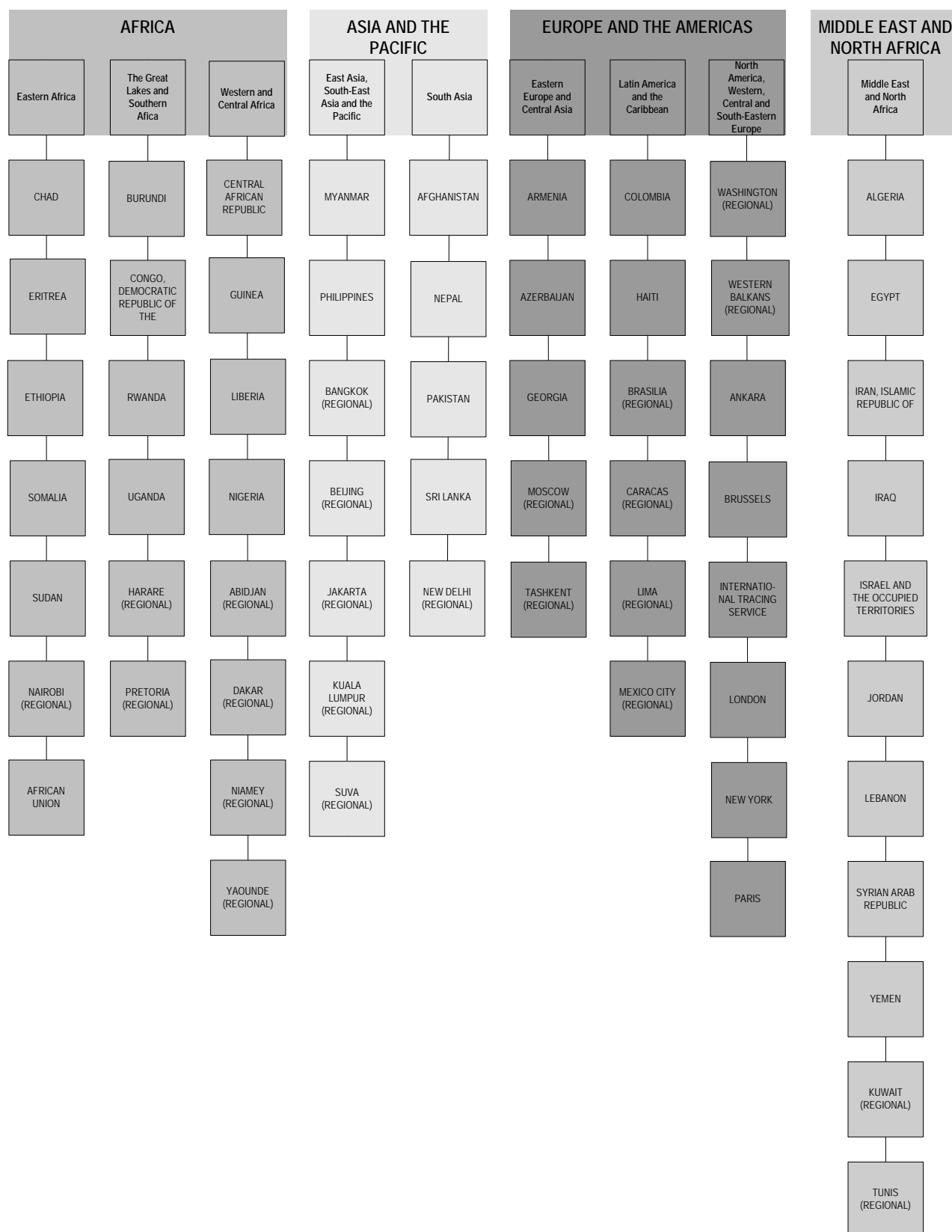
- contributions which are in contradiction with the Movement’s Fundamental Principles
- contributions which seek to support only a specific category of beneficiary (e.g. an ethnic or religious minority, a specific age group or a specific gender)
- contributions which seek to support only a specific sub-region of a country
- visibility requirements which impinge on the security of beneficiaries or ICRC staff

Earmarking is one of the issues raised in the Donor Support Group (DSG), a discussion forum made up of governments contributing over CHF 10 million annually to the ICRC’s Appeals. The DSG has successfully assisted the ICRC in its efforts to decrease the levels of earmarking on contributions and to improve its standard reporting system. In addition, the majority of DSG members have accepted that the ICRC’s standard reporting meets the reporting requirements related to their donations. The ICRC continues to try to encourage donors to ease their constraints, while maintaining its commitment to use funds as efficiently as possible. In 2001, the ICRC adapted its standard reporting system to its internal annual planning exercise (known in-house as the PfR, or Planning for Results). This commitment to improve reporting to donors has been further reinforced through, for instance, external audits and enhanced internal planning, monitoring and evaluation procedures.

The table below shows the overall framework agreed with donors for the earmarking level of cash contributions to the ICRC:

Level of earmarking	Range/restrictions	Example
None	overall ICRC ICRC field or headquarters budget	Any ICRC activities ICRC operations worldwide or headquarters activities
Region	one of the four geographical entities	ICRC operations in Africa
Programme	one of the four programmes	ICRC prevention worldwide
Programme/region	one of the four programmes for one of the four geographical entities	ICRC protection activities in Asia and the Pacific
Operation	one of the operational delegations	ICRC activities in Colombia

## OPERATIONS WORLDWIDE



DELEGATIONS AND MISSIONS IN MORE THAN 80 COUNTRIES AROUND THE WORLD

By 01.01.2010



Contributions which lead to double or over-financing (e.g. two different donors wishing to fund the same programme in the same country) cannot be accepted as this would run counter to recognized audit standards. The ICRC can make exceptions in accepting earmarking to programme or sub-programme level for a specific operation when standard reporting requirements are agreed.

Earmarking guidelines not only seek increased uniformity and coherence in managing contributions, but also establish a correlation between earmarking and reporting. Indeed, greater flexibility on the donor side regarding narrative and financial reporting enables the ICRC to manage tighter earmarking more effectively.

## CONTRIBUTIONS IN KIND

Contributions in kind refer to assistance provided in the form of food, non-food items or specific goods needed for the ICRC's assistance activities. The customary procedure for the acquisition of contributions in kind is as follows: the ICRC makes a request for specific goods needed for a particular field operation; that request is matched by a specific donor offer of goods. Once the offer has been accepted, the goods are delivered by the donor directly to the ICRC's local or regional warehouses.

## CONTRIBUTIONS IN SERVICES

Contributions in services refer to support given to the ICRC in the form of logistics or staff on loan. The heading "in services" in the regional budget table indicates the portion of the budget that the ICRC estimates will be covered by this sort of contribution.

## DESCRIPTION OF THE ACCOUNTING MODEL

The accounting model draws a clear distinction between financial accounting and cost accounting. Cost accounting enhances the information available for internal management and reporting to donors. Financial accounting illustrates how human, material and financial resources are used, while cost accounting focuses on the use of those resources for the implementation of operational objectives by country, programme and target population, as defined in the PfR methodology. The aim of the system is to enhance understanding of the resources needed to achieve operational results and to determine the reasons for, and the objectives of, the costs incurred.

## OVERVIEW

The objective of the financial accounting system is to record expenses and to report on financial transactions in accordance with legal requirements. The purpose of cost accounting, which is based on financial accounting, is to promote understanding of processes and transactions, to respond to management requirements in terms of detailed information and – in particular for the ICRC – to facilitate general and specific reporting to donors.

The financial accounting system is composed of different data-entry modules that supply the basic information to

the cost accounting system (comprising *cost centre accounting* and *cost units accounting*). The costs are allocated from the cost centres to the cost units according to where and by whom the objectives are being implemented. For the system to function, staff must report on the time they spend working on different objectives.

## Financial accounting system

The financial accounting system consists of a number of *modules* (*general ledger, payroll, accounts payable, accounts receivable, stocks, fixed assets*). Information recorded in the peripheral modules is stored within the main module, the *general ledger*, and incorporated into a balance sheet and a profit-and-loss statement. As financial accounting does not provide information about the origin of and the reason for costs, it does not in itself serve to assess results. In other words, it does not provide the information needed for reporting purposes. This task is performed by cost accounting.

## Cost or analytical accounting system

The cost accounting system allocates all costs in two different ways: to the *cost centre*, which explains the origin of the costs, and to the *cost units*, which indicate the reason for or the objective of the costs. Thus it not only explains the type and origin of costs (e.g. salary, purchase, communications, etc.), but also creates a link between the internal service supplier (operations, management, warehouse, logistics, administration, etc.) and the beneficiary, thereby providing reliable and meaningful information for both internal and external performance assessment and reporting.

## COST TYPE ACCOUNTING

**Personnel costs** are initiated directly by employees and comprise salaries, social benefits, training and all other expenses directly related to staff remuneration.

**Workplace costs** comprise all costs incurred in connection with the space and infrastructure necessary for the work of staff, and are therefore directly correlated to the number of employees within the cost centre initiating the costs. Examples of such costs are office furniture, IT infrastructure, all types of material and equipment and their maintenance, depreciation of assets, rent for work space and storage space, consumables such as electricity and water, means of transport and communication fees.

**Direct costs** represent all direct costs that bear no direct relation to the number of employees and that can therefore be allocated directly to cost units accounting (see below). Examples are the purchase of goods and services for distribution to beneficiaries or for immediate consumption.

## Financial accounting and cost categories

The chart of accounts comprises three cost categories that serve to allocate costs between cost centres and to cost units accounting.

## Cost centre accounting

Any unit (department or unit at headquarters or delegation in the field) within the organization generates costs as it consumes goods and services. It is important to identify the initiator of these costs and to specify his or her responsibility for the type, quality and dimension of the transactions concerned. This is the purpose of the *cost centre accounting* system. The cost centre reflects the structure of the unit to which the costs incurred within a given period are initially charged. The person who is answerable for the origin of the relevant costs always manages the cost centre.

### Cost units accounting

*Cost units accounting* responds to the information requirements of management and donors, providing greater insight into the financial resources consumed. It is an essential tool for management since it describes the reason for or purpose of the costs. Cost units accounting and reporting is based on the operational objectives defined using the PfR methodology and gives a clearer indication of the purpose for which the costs were incurred.

To make it possible to produce all the reports required, a three-dimensional cost units structure is used. The three dimensions, outlined below, are independent from one another. Set together they are the parameters of the PfR system. The total costs found in cost unit accounting are equal to the total costs found in cost centre accounting. In all three of the dimensions described there are different levels of aggregation in order to monitor activities adequately.

#### a) Financial “organizational unit” dimension

The financial “organizational unit” reflects the hierarchy of the organization in terms of responsibility for operational results. As most ICRC field operations are designed for and implemented in a specific geographical area, the organizational unit dimension also reflects the geographical structure of field operations. It serves to determine the

costs and income of a delegation, region or geographical entity and to compare those costs and that income with the pre-defined objectives and results to be achieved.

At headquarters, the organizational unit dimension corresponds to directorates, departments and units.

#### b) Headquarters service and field programme dimensions

At headquarters, services (see “Services at headquarters” above) contribute to achievement of the aims outlined in one or more of the ICRC key success factors (see “Strategic management model” above).

In field operations, programmes are slices of institutional objectives cut along the lines of the ICRC’s core activities. They therefore represent the ICRC’s areas of competence translated into products and services delivered to the beneficiaries (see “Programme descriptions” above).

#### c) Target populations dimension

With the introduction of the PfR methodology, it has become necessary to identify target populations as relevant cost units and hence to incorporate them into the project dimension (for the definition of target populations see “Target populations” above)

## Objectives and plans of action

The objectives are a general statement of intent used for planning purposes on a timescale of one to several years. Via plans of action, this process clearly identifies a result or a measurable change for a target of population.

## CONCLUSION

The ICRC has an ambitious accounting model that has implications not only for financial and data-processing procedures but also for the organization and working methods of the relevant support units. In this connection, it has started to work on performance indicators which aim at enhancing the financial information obtained with operational key indicators.

# THE ICRC AROUND THE WORLD

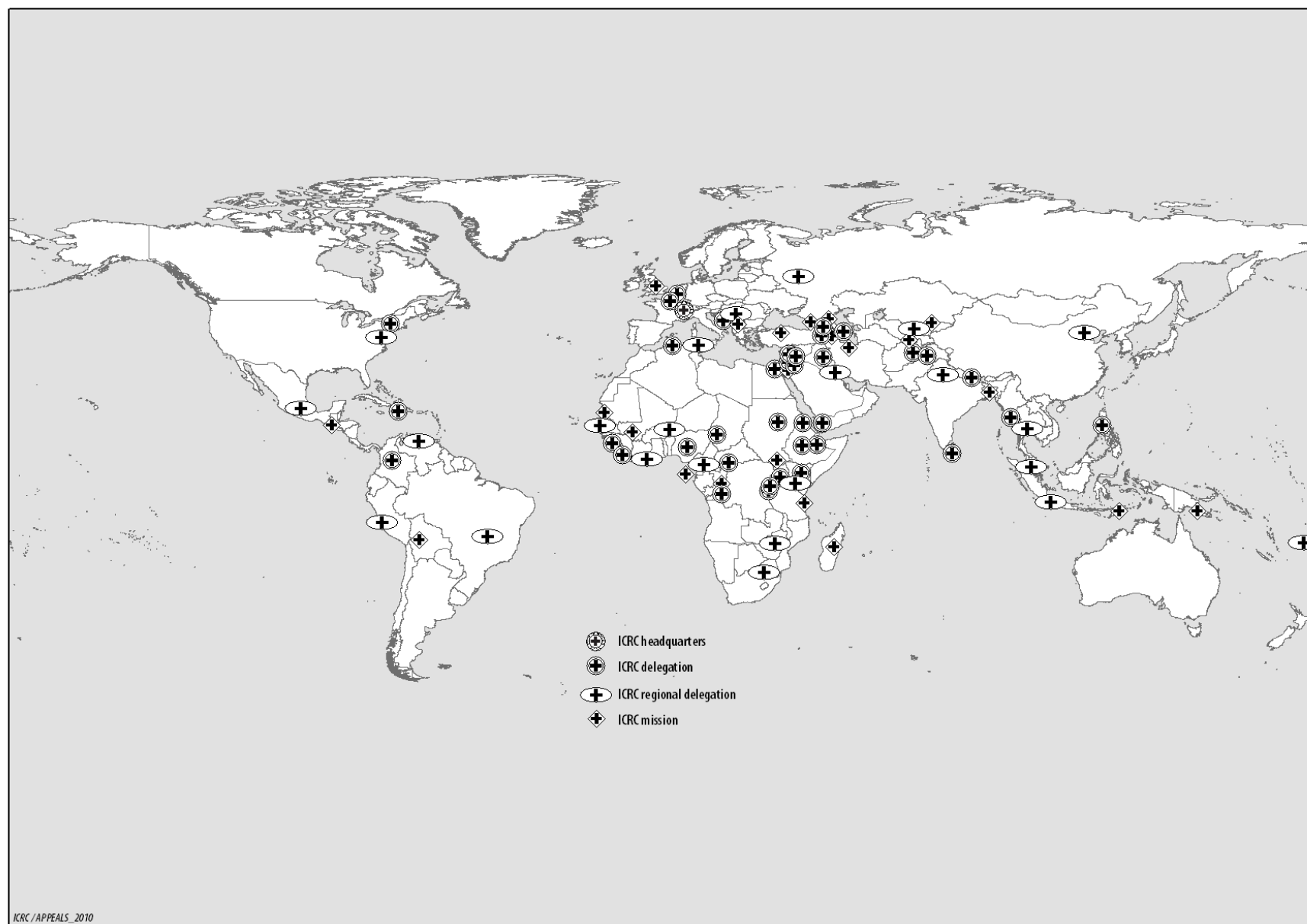
## APPEALS SUMMARY

Africa	Appeal	CHF 359.9 million
Asia and the Pacific	Appeal	CHF 238.4 million
Europe and the Americas	Appeal	CHF 136.3 million
Middle East and North Africa	Appeal	CHF 201.9 million
	Contingency	CHF 46.8 million
EMERGENCY APPEALS		CHF 983.2 million
HEADQUARTERS APPEAL		CHF 173.0 million

## DELEGATIONS AND MISSIONS IN MORE THAN 80 COUNTRIES

EXPATRIATE STAFF: 1,525

NATIONAL STAFF (DAILY WORKERS NOT INCLUDED): 10,260

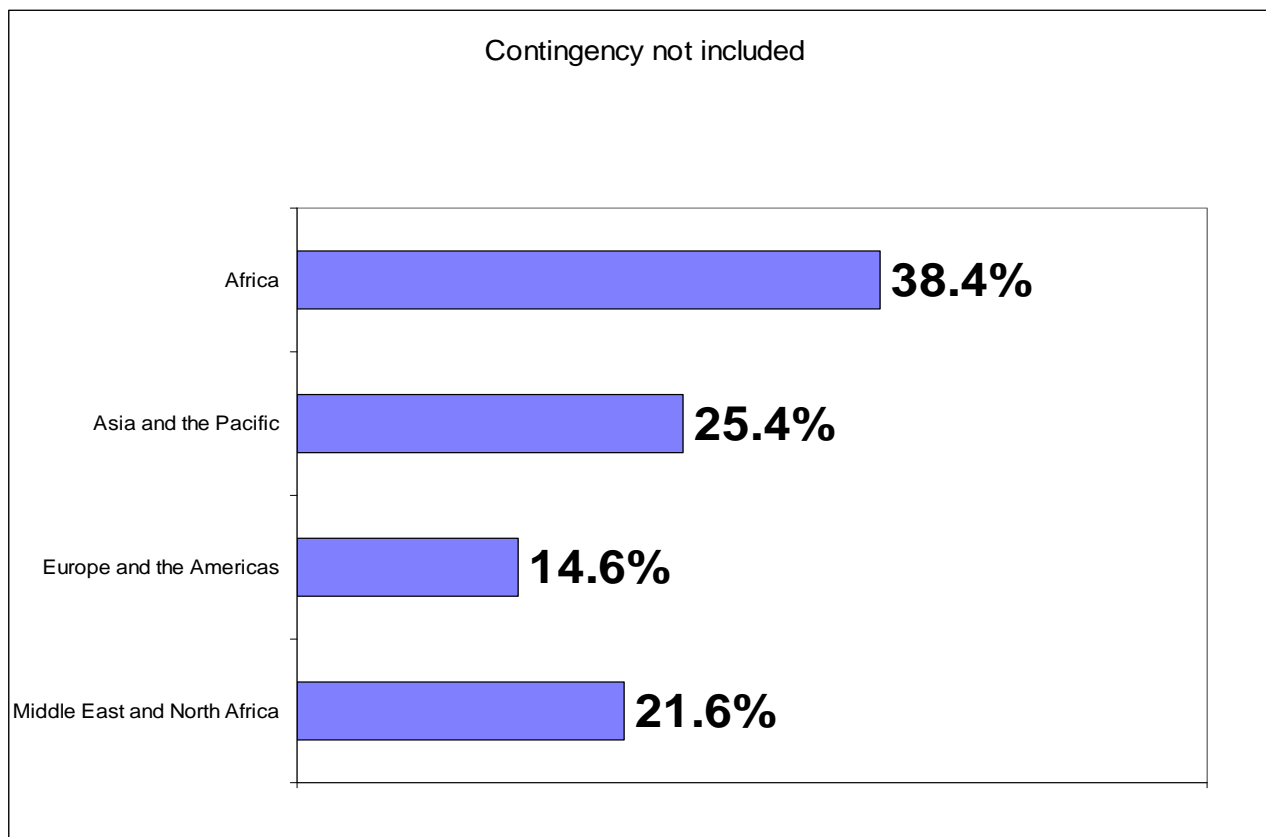


# SUMMARY OF THE BUDGET

Figures in KCHF  GEOGRAPHICAL ENTITY	PROGRAMME						PROGRAMME TOTALS			
	Protection	Assistance	Prevention	Cooperation with National Societies	General	TOTAL 2010 BUDGET	of which:	Total cash	Total kind	Total services
Africa	54,559	227,657	43,161	34,499	-	359,876		353,886	3,386	2,604
Asia and the Pacific	41,713	146,480	31,479	18,678	-	238,350		232,752	614	4,985
Europe and the Americas	32,615	49,779	39,431	14,435	-	136,260		135,741	-	519
Middle East and North Africa	50,112	116,824	22,161	12,511	293	201,900		200,338	480	1,082
<b>Total</b>	<b>178,998</b>	<b>540,740</b>	<b>136,231</b>	<b>80,123</b>	<b>293</b>	<b>936,386</b>		<b>922,716</b>	<b>4,480</b>	<b>9,190</b>
Contingency						46,819		46,819		
<b>GRAND TOTAL</b>	<b>983,205</b>							<b>969,535</b>	<b>4,480</b>	<b>9,190</b>
<i>Of which overheads</i>	<i>10,925</i>	<i>32,729</i>	<i>8,315</i>	<i>4,890</i>	<i>18</i>	<i>56,877</i>				

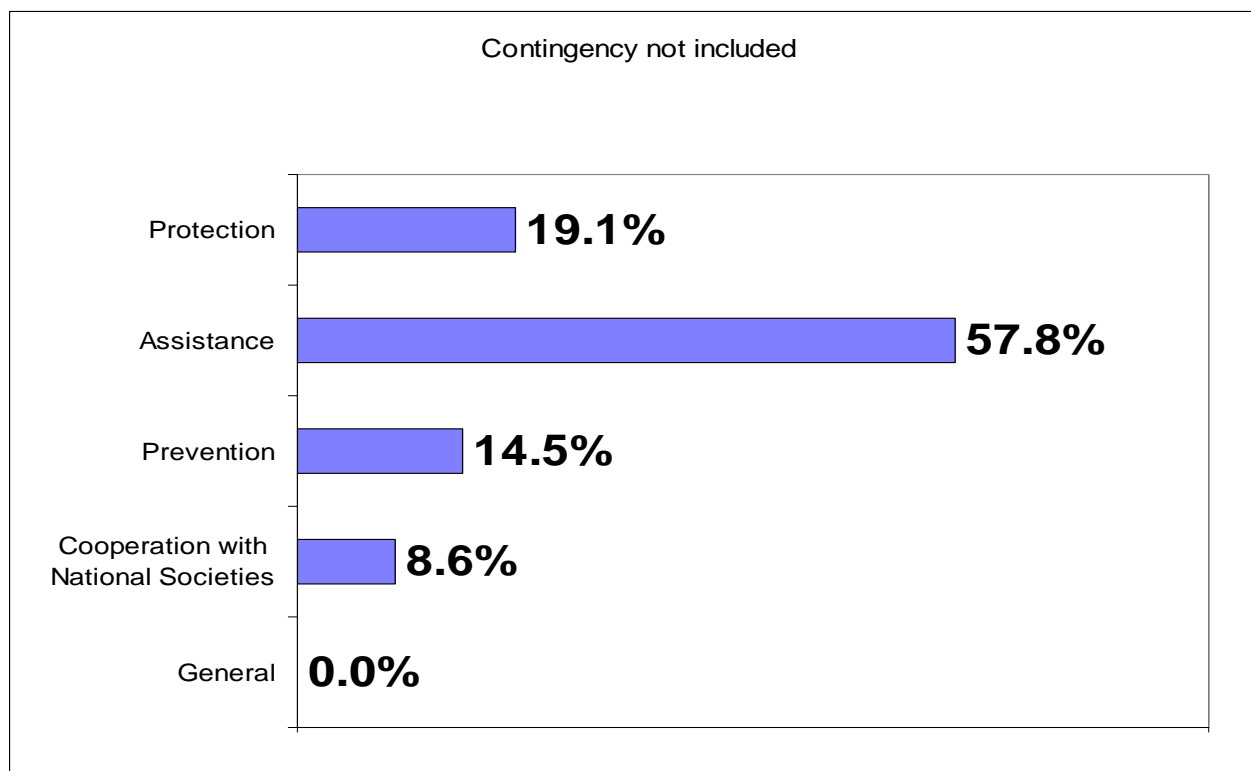
## 2010 BUDGET BY GEOGRAPHICAL ENTITY

(as a percentage)



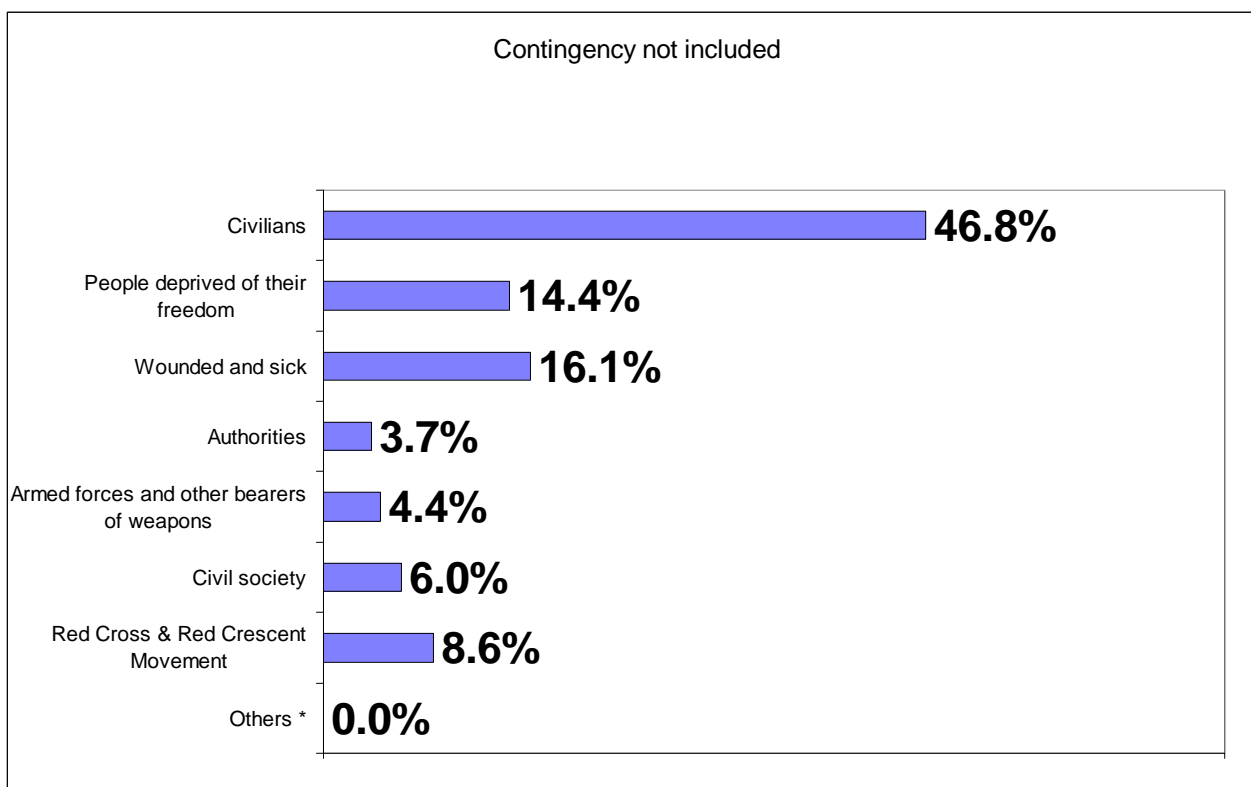
## 2010 BUDGET BY PROGRAMME

(as a percentage)



## 2010 BUDGET BY TARGET POPULATION

(as a percentage)



\* e.g. ICRC internal, other international actors, etc.

# AFRICA BUDGET

Figures in KCHF

PROGRAMME

DELEGATION	Protection	Assistance	Prevention	Cooperation with National Societies	General	Total	Of which overheads
Burundi	2,276	3,736	1,103	848	-	7,962	486
Central African Republic	1,481	11,020	1,665	1,286	-	15,453	939
Chad	5,138	13,606	2,126	1,211	-	22,081	1,336
Congo, Democratic Republic of the	14,775	45,170	4,858	1,511	-	66,315	3,857
Eritrea	1,115	2,830	410	378	-	4,733	289
Ethiopia	1,875	5,265	2,285	1,246	-	10,671	651
Guinea	1,023	3,990	1,470	1,772	-	8,255	504
Liberia	-	1,042	1,703	3,134	-	5,879	359
Nigeria	545	-	2,716	2,753	-	6,014	367
Rwanda	3,171	1,893	363	771	-	6,198	378
Somalia	689	52,148	996	1,074	-	54,907	3,351
Sudan	12,783	51,251	7,749	4,513	-	76,296	4,657
Uganda	783	4,995	988	1,538	-	8,304	507
Abidjan (regional)	1,786	5,938	2,992	2,305	-	13,020	795
Dakar (regional)	675	4,402	1,722	1,462	-	8,262	504
Harare (regional)	1,595	11,004	1,240	1,265	-	15,104	922
Nairobi (regional)	1,481	2,360	2,968	2,490	-	9,299	568
Niamey (regional)	2,129	6,969	1,974	1,649	-	12,722	776
Pretoria (regional)	843	40	1,788	1,630	-	4,301	262
Yaoundé (regional)	394	-	2,044	1,663	-	4,102	250
<b>TOTAL (in KCHF)</b>	<b>54,559</b>	<b>227,657</b>	<b>43,161</b>	<b>34,499</b>	<b>-</b>	<b>359,876</b>	<b>21,758</b>

# ASIA AND THE PACIFIC BUDGET

Figures in KCHF

PROGRAMME

DELEGATION	Protection	Assistance	Prevention	Cooperation with National Societies	General	Total	Of which overheads
Afghanistan	11,448	67,061	3,708	3,827	-	86,044	5,225
Myanmar	1,468	946	639	686	-	3,739	228
Nepal	1,495	954	1,517	990	-	4,956	302
Pakistan	5,763	43,467	4,987	2,388	-	56,604	3,443
Philippines	3,374	13,303	2,624	1,080	-	20,382	1,244
Sri Lanka	7,623	10,423	1,673	1,277	-	20,996	1,281
Bangkok (regional)	2,338	3,488	2,243	1,054	-	9,123	557
Beijing (regional)	362	2,095	3,938	1,328	-	7,722	471
Jakarta (regional)	2,655	686	1,982	1,661	-	6,984	426
Kuala Lumpur (regional)	249	-	2,161	478	-	2,888	176
New Delhi (regional)	4,457	4,057	4,125	2,711	-	15,349	937
Suva (regional)	482	-	1,883	1,199	-	3,564	217
<b>TOTAL (in KCHF)</b>	<b>41,713</b>	<b>146,480</b>	<b>31,479</b>	<b>18,678</b>	<b>-</b>	<b>238,350</b>	<b>14,510</b>



# EUROPE AND THE AMERICAS BUDGET

Figures in KCHF

PROGRAMME

DELEGATION	Protection	Assistance	Prevention	Cooperation with National Societies	General	Total	Of which overheads
Armenia	478	558	729	314	-	2,079	127
Azerbaijan	3,055	2,463	769	250	-	6,537	399
Georgia	2,741	9,295	2,108	798	-	14,943	912
Moscow (regional)	3,451	4,474	6,225	2,318	-	16,468	1,005
Tashkent (regional)	3,997	2,435	2,824	1,251	-	10,508	641
Western Balkans (regional)	4,327	-	1,853	1,731	-	7,911	483
Ankara	92	-	814	169	-	1,075	66
Brussels	21	-	2,856	227	-	3,103	189
International Tracing Service	301	-	327	-	-	628	38
London	38	-	682	297	-	1,018	62
Paris	61	-	1,199	358	-	1,619	99
Colombia	6,932	24,665	3,748	1,512	-	36,857	2,250
Haiti	986	2,814	908	884	-	5,592	341
Brasilia (regional)	1,025	2,280	2,423	876	-	6,604	403
Caracas (regional)	201	-	1,519	429	-	2,150	131
Lima (regional)	1,890	417	1,940	1,020	-	5,266	321
Mexico City (regional)	1,287	378	2,844	894	-	5,402	330
Washington (regional)	1,730	-	3,243	1,107	-	6,080	371
New York	-	-	2,420	-	-	2,420	148
<b>TOTAL (in KCHF)</b>	<b>32,615</b>	<b>49,779</b>	<b>39,431</b>	<b>14,435</b>	<b>-</b>	<b>136,260</b>	<b>8,316</b>

# MIDDLE EAST AND NORTH AFRICA BUDGET

Figures in KCHF

PROGRAMME

DELEGATION	Protection	Assistance	Prevention	Cooperation with National Societies	General	Total	Of which overheads
Algeria	1,332	-	599	243	-	2,175	133
Egypt	287	-	791	129	-	1,206	74
Iran, Islamic Republic of	2,096	-	1,615	665	-	4,376	267
Iraq	19,087	56,091	8,163	1,875	-	85,216	5,186
Israel and the Occupied Territories	17,770	35,517	4,095	4,141	-	61,523	3,740
Jordan	2,395	-	1,100	384	-	3,880	237
Lebanon	1,634	4,473	1,378	1,329	-	8,814	538
Syrian Arab Republic	284	1,146	557	508	-	2,494	152
Yemen	1,341	18,945	1,429	2,225	-	23,939	1,461
Kuwait (regional)	1,045	-	956	578	293	2,873	175
Tunis (regional)	2,841	652	1,477	434	-	5,404	330
<b>TOTAL (in KCHF)</b>	<b>50,112</b>	<b>116,824</b>	<b>22,161</b>	<b>12,511</b>	<b>293</b>	<b>201,900</b>	<b>12,293</b>

# AFRICA



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## BURUNDI

For 37 years until 1999, the ICRC monitored the situation in Burundi and took action on an ad hoc basis. Since then, it has been present in the country, focusing on helping people to overcome the worst consequences of armed conflict. It works with the prison authorities to ensure that detainees are treated according to internationally recognized standards. It rehabilitates water and sanitation systems for vulnerable groups. It reunites children separated from their parents with their families and restores family links. It also supports training in IHL for the armed and security forces.

BUDGET IN KCHF	
Protection	2,276
Assistance	3,736
Prevention	1,103
Cooperation with National Societies	848
General	-
<b>Total</b>	<b>7,962</b>
<i>Of which: Overheads</i>	<i>486</i>
PERSONNEL	
Expatriates	20
National staff (daily workers not included)	124

## CENTRAL AFRICAN REPUBLIC

The ICRC opened a delegation in the Central African Republic (CAR) in 2007 in the context of the non-international armed conflict in the north of the country, but has carried out activities in the CAR since 1983. It protects and assists people affected by armed conflict or other situations of violence, providing emergency aid, carrying out livelihood-support projects and rehabilitating water and sanitation facilities. It also visits detainees, restores family links for people separated by conflict, promotes IHL among the authorities, armed forces, armed groups and civil society, and supports the development of the Central African Red Cross Society.

BUDGET IN KCHF	
Protection	1,481
Assistance	11,020
Prevention	1,665
Cooperation with National Societies	1,286
General	-
<b>Total</b>	<b>15,453</b>
<i>Of which: Overheads</i>	<i>939</i>
PERSONNEL	
Expatriates	28
National staff (daily workers not included)	129

## CHAD

The ICRC has been operating in Chad since 1978. It focuses on protecting and assisting people internally displaced, detained or otherwise affected by non-international armed conflict or other situations of violence, or by the spillover of hostilities in the neighbouring Darfur region of Sudan. It provides emergency aid, supports treatment for the wounded and amputees, visits detainees and restores family links, primarily for Sudanese refugees. The ICRC also pursues long-standing programmes to promote IHL among the authorities, armed forces and civil society and supports the Red Cross of Chad.

BUDGET IN KCHF	
Protection	5,138
Assistance	13,606
Prevention	2,126
Cooperation with National Societies	1,211
General	-
<b>Total</b>	<b>22,081</b>
<i>Of which: Overheads</i>	<i>1,336</i>
PERSONNEL	
Expatriates	45
National staff (daily workers not included)	216

## CONGO, DEMOCRATIC REPUBLIC OF THE

The ICRC opened a permanent delegation in Zaire, now the Democratic Republic of the Congo, in 1978. It ensures that the emergency needs of conflict-affected IDPs and residents are met; that they have the means to become self-sufficient; and that the wounded and sick receive adequate care. It visits detainees, works to restore contact between separated family members, where appropriate and possible, reuniting children with their families, and supports the development of the National Society. It also promotes respect for the basic rules of IHL and international human rights law by the authorities in their treatment of civilians and detainees.

BUDGET IN KCHF	
Protection	14,775
Assistance	45,170
Prevention	4,858
Cooperation with National Societies	1,511
General	-
<b>Total</b>	<b>66,315</b>
<i>Of which: Overheads</i>	<i>3,857</i>
PERSONNEL	
Expatriates	75
National staff (daily workers not included)	672

## ERITREA

The ICRC opened a delegation in Eritrea in 1998 in the context of the international armed conflict between Ethiopia and Eritrea and is responding to the needs remaining from the two-year war. Its priority is to protect and assist the population displaced, detained or otherwise affected by the conflict, ensuring compliance with IHL with regard to any persons still protected by the Third and Fourth Geneva Conventions. The ICRC also supports the development of the Red Cross Society of Eritrea.

### BUDGET IN KCHF

Protection	1,115
Assistance	2,830
Prevention	410
Cooperation with National Societies	378
General	-
<b>Total</b>	<b>4,733</b>
<i>Of which: Overheads</i>	<i>289</i>

### PERSONNEL

Expatriates	7
National staff (daily workers not included)	47

## ETHIOPIA

The ICRC has been continuously present in Ethiopia since 1977. Its priority is to protect and assist people detained, displaced or otherwise affected by the 1998–2000 international armed conflict with Eritrea or by other armed conflicts, often compounded by natural disasters. The ICRC provides emergency aid, but also implements medium-term assistance projects to preserve the livelihoods of vulnerable communities affected by past conflict, and supports physical rehabilitation services. It visits detainees, restores family links, particularly for relatives separated by the closed Eritrea-Ethiopia border, promotes IHL and supports the Ethiopian Red Cross Society.

### BUDGET IN KCHF

Protection	1,875
Assistance	5,265
Prevention	2,285
Cooperation with National Societies	1,246
General	-
<b>Total</b>	<b>10,671</b>
<i>Of which: Overheads</i>	<i>651</i>

### PERSONNEL

Expatriates	22
National staff (daily workers not included)	119

## AFRICAN UNION

The ICRC's delegation to the African Union (AU) aims to achieve better understanding and wider acceptance of the ICRC within the AU Commission and other AU bodies. In its capacity as official observer to the AU, it works with AU member States to draw attention to problems requiring humanitarian action, to promote greater recognition and much wider implementation of IHL throughout Africa and to raise awareness of the ICRC's role and activities. It also endeavours to build strong relations with AU-accredited intergovernmental organizations, NGOs and UN agencies.

### BUDGET IN KCHF

See under *Ethiopia*

### PERSONNEL

See under *Ethiopia*

## GUINEA

In Guinea since 1970, the ICRC opened its delegation in Conakry in 2001. It seeks to protect people affected by armed conflict and other situations of violence, restore family links, and improve water supply. It also visits detainees and advises the detaining authorities on detention-related matters. In parallel, it promotes IHL among the armed and security forces, political authorities, the media and the public. Since 2009, the delegation has provided support for the ICRC office in Sierra Leone. It works with each National Society to strengthen its capacity to respond to emergencies, promote the Red Cross and restore family links.

BUDGET IN KCHF	
Protection	1,023
Assistance	3,990
Prevention	1,470
Cooperation with National Societies	1,772
General	-
<b>Total</b>	<b>8,255</b>
<i>Of which: Overheads</i>	<i>504</i>
PERSONNEL	
Expatriates	17
National staff (daily workers not included)	92

## LIBERIA

The ICRC has worked in Liberia since 1970, opening its delegation in Monrovia in 1990. Following intense fighting early in 2003 and the subsequent signing of a peace agreement, the ICRC stepped up its operations in Liberia. Since 2005, assistance and protection activities have focused on returnees (former IDPs and refugees) and residents, the wounded and sick, detainees, and children separated from their families. These activities are now drawing to an end. The ICRC supports the Liberian Red Cross Society and runs programmes to promote IHL among armed forces present in Liberia.

BUDGET IN KCHF	
Protection	-
Assistance	1,042
Prevention	1,703
Cooperation with National Societies	3,134
General	-
<b>Total</b>	<b>5,879</b>
<i>Of which: Overheads</i>	<i>359</i>
PERSONNEL	
Expatriates	8
National staff (daily workers not included)	97

## NIGERIA

Active in Nigeria during the Biafran war (1966–70), the ICRC established a delegation in Lagos in 1988, relocating to Abuja in 2003. It seeks to protect people affected by violence and works to enhance the Nigerian Red Cross Society's capacity to respond to emergencies country-wide, in particular in the Niger Delta. It supports the National Society's tracing and dissemination activities and a programme to improve hygiene and sanitation in prisons. Working with the authorities, the armed forces, the police, civil society, and the Economic Community of West African States, the ICRC promotes awareness of IHL and its national implementation.

BUDGET IN KCHF	
Protection	545
Assistance	-
Prevention	2,716
Cooperation with National Societies	2,753
General	-
<b>Total</b>	<b>6,014</b>
<i>Of which: Overheads</i>	<i>367</i>
PERSONNEL	
Expatriates	8
National staff (daily workers not included)	43

## RWANDA

The ICRC opened a delegation in Rwanda in 1990. It focuses on visiting the tens of thousands of detainees held in central prisons. It also regularly visits people held in places of temporary detention such as police stations and military facilities. It helps to reunite children with the families from whom they became separated during the exodus of 1994 or during the mass repatriations in 1996–97. The ICRC works with the authorities to incorporate IHL into domestic legislation and into school and university curricula. It also supports the development of the Rwandan Red Cross.

### BUDGET IN KCHF

Protection	3,171
Assistance	1,893
Prevention	363
Cooperation with National Societies	771
General	-
<b>Total</b>	<b>6,198</b>
<i>Of which: Overheads</i>	<i>378</i>

### PERSONNEL

Expatriates	14
National staff (daily workers not included)	82

## SOMALIA

The ICRC has maintained a presence in Somalia since 1982, basing its delegation in Nairobi, Kenya, since 1994. It focuses on providing emergency aid to people directly affected by armed conflict, often in combination with natural disasters, and runs an extensive first-aid, medical and basic health care programme. It endeavours to promote respect for IHL, particularly the protection of civilians and medical staff and infrastructure. It also carries out small-scale water, agricultural and cash-for-work projects, designed to restore or improve livelihoods in communities weakened by crises. It works closely with and supports the development of the Somali Red Crescent Society.

### BUDGET IN KCHF

Protection	689
Assistance	52,148
Prevention	996
Cooperation with National Societies	1,074
General	-
<b>Total</b>	<b>54,907</b>
<i>Of which: Overheads</i>	<i>3,351</i>

### PERSONNEL

Expatriates	17
National staff (daily workers not included)	45

## SUDAN

The ICRC opened an office in Khartoum in 1978. In 1984, it initiated operations in the context of the armed conflict between government forces and the Sudan People's Liberation Movement/Army, later adapting its programmes to the transition to peace. Since 2004, it has responded to needs arising from the hostilities in Darfur. It works to ensure that people directly affected by armed conflict are protected in accordance with IHL, receive emergency aid, medical care and livelihood support, and can re-establish family links. It works with the Sudanese Red Crescent Society and provides leadership for other Movement partners active in Sudan.

### BUDGET IN KCHF

Protection	12,783
Assistance	51,251
Prevention	7,749
Cooperation with National Societies	4,513
General	-
<b>Total</b>	<b>76,296</b>
<i>Of which: Overheads</i>	<i>4,657</i>

### PERSONNEL

Expatriates	123
National staff (daily workers not included)	1,294

## UGANDA

The ICRC has been present in Uganda since 1979. Given the progress towards peace in the north of the country, ICRC assistance activities, many of which are implemented in partnership with the Uganda Red Cross Society, have been scaled down in response to decreasing humanitarian needs. In parallel, the ICRC continues to monitor the treatment of detainees and strives to raise awareness of IHL and humanitarian principles among the armed and police forces.

BUDGET IN KCHF	
Protection	783
Assistance	4,995
Prevention	988
Cooperation with National Societies	1,538
General	-
<b>Total</b>	<b>8,304</b>
<i>Of which: Overheads</i>	<i>507</i>

PERSONNEL	
Expatriates	13
National staff (daily workers not included)	92

## ABIDJAN (REGIONAL)

COVERING: Benin, Burkina Faso, Côte d'Ivoire, Ghana, Togo

In the countries covered by the delegation, established in 1992, the ICRC supports the authorities in implementing IHL, encourages armed and security forces to respect IHL, and carries out protection activities particularly for detainees. It works with and supports the development of the region's National Societies. In Côte d'Ivoire, the delegation focuses on responding to the protection and assistance needs of people affected by the lasting consequences of the crisis that began in 2002.

BUDGET IN KCHF	
Protection	1,786
Assistance	5,938
Prevention	2,992
Cooperation with National Societies	2,305
General	-
<b>Total</b>	<b>13,020</b>
<i>Of which: Overheads</i>	<i>795</i>

PERSONNEL	
Expatriates	27
National staff (daily workers not included)	230

## DAKAR (REGIONAL)

COVERING: Cape Verde, Gambia, Guinea-Bissau, Senegal

The ICRC opened a regional delegation in Dakar in 1989, although it had already worked in the region for some years. It focuses on promoting IHL among the armed forces and other bearers of weapons and on encouraging implementation of that law by the authorities throughout the region. It also supports the activities of the National Societies, assists people affected by violence in Casamance and in Guinea-Bissau, and visits detainees of ICRC concern, providing them with material aid where necessary.

BUDGET IN KCHF	
Protection	675
Assistance	4,402
Prevention	1,722
Cooperation with National Societies	1,462
General	-
<b>Total</b>	<b>8,262</b>
<i>Of which: Overheads</i>	<i>504</i>

PERSONNEL	
Expatriates	21
National staff (daily workers not included)	108



## HARARE (REGIONAL)

COVERING: Botswana, Malawi, Namibia, Zambia, Zimbabwe

The Harare regional delegation has existed in its current form since 1981, although the ICRC has been present in some of the countries covered for much longer. It visits and assists detainees in Namibia and Zimbabwe and supports health facilities in Harare. It also helps family members separated by armed conflicts in the region re-store contact. It informs the authorities, the armed and security forces and the general public about IHL, human rights law and the ICRC's mandate, and helps the region's National Societies develop their operational capacities.

### BUDGET IN KCHF

Protection	1,595
Assistance	11,004
Prevention	1,240
Cooperation with National Societies	1,265
General	-
<b>Total</b>	<b>15,104</b>
<i>Of which: Overheads</i>	<i>922</i>

### PERSONNEL

Expatriates	24
National staff (daily workers not included)	100

## NAIROBI (REGIONAL)

COVERING: Comoros, Djibouti, Kenya, Mauritius, Seychelles, United Republic of Tanzania

The ICRC's regional delegation in Nairobi was set up in 1974 and has a dual purpose: first, to promote IHL and carry out operations in the countries covered, namely restoring family links for refugees, protecting and assisting people injured, displaced or otherwise affected by armed conflict or other situations of violence, visiting detainees falling within its mandate, and supporting the development of the National Societies; and second, to provide relief supplies and other support services for ICRC operations in neighbouring countries of the Horn of Africa and Great Lakes regions, as well as further afield.

### BUDGET IN KCHF

Protection	1,481
Assistance	2,360
Prevention	2,968
Cooperation with National Societies	2,490
General	-
<b>Total</b>	<b>9,299</b>
<i>Of which: Overheads</i>	<i>568</i>

### PERSONNEL

Expatriates	30
National staff (daily workers not included)	313

## NIAMEY (REGIONAL)

COVERING: Mali, Niger

The ICRC has been continually present in the region since 1982, opening its Niamey regional delegation in 2010 in response to the consequences of fighting between government forces and various armed groups in northern Mali and Niger. It seeks to protect and assist people affected by armed conflict or other situations of violence and visits detainees of ICRC concern, providing them with material aid where necessary. It also focuses on promoting IHL among the armed forces and other bearers of weapons and on encouraging its implementation by the authorities throughout the region. It works closely with the region's National Societies and helps them develop their operational capacities.

### BUDGET IN KCHF

Protection	2,129
Assistance	6,969
Prevention	1,974
Cooperation with National Societies	1,649
General	-
<b>Total</b>	<b>12,722</b>
<i>Of which: Overheads</i>	<i>776</i>

### PERSONNEL

Expatriates	20
National staff (daily workers not included)	94

## PRETORIA (REGIONAL)

COVERING: Angola, Lesotho, Madagascar, Mozambique, South Africa, Swaziland

The ICRC opened a regional delegation in Pretoria in 1978. It keeps a close eye on the domestic situation in the countries covered and helps refugees and asylum seekers restore family links severed by armed conflict and other situations of violence. It promotes ratification of IHL treaties and their national implementation and encourages the incorporation of IHL into military and police training and into secondary school and university curricula. The ICRC supports the region's National Societies, in cooperation with the International Federation. It also visits detainees in Angola, Lesotho and Madagascar.

BUDGET IN KCHF	
Protection	843
Assistance	40
Prevention	1,788
Cooperation with National Societies	1,630
General	-
<b>Total</b>	<b>4,301</b>
<i>Of which: Overheads</i>	<i>262</i>

PERSONNEL	
Expatriates	10
National staff (daily workers not included)	38

## YAOUNDÉ (REGIONAL)

COVERING: Cameroon, Congo, Equatorial Guinea, Gabon, São Tomé and Príncipe

The ICRC set up its Yaoundé regional delegation in 1992 but has been working in the region since 1972. It monitors the domestic situation in the countries covered, visits security detainees and restores family links for refugees. It pursues long-standing programmes to spread knowledge of IHL among the authorities, armed forces and civil society, and supports the development of the National Societies.

BUDGET IN KCHF	
Protection	394
Assistance	-
Prevention	2,044
Cooperation with National Societies	1,663
General	-
<b>Total</b>	<b>4,102</b>
<i>Of which: Overheads</i>	<i>250</i>

PERSONNEL	
Expatriates	7
National staff (daily workers not included)	32

# ASIA AND THE PACIFIC



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## AFGHANISTAN

Having assisted victims of the Afghan armed conflict for six years in Pakistan, the ICRC opened a delegation in Kabul in 1987. Its current operations focus on: protecting detainees and helping them keep in contact with their families; monitoring the conduct of hostilities and acting to prevent IHL violations; assisting the wounded and disabled; supporting hospital care; improving water and sanitation services; promoting accession to and implementation of IHL treaties and compliance with IHL by military forces; and strengthening the Afghan Red Crescent Society.

BUDGET IN KCHF	
Protection	11,448
Assistance	67,061
Prevention	3,708
Cooperation with National Societies	3,827
General	-
<b>Total</b>	<b>86,044</b>
<i>Of which: Overheads</i>	<i>5,225</i>
PERSONNEL	
Expatriates	136
National staff (daily workers not included)	1,602

## MYANMAR

The ICRC began working in Myanmar in 1986, providing physical rehabilitation for mine victims and other disabled people. Between 1999 and 2005, delegates visited detainees, assisted and protected civilians in conflict areas, and provided supplies to hospitals treating the wounded. By the end of 2005, restrictions imposed on the ICRC's ability to work according to its standard procedures had led to a progressive downsizing of activities. The ICRC actively seeks dialogue with government authorities with a view to resuming priority activities. It also works with the International Federation to enhance the effectiveness of the National Society.

BUDGET IN KCHF	
Protection	1,468
Assistance	946
Prevention	639
Cooperation with National Societies	686
General	-
<b>Total</b>	<b>3,739</b>
<i>Of which: Overheads</i>	<i>228</i>
PERSONNEL	
Expatriates	5
National staff (daily workers not included)	109

## NEPAL

The ICRC initially worked in Nepal out of its regional delegation in New Delhi, opening a delegation in Kathmandu in 2001. Since the May 2006 agreement between the government and the Communist Party of Nepal-Maoist, the ICRC has focused on: clarifying the fate of missing persons and supporting their families; taking action on behalf of people deprived of their freedom; promoting full compliance with IHL; and improving medical care for the wounded. It works closely with the Nepal Red Cross Society.

BUDGET IN KCHF	
Protection	1,495
Assistance	954
Prevention	1,517
Cooperation with National Societies	990
General	-
<b>Total</b>	<b>4,956</b>
<i>Of which: Overheads</i>	<i>302</i>
PERSONNEL	
Expatriates	11
National staff (daily workers not included)	76

## PAKISTAN

The ICRC began working in Pakistan in 1981 to assist victims of the armed conflict in Afghanistan. Its current operations focus on: visiting security detainees; assisting residents and displaced victims of armed violence; supporting the Pakistan Red Crescent Society; ensuring care of the weapon-wounded and the disabled; promoting compliance with IHL among officials and military forces; and fostering dialogue with religious leaders, academic institutions and the media on IHL-related issues, the conduct of hostilities and neutral and independent humanitarian action.

BUDGET IN KCHF	
Protection	5,763
Assistance	43,467
Prevention	4,987
Cooperation with National Societies	2,388
General	-
<b>Total</b>	<b>56,604</b>
<i>Of which: Overheads</i>	<i>3,443</i>
PERSONNEL	
Expatriates	134
National staff (daily workers not included)	1,102

## PHILIPPINES

In the Philippines, where the ICRC has worked since 1982, the delegation assists and protects civilians displaced or otherwise affected by armed clashes between the government and insurgent groups, primarily on the southern islands of Mindanao. It acts as a neutral intermediary between opposing forces in humanitarian matters. It visits security detainees and, with the authorities, aims to improve conditions in prisons, through direct interventions and prison reform. It also works with the Philippine National Red Cross, through its network of regional chapters, local branches and volunteers, to assist displaced people and promote compliance with IHL.

### BUDGET IN KCHF

Protection	3,374
Assistance	13,303
Prevention	2,624
Cooperation with National Societies	1,080
General	-
<b>Total</b>	<b>20,382</b>
<i>Of which: Overheads</i>	<i>1,244</i>

### PERSONNEL

Expatriates	33
National staff (daily workers not included)	129

## SRI LANKA

The ICRC has worked in Sri Lanka since 1989. Operations focus on: protecting and assisting civilians affected by the recent armed conflict; visiting detainees and facilitating family links; providing adequate water supply and economic security for IDPs and resident communities; improving access to physical rehabilitation facilities; and supporting military training in IHL.

### BUDGET IN KCHF

Protection	7,623
Assistance	10,423
Prevention	1,673
Cooperation with National Societies	1,277
General	-
<b>Total</b>	<b>20,996</b>
<i>Of which: Overheads</i>	<i>1,281</i>

### PERSONNEL

Expatriates	56
National staff (daily workers not included)	360

## BANGKOK (REGIONAL)

COVERING: Cambodia, Lao People's Democratic Republic (Lao PDR), Thailand, Viet Nam

Having first established a presence in Bangkok in 1975 to support its operation in Cambodia, the Lao PDR and Viet Nam, the ICRC now works to promote the ratification and implementation of humanitarian treaties and the integration of IHL into military training in all the countries covered. It strives to raise awareness of issues of humanitarian concern and supports National Societies in developing their dissemination and tracing activities. The ICRC visits detainees of concern in Cambodia and Thailand and works to protect and assist vulnerable populations. The ICRC prosthetic/orthotic project in Cambodia contributes to meeting the need for affordable, good-quality prostheses.

### BUDGET IN KCHF

Protection	2,338
Assistance	3,488
Prevention	2,243
Cooperation with National Societies	1,054
General	-
<b>Total</b>	<b>9,123</b>
<i>Of which: Overheads</i>	<i>557</i>

### PERSONNEL

Expatriates	27
National staff (daily workers not included)	68

## BEIJING (REGIONAL)

COVERING: China, Democratic People's Republic of Korea (DPRK), Republic of Korea, Mongolia

Present in the region since 1987, the ICRC moved its regional delegation for East Asia to Beijing in 2005. The delegation fosters support among governments, experts and National Societies for humanitarian principles, IHL and ICRC activities in the region and worldwide. It promotes the incorporation of IHL into national legislation, military training and academic curricula. It also supports the region's National Societies in developing their dissemination and tracing activities. ICRC/National Society prosthetic/orthotic projects in China and the DPRK contribute to meeting the need for affordable, good-quality prostheses.

BUDGET IN KCHF	
Protection	362
Assistance	2,095
Prevention	3,938
Cooperation with National Societies	1,328
General	-
<b>Total</b>	<b>7,722</b>
<i>Of which: Overheads</i>	<i>471</i>
PERSONNEL	
Expatriates	14
National staff (daily workers not included)	34

## JAKARTA (REGIONAL)

COVERING: Indonesia, Timor-Leste

The ICRC established a presence in Indonesia in 1979 and in Timor-Leste following its independence in 2002. In each country, the ICRC supports the National Society in boosting its emergency response capacities. The ICRC cooperates with the authorities to improve penitentiary standards, while seeking to visit detainees and monitor conditions. It works with the armed forces (and the police in Indonesia) to promote the inclusion of IHL in their training. It conducts activities with universities to further the study of IHL and humanitarian principles. In Timor-Leste, it provides support to the families of missing persons.

BUDGET IN KCHF	
Protection	2,655
Assistance	686
Prevention	1,982
Cooperation with National Societies	1,661
General	-
<b>Total</b>	<b>6,984</b>
<i>Of which: Overheads</i>	<i>426</i>
PERSONNEL	
Expatriates	12
National staff (daily workers not included)	59

## KUALA LUMPUR (REGIONAL)

COVERING: Brunei Darussalam, Japan, Malaysia, Singapore

Having worked in Malaysia since 1972, the ICRC opened its regional delegation in Kuala Lumpur in 2001 and an office in Japan in 2009. It works with government representatives, leaders, experts and National Societies to promote humanitarian issues and gain their support for its activities. It encourages the ratification and implementation of IHL treaties and the incorporation of IHL into military training and academic curricula. The delegation hosts the ICRC's Regional Resource Centre, which supports delegations in East and South-East Asia and the Pacific in promoting IHL and strengthening support for the ICRC's humanitarian action and cooperation within the Movement.

BUDGET IN KCHF	
Protection	249
Assistance	-
Prevention	2,161
Cooperation with National Societies	478
General	-
<b>Total</b>	<b>2,888</b>
<i>Of which: Overheads</i>	<i>176</i>
PERSONNEL	
Expatriates	9
National staff (daily workers not included)	20

## NEW DELHI (REGIONAL)

COVERING: Bangladesh, Bhutan, India, Maldives

The regional delegation in New Delhi opened in 1982. It works with the armed forces, universities, civil society and the media in the region to promote broader understanding and implementation of IHL and to encourage respect for humanitarian rules and principles. The ICRC visits people arrested and detained in connection with the situation in Jammu and Kashmir (India), as well as in Bhutan and the Maldives. It also supports the development of the National Societies in Bangladesh and India and supports some of their assistance programmes in the field.

### BUDGET IN KCHF

Protection	4,457
Assistance	4,057
Prevention	4,125
Cooperation with National Societies	2,711
General	-
<b>Total</b>	<b>15,349</b>
<i>Of which: Overheads</i>	<i>937</i>

### PERSONNEL

Expatriates	41
National staff (daily workers not included)	148

## SUVA (REGIONAL)

COVERING: Australia, Fiji, Kiribati, Marshall Islands, Federated States of Micronesia, Nauru, New Zealand, Palau, Papua New Guinea, Samoa, Solomon Islands, Tonga, Tuvalu, Vanuatu and autonomous states, territories and colonies of the Pacific

Since 2001, ICRC operations in the Pacific have been carried out by the Suva regional delegation. In cooperation with the National Societies, it assists governments in the ratification and implementation of IHL treaties and promotes respect for and compliance with IHL among the region's armed and security forces. It also promotes IHL and humanitarian issues among academic circles, the media and civil society. The ICRC visits people detained in connection with past unrest in Fiji and Solomon Islands. It also helps build the emergency response capacities of the region's National Societies, particularly in Papua New Guinea.

### BUDGET IN KCHF

Protection	482
Assistance	-
Prevention	1,883
Cooperation with National Societies	1,199
General	-
<b>Total</b>	<b>3,564</b>
<i>Of which: Overheads</i>	<i>217</i>

### PERSONNEL

Expatriates	4
National staff (daily workers not included)	17

# EUROPE AND THE AMERICAS



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## ARMENIA

The ICRC has been working in Armenia since 1992 in relation to the Nagorny Karabakh armed conflict. It focuses on the issue of missing persons and on detainees held for conflict-related or security reasons, or who are otherwise vulnerable; promotes health-related issues, particularly tuberculosis control, in places of detention; and monitors the situation of communities along the international border with Azerbaijan. It promotes the national implementation of IHL and its integration into the armed and security forces' doctrine, training and sanctions and into academic curricula. The ICRC works to strengthen the capacities of the Armenian Red Cross Society.

BUDGET IN KCHF	
Protection	478
Assistance	558
Prevention	729
Cooperation with National Societies	314
General	-
<b>Total</b>	<b>2,079</b>
<i>Of which: Overheads</i>	<i>127</i>
PERSONNEL	
Expatriates	2
National staff (daily workers not included)	28



## AZERBAIJAN

The ICRC has been working in Azerbaijan since 1992 in relation to the Nagorny Karabakh armed conflict. It focuses on the issue of missing persons and on detainees held for conflict-related or security reasons, or who are otherwise vulnerable; provides support for health-related issues in places of detention, particularly tuberculosis control; and monitors the situation of communities along the Line of Contact and the international border with Armenia. It promotes the national implementation of IHL and its integration into armed and security forces' training and into academic curricula. The ICRC works to strengthen the capacities of the Azerbaijan Red Cross Society.

### BUDGET IN KCHF

Protection	3,055
Assistance	2,463
Prevention	769
Cooperation with National Societies	250
General	-
<b>Total</b>	<b>6,537</b>
<i>Of which: Overheads</i>	<i>399</i>

### PERSONNEL

Expatriates	9
National staff (daily workers not included)	71

## GEORGIA

The ICRC has been present in Georgia since 1992. It contributes to efforts to provide answers to families of missing persons and protects and assists displaced people and other vulnerable groups in conflict-affected regions. It visits detainees throughout Georgia, including Abkhazia and South Ossetia, and provides expertise on health-related issues, particularly tuberculosis, in places of detention. It promotes the national implementation of IHL and its integration into armed and security forces' doctrine, training and sanctions and into academic curricula. In cooperation with Movement partners, the ICRC helps to strengthen the capacities of the Red Cross Society of Georgia.

### BUDGET IN KCHF

Protection	2,741
Assistance	9,295
Prevention	2,108
Cooperation with National Societies	798
General	-
<b>Total</b>	<b>14,943</b>
<i>Of which: Overheads</i>	<i>912</i>

### PERSONNEL

Expatriates	26
National staff (daily workers not included)	192

## MOSCOW (REGIONAL)

COVERING: Belarus, Republic of Moldova, the Russian Federation, Ukraine

The Moscow delegation, which opened in 1992, combines operational functions in the Russian Federation with regional functions. The ICRC contributes to efforts to provide answers to families of missing persons and assists vulnerable conflict-affected populations in the northern Caucasus, in cooperation with the Russian Red Cross Society. It supports capacity building of all the National Societies in the region, particularly in the field of restoring family links and promoting IHL. In all the countries covered, it runs long-term communication programmes to promote an environment conducive to the respect of IHL and foster understanding of the ICRC's mandate and work.

### BUDGET IN KCHF

Protection	3,451
Assistance	4,474
Prevention	6,225
Cooperation with National Societies	2,318
General	-
<b>Total</b>	<b>16,468</b>
<i>Of which: Overheads</i>	<i>1,005</i>

### PERSONNEL

Expatriates	23
National staff (daily workers not included)	250

## TASHKENT (REGIONAL)

COVERING: Kazakhstan, Kyrgyzstan, Tajikistan, Turkmenistan, Uzbekistan

The regional delegation in Central Asia was opened in 1992. It assists governments in implementing IHL instruments and integrating IHL into academic curricula. It also supports the integration of IHL into armed forces' doctrine, training and sanctions, and promotes international norms among police and security forces dealing with law enforcement. It also endeavours to protect and assist people detained for security reasons and, in Kyrgyzstan, provides support on health-related issues, particularly tuberculosis, in places of detention. The ICRC contributes to strengthening the capacities of the region's National Societies, particularly in the fields of restoring family links and promoting IHL.

BUDGET IN KCHF	
Protection	3,997
Assistance	2,435
Prevention	2,824
Cooperation with National Societies	1,251
General	-
<b>Total</b>	<b>10,508</b>
<i>Of which: Overheads</i>	<i>641</i>

PERSONNEL	
Expatriates	27
National staff (daily workers not included)	91

## WESTERN BALKANS (REGIONAL)

COVERING: Albania, Bosnia and Herzegovina, Croatia, the Former Yugoslav Republic of Macedonia, Kosovo\*, Montenegro, Serbia

\* UN Security Council Resolution 1244

The ICRC has been working in the countries covered since the early 1990s. The organization strives to respond to the needs remaining from armed conflicts in the region. It seeks to clarify the fate of missing persons and to address the needs of their families. Throughout the region, the ICRC visits detainees, works with the authorities and civil society to promote IHL, and supports the development of the National Societies.

BUDGET IN KCHF	
Protection	4,327
Assistance	-
Prevention	1,853
Cooperation with National Societies	1,731
General	-
<b>Total</b>	<b>7,911</b>
<i>Of which: Overheads</i>	<i>483</i>

PERSONNEL	
Expatriates	13
National staff (daily workers not included)	71

## ANKARA

In direct relation to the armed conflict in neighbouring Iraq, the ICRC opened a temporary mission in Ankara in 2003. ICRC activities in connection with the situation in Iraq focus mainly on protection issues. ICRC activities in Turkey include supporting the authorities in the promotion of IHL and assisting the armed forces in integrating IHL into their training programmes. In addition, the ICRC conducts a number of joint programmes with the Turkish Red Crescent Society.

BUDGET IN KCHF	
Protection	92
Assistance	-
Prevention	814
Cooperation with National Societies	169
General	-
<b>Total</b>	<b>1,075</b>
<i>Of which: Overheads</i>	<i>66</i>

PERSONNEL	
Expatriate	1
National staff (daily workers not included)	4

## BRUSSELS

COVERING: Institutions of the European Union, the Council of Europe, the Organization for Security and Co-operation in Europe (OSCE), NATO, the NATO Parliamentary Assembly and key armed forces in Western Europe

The ICRC has been working in Brussels since 1999, building strong institutional and operational relations with European Union institutions, the Council of Europe, the OSCE, and NATO and its Parliamentary Assembly. It is expanding its sphere of activity to include key armed forces based in Western Europe. Its aim is to make the ICRC's mandate better known, mobilize political, diplomatic and financial support for its activities and ensure that relevant military decision-makers in Western Europe view the ICRC as the main reference point for neutral and independent humanitarian action.

### BUDGET IN KCHF

Protection	21
Assistance	-
Prevention	2,856
Cooperation with National Societies	227
General	-
<b>Total</b>	<b>3,103</b>
<i>Of which: Overheads</i>	<i>189</i>

### PERSONNEL

Expatriates	2
National staff (daily workers not included)	10

## INTERNATIONAL TRACING SERVICE

The International Tracing Service (ITS) in Bad Arolsen, Germany, serves the victims of Nazi persecution and their families by documenting their fate through the archives it manages. The ITS preserves these historical records and makes them available for research. The ITS is governed under the 1955 Bonn Agreements and their 2006 Protocol by the 11-member International Commission for the International Tracing Service (Belgium, France, Germany, Greece, Israel, Italy, Luxemburg, Netherlands, Poland, the United Kingdom of Great Britain and Northern Ireland, and the United States of America). The ICRC manages the ITS on behalf of the International Commission.

### BUDGET IN KCHF

Protection	301
Assistance	-
Prevention	327
Cooperation with National Societies	-
General	-
<b>Total</b>	<b>628</b>
<i>Of which: Overheads</i>	<i>38</i>

### PERSONNEL

Expatriates	2
National staff (daily workers not included)	-

## LONDON

Set up in 2003, the London office focuses on pursuing humanitarian diplomacy and facilitating ICRC operations in the field. Its target audiences include the British authorities and armed forces, members of parliament, think-tanks, the media and major international NGOs. Through such contacts, the ICRC seeks to improve understanding of and secure broad support for IHL and ICRC and Movement operations. The London office works in close cooperation with the British Red Cross on a wide range of areas of common interest.

### BUDGET IN KCHF

Protection	38
Assistance	-
Prevention	682
Cooperation with National Societies	297
General	-
<b>Total</b>	<b>1,018</b>
<i>Of which: Overheads</i>	<i>62</i>

### PERSONNEL

Expatriate	1
National staff (daily workers not included)	-

## PARIS

The Paris delegation, set up in 2000, focuses on promoting IHL, pursuing humanitarian diplomacy and facilitating ICRC operations in the field. Its target audiences include the French authorities, military and academic circles, the diplomatic community, representatives of third countries, economic interest groups, the media, and the French Red Cross.

BUDGET IN KCHF	
Protection	61
Assistance	-
Prevention	1,199
Cooperation with National Societies	358
General	-
<b>Total</b>	<b>1,619</b>
<i>Of which: Overheads</i>	<i>99</i>

PERSONNEL	
Expatriate	1
National staff (daily workers not included)	4

## COLOMBIA

In Colombia since 1969, the ICRC strives to protect and assist victims of the armed conflict, to secure greater compliance with IHL by all weapon bearers, and to promote integration of IHL into the armed forces' doctrine, training and operations. The ICRC also visits security detainees. For IDPs and conflict-affected residents, it provides relief, helps ensure access to health care, and carries out small-scale repairs to infrastructure. It also runs a comprehensive mine-action programme that includes mine-risk education and physical rehabilitation for victims. It works closely with the Colombian Red Cross and other Movement components active in Colombia.

BUDGET IN KCHF	
Protection	6,932
Assistance	24,665
Prevention	3,748
Cooperation with National Societies	1,512
General	-
<b>Total</b>	<b>36,857</b>
<i>Of which: Overheads</i>	<i>2,250</i>

PERSONNEL	
Expatriates	61
National staff (daily workers not included)	290

## HAITI

The ICRC opened a fully-fledged delegation in Haiti in 2004. It responds to acute humanitarian situations in prisons and supports national authorities in improving respect for judicial guarantees. It seeks to mitigate the effects of social unrest throughout the country and in violence-prone shanty towns in Port-au-Prince. It also supports security forces in integrating human rights norms applicable to the use of force into their doctrine, training and operations. With other Movement partners, the ICRC helps strengthen the emergency response capacity of the National Society.

BUDGET IN KCHF	
Protection	986
Assistance	2,814
Prevention	908
Cooperation with National Societies	884
General	-
<b>Total</b>	<b>5,592</b>
<i>Of which: Overheads</i>	<i>341</i>

PERSONNEL	
Expatriates	9
National staff (daily workers not included)	59

## BRASILIA (REGIONAL)

COVERING: Argentina, Brazil, Chile, Paraguay, Uruguay

Established in 1975 in Buenos Aires, the delegation moved to Brasilia in late 2009. The ICRC visits security detainees and responds to situations of internal strife and social unrest, often with the region's National Societies, which it supports in developing their capacity to act in such situations. It also runs a project to address urban violence in Rio de Janeiro. The ICRC promotes the incorporation of IHL into national legislation and into the doctrine, training and operations of the armed forces. It also works with police forces to integrate international human rights law applicable to the use of force into theirs.

### BUDGET IN KCHF

Protection	1,025
Assistance	2,280
Prevention	2,423
Cooperation with National Societies	876
General	-
<b>Total</b>	<b>6,604</b>
<i>Of which: Overheads</i>	<i>403</i>

### PERSONNEL

Expatriates	6
National staff (daily workers not included)	30

## CARACAS (REGIONAL)

COVERING: Suriname, Bolivarian Republic of Venezuela and the English-speaking countries of the Caribbean Community (CARICOM): Antigua and Barbuda, Bahamas, Barbados, Belize, Dominica, Grenada, Guyana, Jamaica, Saint Kitts and Nevis, Saint Lucia, Saint Vincent and the Grenadines, Trinidad and Tobago

The Caracas regional delegation was established in 1971. It focuses on promoting the incorporation of IHL into national legislation, into the operational procedures and training of the region's armed forces and into the curricula of academic institutions, as well as the inclusion of human rights standards in police manuals and training. It reinforces the capacities of the region's National Societies in the fields of IHL promotion, restoring family links, and assistance to victims of violence. It visits security detainees and monitors the humanitarian situation along the Venezuelan border with Colombia.

### BUDGET IN KCHF

Protection	201
Assistance	-
Prevention	1,519
Cooperation with National Societies	429
General	-
<b>Total</b>	<b>2,150</b>
<i>Of which: Overheads</i>	<i>131</i>

### PERSONNEL

Expatriates	3
National staff (daily workers not included)	8

## LIMA (REGIONAL)

COVERING: Plurinational State of Bolivia, Ecuador, Peru

The delegation in Lima opened in 1984, becoming a regional delegation in 2003. The ICRC visits detainees, addresses the issue of missing persons, and monitors the humanitarian situation along the Ecuadorian border with Colombia. It seeks to respond to needs arising from internal strife and reinforces the capacities of the region's National Societies to do the same. It helps security forces integrate human rights norms applicable to the use of force into their doctrine, training and operations and the armed forces do the same for IHL. It also promotes the incorporation of IHL into national legislation.

### BUDGET IN KCHF

Protection	1,890
Assistance	417
Prevention	1,940
Cooperation with National Societies	1,020
General	-
<b>Total</b>	<b>5,266</b>
<i>Of which: Overheads</i>	<i>321</i>

### PERSONNEL

Expatriates	7
National staff (daily workers not included)	35

## MEXICO CITY (REGIONAL)

COVERING: Costa Rica, Cuba, Dominican Republic, El Salvador, Guatemala, Honduras, Mexico, Nicaragua, Panama

The Mexico delegation opened in 1998, becoming a regional delegation in 2002. It strengthens the capacities of the region's National Societies, assists people in Panama's Darién region affected by the conflict in neighbouring Colombia, monitors the conditions of detainees, and endeavours to ascertain the fate of missing persons, particularly in Guatemala. It helps integrate IHL into armed forces' doctrine and training and into academic curricula. It advises security forces in integrating human rights norms applicable to the use of force into their doctrine, training and operations. The delegation hosts the Advisory Service on IHL for Latin America and the Caribbean.

BUDGET IN KCHF	
Protection	1,287
Assistance	378
Prevention	2,844
Cooperation with National Societies	894
General	-
<b>Total</b>	<b>5,402</b>
<i>Of which: Overheads</i>	<i>330</i>
PERSONNEL	
Expatriates	8
National staff (daily workers not included)	34

## WASHINGTON (REGIONAL)

COVERING: Canada, United States of America, Organization of American States

Established in 1995, the Washington regional delegation engages in a regular dialogue on IHL and issues of humanitarian concern with government officials and bodies, academic institutions and other interested groups in Canada and the United States of America. The delegation heightens awareness of the ICRC's mandate, mobilizes political and financial support for ICRC activities and secures support for IHL implementation. It visits people held at Guantanamo Bay Naval Station, Cuba. It works closely with the American and Canadian Red Cross Societies, focusing on their international activities and the promotion of IHL.

BUDGET IN KCHF	
Protection	1,730
Assistance	-
Prevention	3,243
Cooperation with National Societies	1,107
General	-
<b>Total</b>	<b>6,080</b>
<i>Of which: Overheads</i>	<i>371</i>
PERSONNEL	
Expatriates	10
National staff (daily workers not included)	19

## NEW YORK

The multiple tasks and activities of the UN often have implications of a humanitarian nature. Operating since 1983, the ICRC delegation to the UN serves as a support and a liaison for ICRC operational and legal initiatives. The delegation conveys the ICRC's viewpoint, keeps abreast of trends and developments relating to humanitarian issues and promotes IHL.

BUDGET IN KCHF	
Protection	-
Assistance	-
Prevention	2,420
Cooperation with National Societies	-
General	-
<b>Total</b>	<b>2,420</b>
<i>Of which: Overheads</i>	<i>148</i>
PERSONNEL	
Expatriates	4
National staff (daily workers not included)	7

# MIDDLE EAST AND NORTH AFRICA



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## ALGERIA

The ICRC has been working in Algeria, with some interruptions, since the 1954–1962 Algerian war of independence. It carries out visits to people held in places of detention run by the Ministry of Justice and to people remanded in custody in police stations and *gendarmeries*. The ICRC also works to promote IHL among Algerian civil society, the authorities and the armed forces. The ICRC supports the Algerian Red Crescent's reform process, which resumed in 2007.

### BUDGET IN KCHF

Protection	1,332
Assistance	-
Prevention	599
Cooperation with National Societies	243
General	-
<b>Total</b>	<b>2,175</b>
<i>Of which: Overheads</i>	<i>133</i>

### PERSONNEL

Expatriates	6
National staff (daily workers not included)	9

## EGYPT

The ICRC has been in Egypt, with some interruptions, since the beginning of the Second World War. It works primarily as a regional centre to promote the national implementation of IHL and its incorporation into military training and academic curricula in Egypt and elsewhere in the Arab world. The Cairo-based regional legal advisory, communication and documentation centre, working in close cooperation with the League of Arab States, plays an important role in this process. The ICRC supports the work of the Egyptian Red Crescent Society. It also seeks to visit people deprived of their freedom in Egypt.

BUDGET IN KCHF	
Protection	287
Assistance	-
Prevention	791
Cooperation with National Societies	129
General	-
<b>Total</b>	<b>1,206</b>
<i>Of which: Overheads</i>	<i>74</i>

PERSONNEL	
Expatriates	4
National staff (daily workers not included)	34

## IRAN, ISLAMIC REPUBLIC OF

The ICRC has been in the Islamic Republic of Iran, with some interruptions, since 1977. It continues work to clarify the fate of POWs registered during the 1980–88 Iran-Iraq war or identified through RCMs. It works to strengthen its partnership with the Red Crescent Society of the Islamic Republic of Iran, particularly in the fields of tracing, the promotion of IHL, and mine-risk education. The Iranian committee for the implementation of IHL is an important partner in this process. The ICRC maintains a logistical supply base in the country in support of ICRC operations in the region.

BUDGET IN KCHF	
Protection	2,096
Assistance	-
Prevention	1,615
Cooperation with National Societies	665
General	-
<b>Total</b>	<b>4,376</b>
<i>Of which: Overheads</i>	<i>267</i>

PERSONNEL	
Expatriates	7
National staff (daily workers not included)	45

## IRAQ

The ICRC has been present in Iraq since the outbreak of the Iran-Iraq war in 1980. Protection activities focus in particular on people detained by Iraqi government, the United States/multinational forces in Iraq and the Kurdistan regional authorities and on efforts to restore contact between separated family members with the support of the Iraqi Red Crescent Society. Assistance activities involve helping IDPs and residents restore their livelihoods, supporting hospitals and physical rehabilitation centres, and repairing and upgrading water, sanitation, health and detention infrastructure. The ICRC continues to promote IHL among weapon bearers.

BUDGET IN KCHF	
Protection	19,087
Assistance	56,091
Prevention	8,163
Cooperation with National Societies	1,875
General	-
<b>Total</b>	<b>85,216</b>
<i>Of which: Overheads</i>	<i>5,186</i>

PERSONNEL	
Expatriates	108
National staff (daily workers not included)	621



## ISRAEL AND THE OCCUPIED TERRITORIES

The ICRC has been present in Israel and the occupied territories since the 1967 Arab-Israeli war. It strives to ensure respect for IHL, in particular its provisions relative to the protection of civilians living under occupation. It monitors the treatment and living conditions of detainees held by the Israeli and Palestinian authorities and provides assistance to the Palestinian population. As the lead agency for the Movement in this context, the ICRC coordinates the work of its Movement partners and supports the activities of the Palestine Red Crescent Society and the Magen David Adom.

### BUDGET IN KCHF

Protection	17,770
Assistance	35,517
Prevention	4,095
Cooperation with National Societies	4,141
General	-
<b>Total</b>	<b>61,523</b>
<i>Of which: Overheads</i>	<i>3,740</i>

### PERSONNEL

Expatriates	84
National staff (daily workers not included)	288

## JORDAN

The ICRC has been present in Jordan since the 1967 Arab-Israeli war. Its work there largely consists of visiting detainees to monitor their treatment and conditions of detention, providing tracing and RCM services to enable civilians and foreign detainees to restore family links, and promoting IHL throughout Jordanian society, in close co-operation with the Jordan National Red Crescent Society. The delegation also provides logistical support to ICRC relief operations in the region.

### BUDGET IN KCHF

Protection	2,395
Assistance	-
Prevention	1,100
Cooperation with National Societies	384
General	-
<b>Total</b>	<b>3,880</b>
<i>Of which: Overheads</i>	<i>237</i>

### PERSONNEL

Expatriates	20
National staff (daily workers not included)	112

## LEBANON

The ICRC has been present in Lebanon since 1967. It gives priority to providing protection and assistance to civilians affected by armed conflict, in close cooperation with the Lebanese Red Cross Society. It seeks compliance with IHL by the government and all political parties and armed groups present in the country. The ICRC visits detainees held by the Lebanese authorities to monitor their living conditions and treatment. Restoring and maintaining links for people separated from members of their families is also an ICRC priority.

### BUDGET IN KCHF

Protection	1,634
Assistance	4,473
Prevention	1,378
Cooperation with National Societies	1,329
General	-
<b>Total</b>	<b>8,814</b>
<i>Of which: Overheads</i>	<i>538</i>

### PERSONNEL

Expatriates	15
National staff (daily workers not included)	39

## SYRIAN ARAB REPUBLIC

The ICRC has been present in the Syrian Arab Republic since 1967. It acts as a neutral intermediary on issues of humanitarian concern for Syrian inhabitants of the part of the Golan occupied by Israel. It facilitates travel for certain categories of people, such as students and pilgrims, between the occupied Golan and the Syrian Arab Republic, and maintains links between separated family members. It works to spread knowledge of IHL in government, military, academic and media circles, and cooperates closely with the Syrian Arab Red Crescent. The ICRC also seeks to visit people detained in the Syrian Arab Republic.

BUDGET IN KCHF	
Protection	284
Assistance	1,146
Prevention	557
Cooperation with National Societies	508
General	-
<b>Total</b>	<b>2,494</b>
<i>Of which: Overheads</i>	<i>152</i>

PERSONNEL	
Expatriates	2
National staff (daily workers not included)	11

## YEMEN

The ICRC has been working in Yemen since the outbreak of the civil war in 1962. It works with the Yemeni Red Crescent Society to assist civilians affected by hostilities in northern Yemen. It promotes the incorporation of IHL into national legislation and its introduction into academic curricula and into the training programmes of the armed and police forces. Physical rehabilitation centres also receive assistance. ICRC tracing activities enable refugees to restore family links and Yemeni nationals to locate and contact relatives detained/interned abroad. The ICRC also seeks to resume visits to detainees in accordance with its standard procedures.

BUDGET IN KCHF	
Protection	1,341
Assistance	18,945
Prevention	1,429
Cooperation with National Societies	2,225
General	-
<b>Total</b>	<b>23,939</b>
<i>Of which: Overheads</i>	<i>1,461</i>

PERSONNEL	
Expatriates	29
National staff (daily workers not included)	113

## KUWAIT (REGIONAL)

COVERING: the member States of the Gulf Cooperation Council (GCC), namely Bahrain, Kuwait, Oman, Qatar, Saudi Arabia, United Arab Emirates

The ICRC has been in Kuwait since the outbreak of the 1990–1991 Gulf War. Its presence in the region is linked to humanitarian issues remaining from that war and those arising from the current armed conflict in Iraq, and to work relating to people deprived of their freedom in the GCC member States. In addition, the ICRC focuses on promoting IHL and its own role as a neutral and independent humanitarian organization working in areas of armed conflict and other situations of violence. Reinforcing cooperation with the National Red Crescent Societies of the region is another priority.

BUDGET IN KCHF	
Protection	1,045
Assistance	-
Prevention	956
Cooperation with National Societies	578
General	293
<b>Total</b>	<b>2,873</b>
<i>Of which: Overheads</i>	<i>175</i>

PERSONNEL	
Expatriates	4
National staff (daily workers not included)	21

## TUNIS (REGIONAL)

COVERING: Libyan Arab Jamahiriya, Mauritania, Morocco/Western Sahara, Tunisia

The regional delegation based in Tunis, which has been operating since 1987, regularly visits people deprived of their freedom in Mauritania and Tunisia to monitor their treatment and conditions of detention. Acting as a neutral intermediary, it is also involved in efforts to resolve issues of humanitarian concern arising from the aftermath of the Western Sahara conflict. It works to promote implementation of IHL by the authorities, including its integration into national legislation and into training programmes for the armed forces. National Societies and the media in the region are essential partners in this process.

### BUDGET IN KCHF

Protection	2,841
Assistance	652
Prevention	1,477
Cooperation with National Societies	434
General	-
<b>Total</b>	<b>5,404</b>
<i>Of which: Overheads</i>	<i>330</i>

### PERSONNEL

Expatriates	16
National staff (daily workers not included)	36

The ICRC's operational approach to result-based management: improving humanitarian action

The ICRC's operational approach to women and girls

The ICRC's operational approach to displacement

## THE ICRC'S OPERATIONAL APPROACH TO RESULT-BASED MANAGEMENT: IMPROVING HUMANITARIAN ACTION

### Managing ICRC operations: the cycle and the results

Introduction

The ICRC management cycle

The yearly internal planning process

Results and indicators

Pragmatic approach to result-based management

### Result-based management in ICRC programmes

Introduction

Assistance

Cooperation with National Societies

Prevention

Protection

### Result-based management and standard reporting to donors

Cyclical standard reporting documents

Other standard reporting documents

## MANAGING ICRC OPERATIONS: THE CYCLE AND THE RESULTS

### INTRODUCTION

People benefiting from humanitarian action depend on the quality of the service they get from organizations that they cannot really choose for themselves. Those organizations therefore have an ethical responsibility to take into account local capacities, culture and vulnerabilities and to manage resources efficiently and produce results that have a beneficial effect on the population's situation. They also have a responsibility to their donors to ensure that the funds they receive are used optimally.

**Result-based management** is a structured approach that keeps an organization focused on the desired and expected results for the beneficiaries throughout the management cycle, and not simply on the implementation of activities or budget control. The ICRC employs result-based management chiefly to enhance the effectiveness of its action for victims of armed conflict and other situations of violence and to increase its accountability, first to the victims concerned, and second to other external stakeholders, in particular donors. Result-based management links activities from one stage to the next, generates structured information at each stage, provides coherent infor-

mation for management and reporting purposes, and ensures that resources are used to best effect.

In employing the result-based approach, the ICRC works according to the following definitions of the terminology used, adopted on the basis of a common understanding in existing literature:

- ▶ **input:** human, technical, material and financial resources and logistical means that enable a person/organization to do something
- ▶ **activity:** any action or process through which inputs are combined to generate goods and services (outputs)
- ▶ **output:** the products, goods and services that people receive as a result of ICRC activities and that are expected to lead to the achievement of outcomes;
- ▶ **outcome:** short- and medium-term
  - **short-term outcome:** the likely, or achieved, short-term effects of the output that are expected to **lead** to the achievement of medium-term outcome
  - **medium-term outcome:** the likely, or achieved, medium-term (1–5 year) effects of the short-term outcome that are expected to **contribute** to the impact
- ▶ **impact:** primary and secondary, long-term effects to which interventions contribute, positively or negatively, directly or indirectly, intended or unintended.

The ICRC, as any other actor, is likely only to contribute to an impact. Many factors will come into play: some man-made, others occurring naturally

At the ICRC, result-based management is in part translated into the organization's internal yearly **Planning for Results** (PfR) process. The ICRC defines the PfR process as a "corporate function that assesses context, target groups, problems/needs, risks, constraints and opportunities and sets priorities to ensure an appropriate level of coordination and alignment of action and resources towards the achievement of expected results".

The PfR process is carried out within the ICRC's three-dimensional framework of *contexts*, *target populations* and *programmes*, which serves the ICRC in both operational and financial management terms:

Context	Target population	Programme
Single country, group of countries, or other context	Civilians	Protection
	People deprived of their freedom	Assistance
	Wounded and sick	
	Authorities	Prevention
	Armed forces and other bearers of weapons	
	Civil society	Cooperation
	Red Cross and Red Crescent Movement	

Target populations are further broken down into sub-target populations and programmes into sub-programmes.

The three-dimensional framework and the PfR methodology were introduced into the ICRC's management procedures in 1998 in a process encompassing: the development of electronic tools to support implementation of the methodology; the progressive and ongoing adaptation of all operational guidelines on the various ICRC fields of activity; and continuous training for staff, particularly those in the field. The accounting model was also adapted to include both financial accounting and cost/analytical accounting.

In 2006 the ICRC conducted internal assessments, discussions and consultations with a view to reaffirming its result-based approach to management, which it institutionalized in its strategy for 2007–2010 by including the implementation of result-based management among its priorities. The ICRC Directorate thus seeks to:

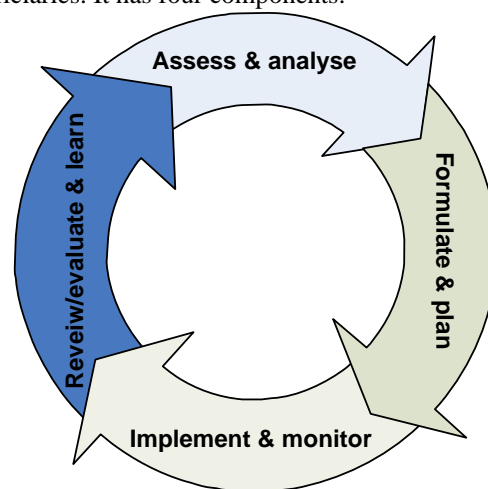
- ▶ develop a management style based on clearly established objectives
- ▶ enhance the skills required for result-based management at all levels
- ▶ define indicators for all levels of established objectives (programmes, field operations, institutional)
- ▶ adapt the existing institutional tools of result-based management to achieve established objectives

## THE ICRC MANAGEMENT CYCLE

The management cycle for ICRC activities aims to maximize the benefits of programmes for the beneficiaries, ensuring that actions are: **relevant** to the needs of the bene-

ficiaries; **feasible** (insofar as objectives can be realistically achieved within the constraints of the working environment and the capabilities of the implementing organization); and, **whenever appropriate, sustainable** (taking into account longer-term impact and looking for lasting solutions to the needs or problems encountered).

According to the terminology used at the ICRC, the management cycle starts with an **assessment**, which, after **analysis**, may lead to the **formulation/planning, implementation, monitoring, review** and in some cases **evaluation** of a humanitarian operation. The entire cycle and the decisions taken therein are consistent with the ICRC's mandate and its legal and policy framework. The cycle contributes to result-based management by rationalizing the steps leading to a successful outcome for the beneficiaries. It has four components.



The phases of the cycle are progressive: each phase needs to be completed for the next to be tackled with success, with the exception of **monitoring**, which is a **continuous process** during the implementation phase. Decision-making criteria and procedures are defined at each stage, including key information requirements and quality assessment criteria. Monitoring serves to recalibrate the operation to ensure it remains focused on achievement of the desired result, as well as to verify that the desired result is still pertinent. New planning draws on the results of monitoring, review and in some cases evaluation of previous action, programmes and activities as part of a structured process of feedback and institutional learning.

## THE STAGES OF THE MANAGEMENT CYCLE AND THEIR DEFINITION

### *Assessment and analysis*

Through **assessments**, the ICRC aims to understand a situation in order to identify the problem(s) facing a target population, their causes and the consequences for the target population. The purpose of an assessment is simply to *identify* any problems, not to work out *whether* and *how* to address them. The assessment stage involves collecting information and data, both independently and during contacts with the target population itself, the authorities at all levels, and any other relevant stakeholders.

The ICRC then conducts a thorough **analysis** of the information gathered during the assessment to determine

the current situation. It is necessary to know what the conditions are at the beginning in order to know what needs to be achieved. This is the **baseline**: a set of information that defines the initial situation that must be improved and against which any future improvement will be measured. This is essential for determining objectives.

### *Formulation and planning*

The aim of this phase is to define the desired future situation of the affected populations on the basis of the problems they are currently facing. This is the **objective** (the target), which is used to determine the means of achieving the new status. Once the desired new situation of the target population has been defined, a **plan of action** is formulated (with corresponding budget/human resources), outlining the steps required to move from the baseline situation to the target situation. Tools, including any relevant indicators, for monitoring, reviewing, evaluating and ensuring that the ICRC can learn from the process are decided on at this stage.

### *Implementation and monitoring*

During this phase, the ICRC carries out the various activities identified during the formulation/planning stage as being required to achieve the desired results for the target population.

Once implementation of the plan of action begins, so does monitoring, using the tools defined at the formulation/planning stage. Monitoring is a continuous and systematic process of self-assessment throughout the life of the operation, which involves collecting, measuring, recording and analysing information on all the planned activities and the results being achieved for the target population. It also includes continuous monitoring and analysis of the situation of the target population and of the general context in which the operation is taking place. It aids management, with the ultimate goal of ensuring the effective delivery of a relevant and good-quality service.

### *Review, evaluation and learning*

**Reviews** are periodic or ad hoc internal examinations of performance that take place at various levels: from the context as a whole, which happens at least once a year (see below), down to the sub-target population (e.g. physically disabled people, under *Wounded and sick*) and sub-programme (e.g. economic security, under *Assistance*), and even in a limited geographical area within the context.

Reviews take the form of qualitative and quantitative, narrative and figure-based reports which are prepared by: teams in the field (usually), professionals from ICRC headquarters (often), mixed teams involving internal and external specialists (more rarely), or external specialists mandated by the ICRC (also more rarely).

Information on the interim situation (the results so far) is compared with information on the intended results (the objective) and on the initial situation (the baseline) to identify any significant deviations from the plan. In this way, the ICRC is able to identify problems and take corrective action. Either it will modify the way in which it seeks to achieve its objective, **or** it will modify the objec-

tive itself if it finds that the baseline situation or the needs have changed. As such, **the stages of the management cycle are replicated at various operational levels, multiple times, within the overall yearly cycle for a given context.**

An **evaluation** is defined by the ICRC as an independent, objective and systematic examination of the design, implementation and results of an initiative, programme, operation or policy against recognized criteria. It is intended to articulate findings, draw conclusions and make recommendations in order that the ICRC may draw lessons, improve overall policy and practice, and enhance accountability. Evaluations commissioned by the ICRC are internal, while those commissioned by stakeholders outside the institution are external; those taken on by the ICRC together with outside stakeholders are joint evaluations. Internal and joint evaluations first aim to influence ICRC action over the long term, on the basis of their findings. Given the magnitude of the undertaking, only a few evaluations are carried out each year.

The ICRC's Institutional Performance Management Unit in the Office of the Director-General has overall responsibility for managing internal and joint evaluations. This includes writing the terms of reference, recruiting the independent evaluators, organizing visits and interviews, reading and commenting on draft reports, organizing round-table meetings with the evaluators and the main internal stakeholders to present and discuss the findings, conclusions and recommendations of the evaluation, and overseeing preparation of the final report. The Unit cooperates closely with the main internal stakeholders throughout the process. A steering committee comprising all those involved is established for all internal evaluations. The main stakeholders must prepare an approach paper, help establish the terms of reference and select the evaluators, provide relevant information (written and oral) to the evaluators, help organize field missions and read and comment in writing on the draft evaluation reports. Once the evaluation report has been distributed, key stakeholders are asked to provide feedback on the conclusions and recommendations and to prepare an action plan for follow-up.

The evaluation and learning process leads to lessons learned both for the delegation and for the ICRC as a whole.

## THE YEARLY INTERNAL PLANNING PROCESS

The PfR document marks the beginning of the yearly management cycle for each context.

### PfR DOCUMENTS

Drawn up by specialists and managers in the field with the help of staff at headquarters, the PfR documents (one per context) are structured according to the ICRC's framework of target populations/sub-target populations and programmes/sub-programmes (see *Introduction* above). They are structured according to the management cycle described above: they provide an **assessment** and **analysis** of the situation, including a summary of the pro-

gress so far in terms of **implementation** of actions and **results** against the objectives defined for the previous yearly cycle, and the new **plan** for the year to come.

### *Assessment and analysis*

The PfR documents present the information collected during a thorough assessment of all aspects of the situation, including the results of operations, conducted first hand by the ICRC's delegations, sub-delegations, missions and offices in the field. They compile information on the:

- **general context**
- **armed conflict or other situation of violence**
- **humanitarian situation**
- **security situation**
- **other actors present**

Using the information collected during the assessment stage, ICRC specialists in the field and at headquarters conduct a thorough analysis of the situation to identify the problems faced by the target populations, their causes and their magnitude (**problem analysis**).

### *Formulation and planning*

On the basis of its mandate, its legal and policy framework and consultations with the potential beneficiaries, the ICRC then determines a desired future situation for the target population. It makes these kinds of decisions on the basis of a number of factors, including: the most pressing needs; its own mandate and capacities; international humanitarian law and other internationally recognized standards; resolutions of the Movement's statutory bodies; a thorough knowledge of the context in question (e.g. customs and cultural sensitivities; national standards, laws and capacities); and the mandate, objectives and activities of other organizations, in particular its partners within the Movement (the National Societies and the International Federation). It sets objectives to be achieved in the medium or long term and determines the incremental steps to be taken in the short term (within the year) towards achieving those objectives. Possible and actual constraints on and limitations to the operation, identified during the assessment and analysis of the context, are also taken into account to ensure that the incremental steps are realistic.

This process is undertaken by target population and sub-target population, and by programme and sub-programme. The following elements are defined:

- **the desired humanitarian impact** (the desired future situation)
- **general objectives** (medium- or long-term objectives, usually covering a 5-year period)
- **specific objectives** (that aim to be achieved within the year)
- **specific operational strategies** (strategies for achieving the specific objectives, enhanced at field level by operational action plans)

The levels of intended result set out in the PfR documents correspond to various result levels defined under result-based management (see *Introduction* above).

Planning for Results	Corresponding intended result level
Desired humanitarian impact	Impact
General objective	Contribution to impact and/or medium-term outcome
Specific objectives/specific operational strategies	Output and short-term outcome

The ways of measuring progress towards achievement of the various levels of results are also defined at this stage. These are many and various – some are standard and used by all delegations conducting similar activities; others are specific to an individual action (see *Follow-up to the PfR documents* below).

### *Budget*

The required financial, human and material resources are defined by programme for each target population.

## **FOLLOW-UP TO THE PfR DOCUMENTS**

### *Implementation*

Once the content of the PfR documents has been debated and agreed on by field and headquarters and approved by the ICRC Assembly, implementation begins. Monitoring (see below) is an integral part of implementation.

### *Monitoring, review and audit*

Various internal tools are employed to check on the implementation of ICRC activities and on the progress made towards achieving specific objectives (and therefore the general objectives and the new desired state for the target population). This ongoing process includes qualitative, quantitative and/or participative approaches, with a combination of all three being required in most cases. All tools are shaped by the PfR process, its structure (target populations and programmes) and content (objectives and budget). These tools are complementary, often inter-linked, and essential for ensuring the effectiveness of the ICRC's action. They also provide the input for ICRC reporting to donors.

The tools include: constant data collection and observation in the field; weekly, bi-monthly or monthly operational reports prepared by each delegation/for each context; monthly reports providing standard assistance and protection indicators; quarterly programme-specific reports; ad hoc context-based or thematic reviews; and internal and external audits.

### *Evaluation*

Given the limited number of ICRC evaluations (see above), only occasionally will an evaluation feed into the yearly cycle of an individual context. Evaluations nevertheless remain an integral part of the ICRC's overall management cycle and inform its operations as a whole.

### *Continuation of the cycle*

If, during the monitoring process, a *significant* change in the situation is noted during the year, the ICRC might need to undertake a major revision of its yearly PfR documents for that context. Thus, the management cycle will begin again on the basis of the new information col-

lected and the new analysis undertaken, with the setting of revised or even completely new objectives, and the drawing up, implementation and monitoring of corresponding plans of action. If the needs are much greater and the action is expanded, this may necessitate an extension to the initial annual budget, which is drawn up in the same way as the yearly PfR documents. The reverse may also be true, with a reduction of needs, and thus of the corresponding operation, leading to a reduction of the initial annual budget.

### Input for the next cycle

Whether or not this is required during the year, the yearly PfR documents contain a summary of all that has been ascertained during the monitoring and reviews undertaken during the previous cycle (the previous year). This ensures that the experience of the previous year and the lessons learnt are taken into account when the current situation is assessed and analysed and objectives for the new cycle are set. The summary includes information on:

- **annual appraisal:** the global results achieved or not achieved as compared to the previous year's orientations, priorities and strategies
- **innovations, creativity, lessons:** new developments that might be useful in other contexts or in future operations

Furthermore, given that general objectives are set for five years or more (if they are aimed at more systemic change), for each general objective, a section in the PfR documents named **current state of implementation** provides a summary of the progress made to date towards achieving the objective (progress made during previous cycles). This feeds into the present project cycle to ensure that the plans for the year ahead remain result-focused.

## RESULTS AND INDICATORS

As mentioned above, during the yearly planning process the ICRC decides on ways of measuring progress in implementation of activities and in achieving the intended results, at output, outcome and contribution-to-impact level, through its specific objectives, operational strategies and operational planning.

Indicators are variables that express real and verifiable changes, in addition to progress made towards the achievement of objectives. Indicators are established for the purpose of enhancing implementation and effectiveness to ensure the best possible outcome for the beneficiaries.

Different kinds of indicators may be required for different activities under different programmes, or indeed for the same kind of activity/programme in different contexts. In different contexts, the baselines will be different, meaning that the appropriate desired future situation of the target population must be culturally and contextually adapted (appropriate technology, quantities/type of aid, etc.).

Result-based management is implemented through all ICRC programmes, however not in a standard way across programmes. Nevertheless, all programmes work on the basis of what the ICRC calls "**generic indicators**" to measure and express their results, based on the ICRC

mission and ICRC policies. These generic indicators express **a general state that comprises a number of specific characteristics, which may be the object of specific indicators**. For example, the availability of water (the generic indicator) is made up of more specific elements such as the quantity of water, its quality, the reliability of the source, and the distance of the source from the beneficiary. The generic indicators are therefore refined into many specific indicators according to the situation, the objectives and intended results in a given context (see *Result-based management in ICRC programmes* below).

The narrative reports prepared as part of the follow-up to PfR documents in principle compare the intermediate situation of the beneficiaries with the baseline situation and the desired new situation. As such, these internal progress reports make use of the generic indicators as well as qualitative specific indicators to reflect whether the change desired in the *specific objective* has been achieved.

To support its narrative reporting, the ICRC uses figure-based indicators. It has, for example, a set of standard indicators for activities carried out under its *Assistance* and *Protection* programmes for the target populations *Civilians*, *People deprived of their freedom* and *Wounded and sick*. They refer to output and to short-term outcome.

## PRAGMATIC APPROACH TO RESULT-BASED MANAGEMENT

The ICRC believes that the first objective of result-based management should be to enhance the relevance and effectiveness of its action for victims of armed conflict and other situations of violence, and to increase its accountability, first to the victims, and second to other external stakeholders, in particular donors. Within the ICRC, therefore, the result-based management approach and the management cycle are followed as rigorously as is possible and necessary to bring positive change to the situation of the beneficiaries.

There are many potential barriers to effective management of the cycle, many of them specific to the conflict situations in which the ICRC works.

- Sometimes, assessment capacity may be affected by restrictions on access owing to the armed conflict or other situation of violence; at other times the ICRC's ability to monitor and review an operation once implementation has begun may be limited, or even no longer useful owing to a radical change in the situation.
- Security is not the only factor: other access problems, such as weather conditions (e.g. monsoon rains or heavy snows) or damage to infrastructure (e.g. destruction of roads or bridges), may also hinder management of the cycle.
- Specific circumstances will suggest the need for an urgent response to needs. The time factor often being of crucial importance, assessments will be kept to a minimum to ensure that the operation can get under way and benefit the target population as soon as pos-



sible. Similar constraints can also limit monitoring and review processes.

- The ICRC's ability to collect the information required for effective management of the cycle is frequently hampered by factors such as the non-availability or limited quality of data. Lack of information on, for example, the population, the socio-economic situation, epidemiological matters and the administrative and professional capacities of other institutions and bodies, together with the complexity and/or opacity of existing institutions, bodies and power structures, means that the ICRC may have to work with partial, unreliable and/or controversial information.

It is worth recalling that indicators, particularly numerical ones, need to be interpreted carefully. Some figures are meaningful only in themselves and only within an annual cycle (i.e. are not comparable from one year to the next because they are too sensitive to external variables).

Moreover, in many cases the ICRC works with indicators that are key to its decision-making process but cannot be shared without compromising its mandate as a neutral, independent and impartial humanitarian organization.

Given that result-based management aims to streamline the relevance and effectiveness of action for conflict-affected victims and permit best use of resources, the ICRC seeks to collect the required information through existing systems and data sources (in certain cases with the provision of some support), rather than establishing new ones, and pragmatic sampling. The ICRC has made it a policy not to set up measurement systems, which could enhance monitoring as such, but which are not directly required for monitoring the expected results of action for the beneficiaries. In any case, it strives to avoid an overly cumbersome, bureaucratic system, set up solely for the purpose of monitoring, preferring to find simpler solutions, even if this limits the amount of information that can be gathered, and therefore reported. Useful but unwieldy solutions based on the measurement of factors such as *knowledge, attitudes, behaviours and practices* to evaluate changes are used sparingly.

Finally, staff turnover levels within the ICRC mean that training and supervision are constantly required to ensure continuity and the transfer of the necessary skills and knowledge. In order for progress to be achieved, requirements should remain as simple as possible, and not be changed regularly or added on an annual basis.

## RESULT-BASED MANAGEMENT IN ICRC PROGRAMMES

### INTRODUCTION

The ICRC endeavours to respond to humanitarian needs arising from today's complex armed conflicts and other situations of violence in the most timely, humane and professional way possible. As described in *ICRC management framework and programme descriptions*, implementation of the ICRC mission is characterized by the strategic use of various **modes of action** at **different levels of intervention**. The ICRC combines four approaches with a

view, directly or indirectly, in the short, medium or long term, to ensuring respect for the lives, dignity, and physical and mental well-being of victims of armed conflict and other situations of violence. Its action seeks to prevent (**prevention**), eradicate the cause of (**protection**) and alleviate (**assistance**) human suffering in armed conflict or other situations of violence and to strengthen the Movement (as a network) (**cooperation**).

This involves the delivery of various **services** by headquarters and field operations focusing on different **target populations** associated with a diverse range of activities requiring varied skills and expertise (**programmes**).

Professionals in each programme work according to the ICRC management cycle and within a given framework, which includes ethical and legal aspects, policies, guidelines and working tools. Generic indicators (see above) are part of these and provide the basis for defining specific indicators measuring and expressing results for concrete objectives in a given context. The sections below provide information on the management of each ICRC approach, related programmes and existing generic indicators (in bold) with examples of associated topics (listed in brackets) on which specific indicators might be defined/used.

### ASSISTANCE

The Assistance Division has allocated two staff members for two years to further developing and implementing result-based management. This has resulted in a three-part training course and related handbook being developed on "assessment", "design and planning" and "measuring results" and the training of 15 trainers. The training course, which initially targeted economic security staff, is currently being adapted and extended to health and water and habitat staff.

Two software packages, for the management of economic security and water and habitat sub-programmes respectively, have been developed and are linked to the ICRC's logistics software. The first will be put into operation worldwide in 2010 and the second has been operational since 2008. The health data needed to manage health activities is currently being standardized; the standard tool for the management of primary health care activities will be put into operation worldwide in 2010. A general assistance information software package is also being developed for improving result-based information management.

After being piloted in the field, an additional tool is to be made available worldwide in 2010; it enhances the yearly PfR documents and should help field personnel in charge of assistance programmes define specific indicators (within the generic indicators) related to each objective, with their description, baseline, target and means of verification.

Generic indicators based on the Assistance Policy (dated April 2004) exist for all three assistance sub-programmes: *economic security*, *health* (including *physical rehabilitation*) and *water and habitat*. These generic indicators are provided below with examples of associated topics on

which specific indicators might be defined/used for concrete objectives in a given context.

As far as sustainability is concerned, the ICRC takes into account the longer-term impact of its activities (the “do no harm” approach) and, whenever appropriate, endeavours to find lasting solutions to the needs of the affected population. This proviso is introduced because of the life-saving character of some of its activities conducted on an emergency basis, the sustainability of which is not guaranteed. Sustainability is therefore a generic indicator for activities in the area of physical rehabilitation, but it also applies to economic security income-generating activities, the rehabilitation of water infrastructure or the rehabilitation/construction of health facilities.

In addition, as mentioned above, standard quantitative indicators are available worldwide for all three assistance sub-programmes.

## ECONOMIC SECURITY

The economic security sub-programme covers three areas of activity: *relief aid, livelihood support and structural support*.

### *Relief aid – to save lives and protect livelihoods*

- ▶ **access to food** (e.g. adequacy and stability of access, availability of food, economic activities, household assets, market, food aid, cultural standards, nutritional status)
- ▶ **access to essential household items** (e.g. availability of essential household items, household assets and economic activities, material aid, climate, shelter conditions, clothing, living conditions, hygiene, water storage, cooking capacity)
- ▶ **access to means of production** (e.g. seed, tools, availability of land, land tenure, job market, land cultivated, yield)

### *Livelihood support – to spur food production and/or generate income*

- ▶ **food production capacity** (e.g. availability of land, access to means of production such as land, seed, tools or animals, seasons, harvest, animal health, livestock management, training, market, consumption of own product)
- ▶ **income generation capacity** (e.g. job market, production, trade and revenue, remuneration, expenses, assets)

### *Structural support – to improve processes and institutions that have a direct influence on a target population's lives and livelihoods*

- ▶ **processes and institutional capacity** (e.g. existence of services, type of service, quality of services, appropriateness of services, deployment capacity, political will, security)

## HEALTH

The health sub-programme covers five areas of activity: *first aid, war surgery, health care delivery in conflict situations, physical rehabilitation and health in detention*.

- ▶ **availability of service** (e.g. type of service, such as surgery, vaccinations, antenatal care, gynaecology and obstetrics; infrastructure and technology; medical/surgical and patient equipment; drugs and consumables; presence of staff and professional knowledge)
- ▶ **access to service** (e.g. physical access, proximity/security, opening hours, free/paid, universal/discriminatory, patient attendance, catchment population)
- ▶ **quality of service** (e.g. existence of and respect for protocols and guidelines; waiting time; staff on duty; quality of supply of drugs and consumables; mortality rate/case fatality rate; referrals; reception; hygiene standards)

For activities in the area of **physical rehabilitation**, an additional generic indicator is used as a basis for measuring and expressing results, at least for certain centres and/or from a certain date: **sustainability** (e.g. local policies, local resources, local public and private structures, training capacities and curriculum).

## WATER AND HABITAT

The water and habitat sub-programme covers five areas of activity: *safe drinking water supply, sanitation and environmental health, temporary human settlements, energy supply and building rehabilitation and construction*.

### *Safe drinking water supply*

- ▶ **access** (e.g. proximity, security, quality of source, fetching time)
- ▶ **quantity** (e.g. availability per day, seasonal influence, needs per day)
- ▶ **quality** (e.g. storage, hygiene, water point maintenance)

### *Sanitation and environmental health*

- ▶ **hygiene and sanitation facility availability** (e.g. quantity, proximity, access day and night, maintenance, cultural standards, hygiene practices, environmental impact, environmental conditions)
- ▶ **waste management** (e.g. proximity, removal service, clean areas, hygiene practices, maintenance)
- ▶ **vector-borne disease control** (e.g. hygiene practices, safe vector control practices, malaria control practices, stagnant water and refuse)

### *Temporary human settlements*

- ▶ **availability** (e.g. timeliness, quantity, space, water and sanitation, kitchen)
- ▶ **quality** (e.g. security, space, cultural standards, organization and management, heating/cooling, environmental impact, environmental conditions)

### *Energy supply*

- ▶ **quantity** (e.g. cooking fuel, water production, waste water treatment, heating)
- ▶ **quality** (e.g. usage, cultural standards, environmental impact)

- **efficiency** (e.g. fuel, equipment, availability, maintenance)

#### *Building rehabilitation and construction*

- **adequate working/living infrastructure** (e.g. rooms, sanitation, kitchen)
- **adequacy of the installations** (e.g. living space, working space, equipment and services)
- **functional installations** (e.g. organization and distribution of space, water, power, management)

### COOPERATION WITH NATIONAL SOCIETIES

The Seville Agreement and its Supplementary Measures provide a framework for effective cooperation and partnership between the Movement's members, thereby enhancing field-level coordination among them. The ICRC's Cooperation Policy (dated May 2003) enhances this framework with regard to the organization's approach to National Societies working in their own countries and its operational cooperation with them. The aim is to support National Society efforts to strengthen their institutional capacity and improve their delivery of quality service, thereby enhancing the effectiveness of the Movement as a whole (and in particular that of the ICRC) and reinforcing this unique network.

Generic indicators are used as a basis for defining specific indicators measuring and expressing results in the field of cooperation. These generic indicators are listed below with examples of associated topics on which specific indicators might be defined/used for concrete objectives in a given context.

- **National Society capacity** (e.g. legal base, respect for the Fundamental Principles, use of emblems, structure and organization, services, Safer Access approach, human resources and training, equipment and maintenance, financial resources)
- **capacity to work together** (e.g. relationship, staff and structure, training and competencies, resources, Movement coordination mechanisms)
- **sustainability of cooperation** (e.g. ownership, strategic/development plans, training capacity, structure and organization, resources, networking)

For the people affected by armed conflict and other situations of violence, operational cooperation between National Societies working in their own countries and the ICRC is managed via the ICRC sub-programme concerned, e.g. economic security, health, water and habitat and restoring family links. In such situations, the first goal of the partnership between the National Society and the ICRC is to fulfil objectives to serve the people affected: generic indicators for these programmes are listed above under *Assistance* and below under *Prevention* and *Protection*.

### PREVENTION

The Prevention Policy (dated September 2008) sets out the ICRC prevention framework, definitions of the main terms, and key principles and operational guidelines for implementing activities as part of ICRC medium- to long-

term efforts to prevent human suffering. Prevention activities aim to foster an environment conducive to respect for the life and dignity of people affected by armed conflicts and other situations of violence and respect for the ICRC's work at global, regional and local level.

The policy focuses on developing and implementing contextually adapted strategies to gain the support of influential players, and covers efforts to communicate, develop, clarify and promote IHL and other relevant bodies of law, as well as to facilitate acceptance of the ICRC and access to affected people. The mid- to long-term nature of prevention and its focus on influencing multiple environmental factors pose significant challenges in terms of accountability. The ICRC needs to carefully determine the objectives it can realistically achieve in respect of each target group.

The ICRC prevention approach includes three different sets of activities corresponding to different goals: *prevention-dissemination* aims to foster understanding and acceptance of the ICRC's work and/or IHL and other relevant bodies of law; *prevention-implementation* focuses on developing and strengthening the conditions allowing respect for IHL and other relevant bodies of law, usually by incorporating the law into appropriate structures; and *prevention-development* focuses on the development of IHL.

Only prevention-dissemination and prevention-implementation sub-programmes are carried out in field operations and are therefore considered below. They focus on players that have a significant capacity to influence the structures or systems associated with identified humanitarian problems. Their main target groups are therefore key decision-makers, such as authorities, armed forces, police forces and other weapon bearers, influential civil society protagonists, young people and academic circles and the media. For each, generic indicators are used as a basis for defining specific indicators measuring and expressing results. They are listed below with examples of associated topics on which specific indicators might be defined/used for concrete objectives in a given context.

#### *Prevention-dissemination*

- **knowledge of the context** (e.g. stakeholder mapping, access to conflict-affected areas and people, needs, legal framework)
- **acceptance** (e.g. number and frequency of contacts, ICRC access to conflict-affected areas/people)
- **ownership** (e.g. quality of dialogue; content and scope of issues discussed; type of follow-up undertaken by stakeholders; development of concrete initiatives such as information or training sessions, pamphlets and press releases; number and level of participants in ICRC-sponsored events)
- **sustainability** (e.g. follow-up of the information provided; designation of liaison officers by stakeholders; existence of a process for notification of movement; ICRC access to conflict-affected areas/people; stakeholder support for the ICRC)

### Prevention-implementation

- **knowledge of the context** (e.g. stakeholder mapping, access to conflict-affected areas and people, needs, legal framework)
- **acceptance** (e.g. number and frequency of contacts; quality of dialogue; sharing of existing policies, laws, codes, rules, operating procedures, and training curricula by stakeholders)
- **ownership** (e.g. content and scope of issues discussed; type of follow-up undertaken by stakeholders; development of cooperation agreements; dedication of resources by stakeholders; assumption of leading role by stakeholders)
- **sustainability** (e.g. signature and ratification of treaties; existence of means and mechanisms for respect for the law, such as (updated) national implementation laws, codes, rules and operating procedures, including sanctions; education and training policies and training institutions; development of training curricula, existence of training materials for trainers and trainees; designation of trainers; participation in training sessions)

In addition, for many years now, work with armed forces and other weapon bearers has been managed in many contexts with a score card template, which is adapted locally. Similar tools are being developed for work with universities and schools and progressively implemented in the field. Delegates in charge of prevention programmes are also being trained to more systematically monitor and review their activities.

## PROTECTION

The Protection Policy (dated April 2008) sets out the ICRC protection framework, definitions of the main terms, and key principles and operational directives for implementing activities related to the protection of people not or no longer participating in armed conflicts or other situations of violence, people deprived of their freedom and restoring family links. This guidance document describes the tools and approaches available and underlines the general action management cycle. Thus, it confirms long-existing generic indicators guiding ICRC protection activities.

The protection approach covers three sub-programmes: *protection of the civilian population*, *restoring family links* and *protection of people deprived of their freedom*. Standard quantitative indicators are available worldwide for the *restoring family links* and the *protection of people deprived of their freedom* sub-programmes.

For each of the three sub-programmes, generic indicators are used as a basis for defining specific indicators measuring and expressing results. They are listed below with examples of associated topics on which specific indicators might be defined/used for concrete objectives in a given context.

### Protection of the civilian population

- **knowledge of the context** (e.g. stakeholder mapping, other humanitarian actors, access to conflict-affected

areas and people, needs, legal framework, information management)

- **dialogue with stakeholders** (e.g. civilians, weapon bearers, number and frequency of contacts, quality of dialogue, content and scope of issues discussed, type of follow-up undertaken by stakeholders)
- **protection of the affected people** (e.g. identification, needs and vulnerabilities, priorities, responses)

### Restoring family links

- **prevention of disappearances** (e.g. legal framework, stakeholder mapping, contacts, Red Cross/Red Crescent family links services, human remains management)
- **exchange of family news** (e.g. legal framework, cultural standards, needs, means, quantity, processing time)
- **family reunification** (e.g. legal framework, cultural standards, needs, criteria, number, quality and frequency of contacts, authorization process, quantity, processing time, availability and quality of services)
- **clarification of the fate and support to families of missing people** (e.g. notification of arrest/capture and detention; human remains management; tracing; mechanism to deal with a missing person case; legal protection of the missing and their families; availability and quality of social services; cultural standards)

### Protection of people deprived of their freedom

- **knowledge of the context** (e.g. legal detention framework, stakeholder mapping, detaining authorities, places of detention, needs, information management)
- **access to detainees** (e.g. ICRC standard working procedures, detainees' status and categories, detention phases, places of detention, individual monitoring)
- **living conditions** (e.g. infrastructure and facilities, living space, food, water, hygiene and sanitation, health, indoor and outdoor activities, family contacts)
- **treatment** (e.g. interrogation methods, discipline, punishment, sanctions, judicial guarantees)
- **dialogue with stakeholders, in particular the detaining authorities** (e.g. access, contacts, frequency, issues discussed, follow-up)

## RESULT-BASED MANAGEMENT AND STANDARD REPORTING TO DONORS

The ICRC management cycle and the PfR documents form the basis for the ICRC's standard reporting for donors. Such reporting therefore reflects the organization's result-based management approach employed during all stages of assessment, planning, implementation, monitoring and evaluation.

## CYCLICAL STANDARD REPORTING DOCUMENTS

Three standard reporting documents are produced every year. They are consistent with the ICRC management cycle and its yearly internal planning process (see above):

- **ICRC Appeals:** they cover the *assessment/analysis* and *formulation/planning* stages of the ICRC management cycle (see above) and are based on the content of the PfR documents for the year concerned;
- **ICRC Midterm (covering the five first months of each year) and Annual Reports:** they cover the *implementation/monitoring* and *evaluation/learning* stages of the ICRC management cycle (see above) and are compiled using the information generated by the various tools employed during the internal project cycle and the summary of progress in the PfR documents for the next year.

The structure of all three documents is consistent with that of the PfR documents. All three documents are structured in a logical sequence: the Midterm and Annual Reports follow the content of the Appeal. The length of each document for one context does not exceed 3,200 words/4 to 5 pages.

## ICRC Appeals

Like the PfR documents, the *Emergency Appeals* are structured by context, target population, and programme. Under each of the seven target populations, there are descriptions of the **current situation of** (or set of problems faced by) **the target population or sub-target population** in question. They summarize the in-depth *assessment* and *problem analysis* contained in the PfR documents and set out the *baseline*.

Following this presentation of the current situation, the desired future situation of the target population (as outlined in the PfR's *desired humanitarian impact* and *general objectives*) is described as an **objective** (a longer-term goal to which the ICRC may be able only to contribute). The *specific objectives* and *specific operational strategies* in the PfR documents translate into the **plan of action and indicators** following each objective in the *Emergency Appeals*. These show the incremental steps to be taken to achieve the objective and should be achievable within the year under consideration, security and other factors permitting. As such, they are *output*, *short-term outcome* and, occasionally, *medium-term outcome* indicators.

### Planning for Results documents (internal) and Emergency Appeals (external)

The sections of the two documents correspond as follows:

Planning For Results documents (internal)		Emergency Appeals (external)
General context Armed conflict or other situation of violence Humanitarian situation Security situation Other actors present	become	Context / Humanitarian response
Problem/situation faced by each target population	becomes	Statement of problem / current situation (preceding each objective)
Desired humanitarian impact / general objective	becomes	Objective
Specific objectives / specific operational strategies	becomes	Plan of action and indicators

Accordingly, the *Emergency Appeals*, reflecting the PfR documents, also reflect the various levels of intended results:

Planning For Results (internal)	Emergency Appeals (external)	Corresponding intended result level
Desired humanitarian impact	Objective (the ideal situation / medium to long term)	Impact
General objective		Medium-term outcome and/or contribution to impact
Specific objectives/ Specific operational strategies	Plan of action and indicators	Output and short-term outcome

If, during the monitoring process, a *significant* change is observed in the situation and the ICRC deems it necessary to set revised or even completely new objectives and draw up correspondingly new plans of action, it may communicate these revisions to donors in the form of an *Update* (see below), a *Budget Extension Appeal* or, more rarely, a *Budget Reduction* document. All these documents follow the standard structure of the Appeals as they reflect the same internal planning process.

## Midterm and Annual Reports

The *Midterm* and *Annual Reports* provide qualitative (narrative descriptions) and quantitative (figures) reporting on the actual results achieved compared with the baseline information and the intended results.

The *baseline* situation of the target population as set out in the *Emergency Appeals* is directly or indirectly recalled in the *Midterm* and *Annual Reports* to reflect the scene prior to the ICRC's intervention and to act as a bench-

mark against which the results achieved within the reporting period can be measured. Then, progress towards achieving the new situation for the target population contained in the **objective** is reported on, by describing the **results** achieved through the **plan of action and indicators** – at output, outcome and contribution-to-impact level. Such information is obtained via rigorous internal *monitoring* and *reviews* at the *implementation* stage, using the various tools enumerated above.

For each operational context, the *Midterm* and *Annual Reports* contain quantitative standard assistance and protection indicators, with the narrative texts providing, where available, a more detailed breakdown of the indicators that appear in the tables at the beginning of each chapter. This might include, for example, specific information about ICRC-visited detainees held by the government and those held by armed groups, the different groups of people benefiting from food aid, or the number of RCMs distributed to civilians and the number delivered to detainees. In addition, the quantitative indicators used in ICRC reporting are numbers that the ICRC considers meaningful and knows to be realistic and verifiable. The ICRC refrains from providing information and data that it considers to be inaccurate, exaggerated, only intermittently available or subject to controversy.

The *Annual Report* also provides detailed financial reporting, including the yearly consolidated financial statements certified by external auditors. The consolidated financial statements are prepared in compliance with the International Financial Reporting Standards (IFRS) adopted by the International Accounting Standards Board (IASB) and the interpretations issued by the IASB Standing Interpretations Committee (SIC); they are presented in accordance with the ICRC's Statutes and Swiss law.

## OTHER STANDARD REPORTING DOCUMENTS

In addition to the cyclical standard reporting documents outlined above, the ICRC provides various documents to

donors or selected groups of donors such as the Government Donor Support Group, which comprises representatives of governments and inter-governmental organizations providing a minimum of CHF 10 million in cash each year to the *Emergency Appeals*.

These documents include:

- ▶ regular financial updates
- ▶ updates related to a given context, sometimes to a specific programme, describing changes in the situation (since the last Appeal) and reporting on the ICRC operation with interim results and/or changes in orientation, the plan of action and indicators (5 to 12 pages)
- ▶ updates providing an *internal* reporting document – assessment, monitoring or review report – about a specific (part of) programme implemented in a given context; such reports (20 to 40 pages) illustrate in detail the ICRC's working methods and approach, in particular its result-based approach; they provide an in-depth picture of one (or part of a) programme briefly summarized in a *Midterm* or *Annual Report*, and are meant to supplement the *Midterm* or *Annual Reports*
- ▶ updates presenting specific programmes (approaches and results) with examples taken across various ICRC operations worldwide (8 to 12 pages)
- ▶ updates with the executive summaries of *internal* and *joint evaluations*
- ▶ updates presenting new or revised ICRC policy documents
- ▶ the external financial audit reports for all ICRC field operations

Finally, public documents regularly posted on the ICRC website, particularly those reporting on ICRC operations, provide donors with useful day-to-day information as a complement to the aforementioned documents.

# THE ICRC'S OPERATIONAL APPROACH TO WOMEN AND GIRLS

## Background and approach

### Women and girls in ICRC programmes, by target population

Civilians

People deprived of their freedom

Wounded and sick

Authorities, armed forces and other bearers of weapons, civil society

Red Cross and Red Crescent Movement

## BACKGROUND AND APPROACH

Owing to its unique mandate, the ICRC implements an “all victims” approach aimed at protecting the life and dignity of victims of armed conflict and providing them with assistance. Within this approach, the ICRC acknowledges that women’s experience of war is multifaceted (separation, loss of loved ones, loss of sources of livelihood and coping mechanisms, increased risks of sexual violence, greater responsibility for dependents, wounding, detention, even death) and often differs from that of men. The ICRC approaches gender as a means of fostering a better understanding of the respective social and cultural roles of men and women (such as division of labour, productive and reproductive activities, access to and control over resources and benefits) and of the social and economic factors influencing them. It endeavours thereby to obtain a more sensitive and holistic grasp of women’s roles, responsibilities and experiences, and therefore to provide a more adequate response to their needs in times of conflict. In accordance with its principles of neutrality and impartiality, the ICRC does not claim to reform gender relations.

Often, women and children are lumped together in the same category of vulnerability. Such hasty categorization overlooks the fact that women’s needs, experiences and roles in armed conflicts and situations of internal violence differ from those of children and that women often display remarkable strength, as evidenced by the part they play as combatants or agents for peace, or by the roles they assume in wartime to protect and support their families. The relevant question is not who is more vulnerable but rather who is vulnerable to what particular risks (which are context-related and depend on individual circumstances, resources and available coping mechanisms). Different groups face different factors of vulnerability and it is an oversimplification to see one gender as active (male combatants) and the other as passive (female victims).

The ICRC’s main objective is therefore to ensure that the needs, situations and perspectives of women and girls are integrated into all activities and programmes, and that special programmes are developed when necessary to respond adequately to their specific social, medical, psychological, economic and protection needs.

Recognizing that armed conflicts have a different impact on men, women, children and the elderly, and that the needs of women are often overlooked, the ICRC pledged in 1999 to better assess and address the needs of women and girls, and to promote the respect to which they are entitled, with a specific focus on situations involving sexual violence. It launched a four-year “Women and War” project (from 1999 to 2003), during which it conducted an in-depth study of the impact on women of armed conflict or internal violence, focusing on issues such as physical safety, sexual violence, displacement, access to health care and hygiene, food, water and shelter, and the problem of missing relatives and its repercussions on survivors. The ICRC then produced *Addressing the needs of women affected by armed conflict: an ICRC guidance document* to translate the study’s findings into practical guidelines for staff involved in the planning and implementation of humanitarian programmes. At the end of the four years, the ICRC renewed its commitment to the issue by appointing a focal point for the operational implementation of the study’s findings and recommendations.

In armed conflict and other situations of violence, sexual violence is a widespread phenomenon that affects mostly women and girls. The overall consequences are serious, but given that the stigma associated with sexual violence may prevent victims from coming forward, the true extent of the problem is often concealed. It affects not only the victims, but also their families, and sometimes entire communities. The ICRC has therefore developed a *Frame of reference for sexual violence in armed conflict and other situations of violence*, which gives a comprehensive and detailed overview of the various aspects of sexual violence and defines the ICRC’s multidisciplinary approach to the problem. It encompasses preventive action, awareness-raising activities and protection strategies aimed at addressing the causes and consequences of sexual violence while providing victims with timely medical and psychological support.

The development of the ICRC’s stance on women and war is reflected today in its operational strategies, programmes and activities.

## WOMEN AND GIRLS IN ICRC PROGRAMMES, BY TARGET POPULATION

Below is a description, by target population, of how ICRC programmes take into account the specific situations and needs of women and girls in times of armed conflict. These descriptions are valid in any ICRC operation. They are not repeated explicitly under each context section, unless specifically required, but they may be cited to enhance understanding of the information therein.

### CIVILIANS

#### Protection

##### *Protecting the civilian population*

- ▶ The ICRC monitors the situation of individuals and groups not or no longer taking part in hostilities, the large majority of whom are women and their children. Where documented, allegations of abuse committed against women and girls, such as sexual violence and enforced enrolment by armed groups, are raised in the ICRC's discussions with all parties on alleged IHL violations and the measures to be taken to stop them. In some contexts, dialogue with women is possible only owing to the presence of female ICRC staff, both national and expatriate.
- ▶ In addition to formal and informal oral and written representations to the authorities concerned about alleged incidents, preventive dissemination activities are conducted for all kinds of weapon bearers to raise their awareness of their responsibilities under IHL to protect and respect at all times, in particular, women and children not taking part in hostilities (see *Authorities, armed forces and other bearers of weapons, civil society*).

##### *Restoring family links*

- ▶ Enabling women to restore and maintain contact with their husbands and families contributes to their psychological well-being and can also help ensure their safety and the respect of others. In certain contexts, where for social and cultural reasons women are less visible or less accessible, awareness-raising sessions to promote existing tracing services are held specifically for women.
- ▶ The ICRC family reunification programme aims to reunite vulnerable people with their families, including children with their mothers, thus preserving the family unit. Similarly, when organizing repatriations, the ICRC pays special attention to enabling families to stay together, with particular emphasis on keeping children with their mothers.

##### *Unaccompanied girls/girls formerly associated with fighting forces*

- ▶ Boys and girls who have become separated from their parents, including those who have formerly been associated with fighting forces, are registered by the ICRC and their mothers and fathers, or their closest relatives, sought.

- ▶ Working closely with the authorities concerned and other organizations active in child protection, the ICRC pays special attention to the treatment of unaccompanied girls living in host or foster families; whenever necessary, it directs them to the appropriate referral structures.
- ▶ The ICRC advocates that children formerly associated with fighting forces, in particular girls, be provided with adequate care, in particular in disarmament, demobilization and reintegration processes.
- ▶ Family reunifications are organized according to the best interests of the child and only if all parties – the child and the family – want to be reunited.
- ▶ Special attention is paid to the treatment of boys and girls reunited with their families, and to how the children readapt to family life; whenever necessary the families and the children concerned receive material support and are directed to referral structures. The children are often checked on several months after being reunited with their families to ensure that they do not face new protection problems, especially if they were formerly associated with fighting forces or are girls with children of their own.

##### *Missing persons*

- ▶ ICRC action in relation to missing persons benefits mainly women as they are overwhelmingly the ones left behind after a loved one has disappeared during an armed conflict or other situation of violence.
- ▶ Whenever possible, the ICRC works closely with the relevant authorities and organizations to accelerate the tracing process. It provides support for ante-mortem data collection and the forensic process, and covers the transport costs of families – mainly women – of the missing to visit mass graves or exhumation sites. On its website it updates and publishes lists of persons reported missing. It provides women with administrative help in dealing with matters of inheritance, pensions, legal status, custody of children and property rights.
- ▶ The ICRC organizes meetings with family associations, whose members are chiefly women, to ensure that their interests are represented in various fora and provides the associations with financial and technical support.
- ▶ Directly or through associations or institutions, the ICRC contributes towards the psychological support of relatives of missing persons, principally women and their children, and towards their education and occupational training.
- ▶ It also encourages governments to enact or implement legislation to prevent people from becoming unaccounted for (by establishing an information bureau, for example), to ascertain the fate of missing persons through appropriate measures and to protect and support the families – mainly women who have become heads of household, and children – of those who are missing, notably by making it easier for them to undertake legal proceedings.



## Assistance

### *Economic security – emergency aid: food and essential household items*

- ▶ When distributing aid, the ICRC gives priority to the most vulnerable households, many of which have been deprived of their main breadwinner and are headed by women. Women and girls are often, therefore, the main beneficiaries of the relief provided to IDPs, returnees and residents.
- ▶ If the need exists, the ICRC provides food rations and essential household items, such as blankets, tarpaulins, jerrycans, kitchen sets and hygiene kits, to enable women to take care of their families. Other items, such as clothes or fabric to make clothing, are also distributed according to need.
- ▶ ICRC food parcels in the Middle East include baby food.
- ▶ Hygiene kits increasingly include specific products for women and their children, such as culturally adapted sanitary materials, baby powder or washable cotton and plastic nappies.

### *Economic security – livelihood support*

- ▶ In addition to providing relief, the ICRC also aims to help destitute or very poor families, very often mainly households headed by women or girls, recover their ability to earn a living. Its micro-economic initiatives provide victims of sexual violence who have lost their sources of livelihood and victims of conflict, such as widows and the wives of missing persons, with social and economic support.
- ▶ Livelihood support programmes help women and girls in their endeavour to ensure the family's self-sufficiency. Seed and tool distributions, livestock replenishment and vaccination, cash-for-work projects to rehabilitate community infrastructure, grants or material inputs (e.g. sewing machines, donkey carts, flour mills, oil presses, brick-making machines, irrigation pumps), to give but a few examples, directly improve the standard of living of many women and their children by helping women jump-start an income-generating activity.
- ▶ Occupational training often forms part of livelihood support programmes. Particular attention is paid to increasing the participation of women, who perform most of the activities that provide the household with food or income.

### *Water supply, sanitation and shelter*

- ▶ ICRC water, sanitation and habitat projects (trucking of clean drinking water during emergencies; rehabilitation or building of water sources and infrastructure) give displaced and resident women safe access to a source of water for household purposes, ensure better sanitation practices for the whole family, and free up for other tasks time once spent fetching water. They also reduce the incidence of sickness caused by inadequate hygiene and prevent long journeys to water points during which the women may be at risk of attack.
- ▶ In some contexts, the provision of fuel-saving stoves reduces the need for women and girls to go out in

search of firewood, thus leaving them more time for other household tasks and reducing their risk of being attacked.

- ▶ As women are in charge of the water resources and bear most of the burden for the household in many contexts, ICRC engineers systematically involve them in the design, implementation and management of water and habitat projects.

### *Health care*

- ▶ The majority of the people treated in outpatient departments and referral hospitals in violence-affected areas are women and children, and thus are the main beneficiaries of ICRC support to such facilities, which provide comprehensive reproductive health and delivery services and care for children under five. Mobile clinics give women and children who are unable to reach permanent structures access to essential health and medical care and the opportunity to be referred to a second level of care.
- ▶ In many contexts where there are not enough skilled birth attendants to cover the population's needs, the ICRC trains traditional birth attendants/midwives in ante and post-natal care, in the identification of at-risk mothers, in skilled attendance for home delivery and in the management of complications. The birth attendants/midwives also play a decisive role in health education (basic care and breastfeeding and the prevention of sexually transmitted diseases, including HIV/AIDS). In some contexts they also receive instruction in how to identify victims of sexual violence and refer them promptly to appropriate medical services.
- ▶ In contexts where sexual violence is a major problem, the ICRC provides post-rape kits to ICRC-supported hospitals and health centres and runs training courses enabling health staff working in those facilities to treat victims effectively.
- ▶ Local volunteers offering support for victims of sexual violence at community level are trained in counselling techniques, so that they can offer reassuring support to the victims and help them search for solutions. They are also taught mediation skills, enabling them to facilitate the reintegration of victims of sexual violence, who are often rejected by their families and communities.
- ▶ Women and children are the primary target of health and hygiene promotion sessions. Most of the time, for social and cultural reasons, the ICRC uses teams of female health and hygiene promoters, who are especially trained for this task. The teams also play a crucial role in raising awareness among women, especially pregnant women and those with small children, of how malaria is transmitted, and distribute mosquito nets to help contain the spread of the disease.
- ▶ ICRC support for immunization programmes (cold chain, transport, supervision) run by governments, NGOs or international organizations benefits mostly women of child-bearing age and children under five, who receive vital vaccinations against, for example, tetanus and polio.

- In emergencies, the ICRC may also support therapeutic feeding activities to help malnourished children and their mothers.

### Prevention

#### *Mines/explosive remnants of war*

- To help prevent injuries caused by mines and explosive remnants of war, the ICRC marks contaminated areas and conducts mine-risk education. Mine-risk education sessions target primarily children, but also women. They are conducted in schools, places of prayer or/and community fora and aim to ensure the safety of civilians by informing them of the dangers of mines. In the event of an accident, it also provides surgical, medical and economic assistance to victims, including physical rehabilitation. In parallel, it continues its advocacy with the relevant authorities and often supports the work of the national mine-action body.
- Communities are given support to create safe, mine-free play areas for their children.

## PEOPLE DEPRIVED OF THEIR FREEDOM

### Protection

- During its visits to people deprived of their freedom, the ICRC pays special attention to the conditions of detention of any women or girls being held, in particular to their accommodation, which should include dedicated cells and sanitation facilities, and their access to health services, including to female nurses and gynaecological care when needed. It drafts its confidential reports and recommendations to the authorities concerned accordingly.
- As far as possible, ICRC delegates and translators visiting places of detention do so in mixed teams, as these are perceived to be more approachable and better able to assess thoroughly the needs of all people detained.
- As infants often stay with their detained mothers, their needs are also addressed, in terms, for example, of food, health care, clothing and play.
- In certain societies, women who are detained are often ostracized and sometimes even abandoned by their families, especially when they are held for so-called moral offences. The ICRC places special emphasis on their plight in its dialogue with the relevant authorities and in its assistance programmes.
- ICRC support for the penitentiary administration and training for penitentiary staff (medical personnel included) encompasses, whenever relevant, action regarding or consideration of the particular needs of women and children.
- ICRC family-news services allow detained women in particular to communicate with their families and detained men to communicate with their wives and mothers outside. This contributes to the psychological well-being of all concerned.
- The ICRC enables detained women to receive family visits and family members, who are mainly women and children, to visit their detained relatives, either by

organizing the visits itself or by covering the cost of transport. Family visits are not only essential for the psychological well-being both of the detainees and of their relatives outside, they are also a vital channel through which detainees obtain food and essential items. Family visits can also help ensure respect from other detainees, as women who receive no visits may become more vulnerable to prostitution or sexual exploitation and abuse.

### Assistance

- ICRC assistance programmes for detainees are adapted to the specific needs of women and girls whenever necessary. For example, women detainees may receive female hygiene items, clothing and recreational materials for themselves and for their children. Occupational training (in sewing, weaving, literacy, for example) aims to break the isolation of imprisoned women and improve their prospects for reintegration into society after release.

#### *Water and habitat*

- As part of its efforts to improve environmental health conditions for detainees, the ICRC often carries out maintenance, rehabilitation or construction projects in places of detention. These projects always take into consideration the needs of women and children, such as separate accommodation for men and women, separate access to toilets and showers and adequate facilities for women with babies and/or small children.

## WOUNDED AND SICK

### Assistance

#### *Medical care*

- Women and children have priority in operations to evacuate the wounded and sick from areas affected by fighting.
- The specific needs of women and girls are included in training in first aid and medical evacuations and the support provided to ambulance services.
- ICRC support for hospitals focuses as a priority on emergency surgical, obstetric and paediatric services, as well as medical services for patients in general and women in particular. This support may include the provision of equipment, medical supplies and training, for example in obstetric surgery.

#### *Physical rehabilitation*

- Women benefit from physical rehabilitation programmes supported by the ICRC. They may receive artificial limbs, walking aids, wheelchairs and physiotherapy. The ICRC pays particular attention to ensuring that women and men have equal access to physical rehabilitation programmes.
- Where there are no female staff in a rehabilitation centre, the ICRC helps train women, and may pay the transportation costs for women and their dependants to be treated in a centre with female staff. Many disabled women are also offered employment in ICRC-run or ICRC-supported physical rehabilitation centres.

- Women also benefit from projects – education, vocational training or micro-credit schemes – to help them reintegrate into society.

#### *Water and habitat*

- The renovation or construction of health facilities such as hospitals, health centres and physical rehabilitation centres always takes into account the specific needs of women and children. In most cases, women and children are given special accommodation in line with local customs and international standards.

## **AUTHORITIES, ARMED FORCES AND OTHER BEARERS OF WEAPONS, CIVIL SOCIETY**

### **Prevention**

- Preventive activities targeting political authorities, armed forces, other bearers of weapons and civil society (e.g. the media, schools, universities, NGOs) always emphasize the need to take measures to respect the physical integrity and dignity of all people who are not, or no longer, participating in the armed conflict or other situation of violence. The target groups are systematically made aware that not only do women and children (those under 18 years) more often than not form the majority of that group, their position in society may make them particularly vulnerable and their specific needs must be recognized and addressed. Depending on the target group, preventive activities comprise highlighting the existing provisions of IHL that focus on women, examining legal and practical measures to protect women from abuse and meet their specific needs, and case studies.
- The ICRC endeavours to raise awareness of the situation of women affected by armed conflict and internal disturbances – and of the international law that accords them protection – among governments, representatives of the diplomatic, political, military and academic communities, international organizations and NGOs. It is often invited to speak about the issue at relevant conferences hosted by donors and regional organizations. The ICRC also provides input when new international resolutions and policies are drafted and encourages their enforcement.
- During its dialogue with all authorities and weapon bearers, the ICRC recalls how IHL stipulates that the parties to a conflict must allow and facilitate the rapid and unimpeded passage of humanitarian relief (for civilians in need, including women and girls), which is impartial in nature and conducted without adverse distinction, subject to their right of control.
- The ICRC makes a particular effort to engage with different sectors of society and circles of influence, including women's associations or networks, to help

sustain the organization's activities for victims of conflict.

## **RED CROSS AND RED CRESCENT MOVEMENT**

### **Cooperation**

#### *National Societies*

- The ICRC provides support for the development of National Society tracing, first-aid and emergency-preparedness capacities, the better to enable National Society staff and volunteers to meet the specific needs of women in situations of armed conflict or internal violence. It provides training in the Safer Access approach, including the analysis of risk and vulnerability factors affecting National Society staff and volunteers, such as the participation of female workers in certain operations.
- Furthermore, the ICRC often works in partnership with National Societies from other countries which are working internationally and which contribute to ICRC operations in cash, kind or by providing personnel and operational management.
- Through regular meetings and dialogue, and in line with the Seville Agreement and its Supplementary Measures, all operations to meet the needs of those affected by armed conflict and other situations of violence, including women and girls, are coordinated with other Movement components present in the context to ensure the best response.

#### *ICRC employment policy*

- The ICRC's employment policy promotes equitable conditions for male and female staff through gender mainstreaming and affirmative action. The ICRC believes there is a strong link between the improvement of women's status within the organization and progress in the protection of and delivery of assistance to women in situations of armed conflict or internal violence.
- The ICRC has improved its staff training courses by adding key messages consistent with the policies, recommendations and guidelines related to women affected by armed conflict and internal disturbances, including those related to specific issues, such as sexual violence, and by disseminating the ICRC guidance document. Role playing, which is part of the introductory training course for new delegates, highlights specific aspects related to women and war.
- In carrying out its activities, the ICRC encourages the use of teams that comprise both men and women. It also promotes the participation of local women as a means of fostering direct contact and dialogue with women, the better to define and respond to their needs.

# THE ICRC'S OPERATIONAL APPROACH TO DISPLACEMENT

## Displacement and the displaced

### The “all victims” approach

### The multidisciplinary approach

### Relations with the Movement and humanitarian coordination

### Displacement in ICRC programmes, by target population

#### Civilians

#### Wounded and sick

#### Authorities, armed forces and other bearers of weapons, civil society

#### Red Cross and Red Crescent Movement

## DISPLACEMENT AND THE DISPLACED

Displacement is a recurrent consequence of armed conflict and other situations of violence. Civilians are brutally uprooted and forced to flee their homes as they try to avoid the dangers generated by the conflict. In most cases, displacement is an inherently unstable and unsustainable set of circumstances, from the point of view of both those displaced and the authorities concerned.

There are two broad causes of displacement in armed conflict: as a direct consequence of the hostilities, owing either to actual violence or as a pre-emptive measure on account of fears or threats; and as a secondary consequence, owing, for example, to the exhaustion of resources or to poor access to essential services.

Given that the term “displacement” describes a process and a set of circumstances as opposed to a “status”, there is no international legally binding definition of an IDP. Nor does the ICRC have its own definition. The definition most commonly used within the international community is the one provided for in the 1998 UN Guiding Principles on Internal Displacement, which bring together existing norms of IHL, international human rights law and refugee law in a way that covers all the phases of internal displacement. The definition, which is broad, refers to “persons or groups of persons who have been forced or obliged to flee or to leave their homes or places of habitual residence, in particular as a result of or in order to avoid the effects of armed conflict, situations of generalized violence, violations of human rights or natural or human-made disasters, and who have not crossed an internationally recognized State border”. As the majority of IDPs are nationals of the State in which they find themselves displaced, they are entitled to the full protection of national law and the rights it grants to its citizens without adverse distinction resulting from displacement. Some of those displaced, however, will not be State nationals. Nevertheless, they are protected under international human rights law, and many of the same rights must be granted to them without discrimination.

Under IHL, the arbitrary displacement of civilians should not occur in the first place, but if it does, their protection is ensured. Indeed, IHL expressly prohibits any party to

an armed conflict from compelling civilians to leave their places of residence. Exceptionally, temporary evacuations may be carried out if the security of the civilians or imperative military necessity so demands. In addition to this express prohibition, the rules of IHL intended to spare civilians from hostilities and their effects also play an important role in preventing displacement, as it is often violations of these rules that cause civilians to flee their homes.

Although displacement is seldom experienced as a linear process, specific phases can be identified:

- **the pre-displacement period:** this requires efforts to prevent displacement, to the extent feasible and in the best interests of those at risk
- **the event that causes displacement:** an understanding of the events causing the displacement is crucial for preventing their recurrence
- **acute crisis or emergency phase of displacement:** periods which are frantic and highly unpredictable and in which immediate protection and assistance efforts are required to ensure basic safety and essential needs with the aim of saving lives
- **chronic crisis or longer-term displacement:** periods in which more stable circumstances are established and in which basic needs are covered by existing services and infrastructure, though often insufficiently, while the displaced await conditions that will enable them to find durable solutions comprising dignified approaches to supporting those affected, such as the restoration of an independent productive capacity
- **return, local integration or relocation** (generally sought once the situation has sufficiently stabilized): this would ideally consist of people being able to return to their predisplacement place of dwelling, although when this is not feasible, or desirable, local integration or relocation should be an option. Return, local integration or relocation should also be accompanied by support to restore the former lives and livelihoods and independence of the affected individuals.

## THE “ALL VICTIMS” APPROACH

Owing to its specific mandate, the ICRC implements an “all victims” approach aimed at protecting the life and dignity of victims of armed conflict and other situations of violence and providing them with assistance. As part of this approach, the ICRC aims to alleviate the plight not only of IDPs but of all those affected (such as those unable to flee and communities hosting IDPs), during all stages of the displacement. This involves working with all stakeholders, from the beneficiaries themselves right up to the highest authorities: (i) to ensure conditions that prevent any need for displacement to occur in the first place; (ii) to alleviate the effects of the displacement, if it does occur, both on the displaced themselves and on others; and (iii) to create the conditions necessary for the permanent return home, local integration or relocation of the IDPs, without adverse effect on them or on others.

Within this approach, the ICRC acknowledges that those who have been forced to leave their homes are likely to face particular vulnerabilities. People at risk often flee at very short notice and often in chaos, experiencing, *inter alia*: loss of shelter, resources and essential documentation; a likely disruption of livelihoods (e.g. agriculture, livestock, business, wage labour); separation or disruption/complete breakdown of family and community support networks; increased risks of exploitation and abuse; reduced access to essential services; potential marginalization from decision-making structures; and psychological and physical trauma. These elements obviously increase the general difficulties inherent in a conflict environment. Moreover, those affected are often displaced several times over, each time causing further impoverishment and trauma, and weakening coping mechanisms.

However, not all people who are displaced are necessarily made exceptionally vulnerable. For example, those who have adequate resources may be able to cope independently with the consequences. Nor are those that do not move necessarily safe. Those who are unable to flee (e.g. the elderly, the sick, the wounded, the physically disabled, those for whom fleeing is too risky, or members of a persecuted group unable to flee because of tensions with their neighbours) are often more vulnerable than those who leave to seek safer circumstances.

When people do flee their homes, they have to arrive somewhere. Neighbouring communities (whether sympathetic or not) or extended family are often the first to receive the IDPs and can be significantly affected by their arrival, especially when IDPs are directly welcomed into and supported by individual households. Often, however, this temporary solution allows IDPs to stay close to their place of origin and families and to avoid being confined to camps, which should remain a last resort<sup>1</sup>. These resi-

dents, however, often enough also faced dire circumstances even before the IDPs arrived and tend to be quickly stretched beyond their capacity to help, reaching the point at which they are forced to send the IDPs away in order to protect their own economic security. It is frequently the case that host communities begin to resist the arrival of IDPs owing to the strain they place on general resources (land, water, jobs, essential services such as health care and education, etc.). Tensions over insufficient resources can easily emerge and rapidly escalate. Moreover, in some cases those who were originally hosts may also be forced to move as they exhaust their independent means.

As such, displacement – and the circumstances causing it – typically has severe protection and resource implications both for those directly affected (i.e. the IDPs) and for those indirectly affected (e.g. host families and communities). As the conflict and violence persist, the general economy can also take a severe hit, with reduced availability of and access to goods/supplies/land/services – all of which could further undermine the independent means and capacities of the entire population.

The needs of IDPs cannot, therefore, be considered to the exclusion of the rest of the affected population. Rooted in the principles of impartiality and response according to need, the ICRC's “all victims” approach means that, in addition to meeting the needs of IDPs, appropriate emphasis is also placed on those unable to flee and on residents who are affected by the displacement of others. This underscores the fact that displacement is not solely about IDPs. Understanding it, instead, as a process and a set of circumstances allows for acknowledgement of its impact on a wide range of people.

## THE MULTIDISCIPLINARY APPROACH

The ICRC has developed a multidisciplinary response capacity, which stems from the organization's mandate to both protect and assist people affected by armed conflict and other situations of violence. This dual mandate leads the ICRC to address the diverse needs of the affected population by linking efforts that aim to ensure that the law is upheld with a range of activities to address the consequences of violations of the law and of the armed conflict or situation of violence. Activities are combined with a view to ensuring that the impact on the beneficiaries is greater than the sum of the individual results generated.

The ICRC's commitment to considering all phases of displacement ensures that its response to the phenomenon and to other consequences of armed conflict is inherently flexible and able to adapt to the changing circumstances of all those affected by displacement. The multidisciplinary approach is employed during every phase to ensure the most comprehensive and effective response to the

<sup>1</sup> A policy of encampment is generally not favoured or accepted (Principle 12 of the Guiding Principles). In situations of armed conflict, IHL allows for internment or assigned residence only when required for imperative reasons of security. In other cases, when camps are set up to facilitate the delivery of humanitarian assistance, if the quality of life in the camps is significantly higher than the

average standard of living in the area, this may create tensions between the IDPs and the people outside the camps. It may also lead to the IDPs becoming dependent on aid and hinder efforts to restore their self-sufficiency. Camps may even attract the non-displaced and become overburdened, putting undue pressure on the services available.

needs of those at risk of being displaced, those already displaced or affected by the displacement of others and those seeking to return home or relocate. The organization's activities for those affected by displacement are designed in such a way as to empower beneficiaries, to promote self-reliance and to reinforce coping mechanisms.

## Using the multidisciplinary approach at each stage of displacement

### Preventing displacement

The ICRC aims to persuade authorities, armed forces and armed groups, through confidential dialogue, to fulfil their obligations to prevent the displacement of civilians (unless the temporary evacuation of civilians during military operations is required for their own security) or commit other violations of the relevant bodies of law that would result in displacement. If displacement nevertheless occurs, the ICRC makes confidential representations to the alleged perpetrators with a view to having them take measures to stop the violations and prevent further displacement. ICRC assistance activities (such as ensuring access to a safe water supply and health care services, and providing livelihood support) can also help remove some of the causes of displacement.

### Alleviating the effects of displacement

If displacement nevertheless occurs, the ICRC reminds the authorities that it is their responsibility to ensure that IDPs are protected, their rights respected and their essential needs met. The ICRC also acts as a neutral intermediary between warring parties in order to facilitate the conclusion of agreements aimed at resolving humanitarian issues, including the plight of IDPs.

In addition, the ICRC conducts a wide range of assistance activities which are designed not only to help those affected meet their most immediate survival needs (in terms of shelter, water and sanitation, nutrition, access to health care, etc.), but also to serve as protection measures by enhancing individuals' capacity to avoid threats in their environment that might compound their problems. The ICRC also supports the relevant local authorities and existing structures.

### Easing returns, local integration and relocation

The ICRC also aims to facilitate the return, local integration or relocation of those that have been displaced, by reminding the authorities of their obligations to promote voluntary return whenever it is safe, and local integration *and/or* relocation whenever conditions allow. In this respect, the ICRC continually reminds the authorities that it is their responsibility to restore the basic conditions required for resolving the displacement crisis (including security, access to essential services, opportunities to restore livelihood, etc.). The ICRC often conducts protection and assistance activities for people seeking lasting solutions to their plight, including those returning, integrating locally on a permanent basis or relocating. This includes addressing the concerns of the residents already in the area, with a view to minimizing tensions between the two groups.

## RELATIONS WITH THE MOVEMENT AND HUMANITARIAN COORDINATION

Given the scope and magnitude of the problem of internal displacement, it is generally recognized that an effective and comprehensive response to the needs of IDPs, affected residents and returnees is beyond the capacity of any single organization.

ICRC activities benefiting people affected by displacement are often carried out in partnership with the Movement's other components, with which it shares a common identity through the emblem it uses and the Fundamental Principles guiding its action. The National Society in the country in question is the ICRC's primary partner, but in many instances, other National Societies that work internationally are also involved. In line with the Seville Agreement and its Supplementary Measures, the ICRC leads and coordinates the efforts of the Movement's components in armed conflicts and other situations of violence, and leads all the Movement's efforts to restore family links, an essential activity wherever people have been displaced.

The ICRC's experience in the domain of displacement has been instrumental in Movement efforts to formalize current practices in a policy on the issue. Working with the International Federation and a representative cross section of 20 National Societies, the ICRC held consultative meetings to prepare a draft policy due to be adopted at the Council of Delegates in November 2009.

The ICRC is also fully committed to implementing effective coordination with other players while preserving its independence, neutrality and impartiality. It has welcomed the various UN initiatives for humanitarian reform – including the cluster approach. Although, as a genuinely neutral and independent organization, it is unable to be a formal part of the cluster approach, the ICRC sees it as no obstacle to coordination. Such coordination, however, must, on the one hand, have as its aim to meet all the needs of those affected by conflict by promoting complementary roles among the various humanitarian organizations (avoiding duplication or gaps) and, on the other hand, maximize the impact of the ICRC response. As humanitarian coordination is never an end in itself, only reality-based and action-oriented coordination can fulfil these two conditions, i.e. tasks being distributed according to the skills and capacities of each organization, and notably according to the organization's ability effectively to implement them in order to ensure that needs are covered comprehensively.

## DISPLACEMENT IN ICRC PROGRAMMES, BY TARGET POPULATION

**Below is a more exhaustive description, by target population, of how ICRC programmes take into account the specific situations and needs of those affected by displacement in armed conflict. These descriptions are valid in any ICRC operation. They are not repeated explicitly under each context section,**



unless specifically required, but they may be cited to enhance understanding of the information therein.

## CIVILIANS

(Whenever possible, ICRC activities for civilians are carried out with the National Society of the country in question, particularly in the fields of assistance and restoring family links.)

### Preventing displacement

#### Protection

##### *Protecting the civilian population*

- ▶ The ICRC monitors the situation of individuals and groups not or no longer taking part in hostilities. Where documented, allegations of abuse committed against civilians are raised in the ICRC's discussions with all parties on alleged IHL violations and the measures to be taken to stop them and thus remove one of the causes of displacement. Such allegations may include direct or indiscriminate attacks, harassment, arbitrary arrests, sexual violence, looting or destruction of property and possessions, forced recruitment by weapon bearers, or restriction/denial of access to land, fields, markets and essential services.
- ▶ In addition to formal and informal oral and written representations to the authorities concerned about alleged incidents, preventive dissemination activities are conducted for the authorities and all kinds of weapon bearers to raise their awareness of their responsibilities under IHL to protect and respect at all times individuals and groups not or no longer taking part in hostilities (see *Authorities, armed forces and other bearers of weapons, civil society* below).
- ▶ By reinforcing civilian coping mechanisms and acting as a neutral intermediary to facilitate movement across frontlines or access to essential services such as markets or health care, the ICRC can remove some of the causes of displacement.

#### Assistance

##### *Economic security – livelihood support*

- ▶ Livelihood support programmes help households ensure their self-sufficiency. Seed and tool distributions, livestock replenishment and vaccination, cash-for-work projects to rehabilitate community infrastructure, grants or material inputs (e.g. sewing machines, donkey carts, flour mills, oil presses, brick-making machines, irrigation pumps), to give but a few examples, directly improve the standard of living of households by helping them continue or jump-start an income-generating activity. This in turn can also help people to cope with the various threats in their environment posed by the armed conflict or other situation of violence. In this way, boosting economic security can prevent impoverishment that might lead to displacement.

##### *Water supply, sanitation and shelter*

- ▶ Access to and the quality of water supplies can suffer in times of conflict. By ensuring access to safe drinking water (see *Alleviating the effects of displacement/Assistance/Water supply, sanitation and shelter*

below), either directly or by supporting other providers, the ICRC can remove one of the possible causes of displacement.

##### *Health care*

- ▶ Access to and the quality of health care can suffer in times of conflict. By ensuring access to permanent or mobile health care services (see *Alleviating the effects of displacement/Assistance/Health care* below) either directly or by supporting other providers, the ICRC can remove one of the possible causes of displacement.

#### Prevention

##### *Mines/explosive remnants of war*

- ▶ The ICRC engages in advocacy with the relevant authorities on mines and explosive remnants of war with a view to stopping their use of such weapons and encouraging them to clear contaminated areas. Representations are often based on incident data collected first hand by the ICRC or the National Society.

### Alleviating the effects of displacement

#### Protection

##### *Protecting the civilian population*

- ▶ It is often the case that the authorities bearing the primary duty to care for the displaced and to manage the displacement crisis lack the capacity or the will to do so. The ICRC plays an important role in highlighting critical humanitarian needs and making recommendations to the authorities on how they can better fulfil their obligations, including to protect civilians from abuses (see *Preventing displacement, Protection, Protecting the civilian population* above).
- ▶ IDPs are not a homogenous group: there are many sub-populations who are likely to have particular concerns. The ICRC takes measures to assess these concerns and to respond to the most urgent needs. It also pays particular attention to the relationship between IDPs – living in dedicated places or hosted by residents – and local resident communities in order to avoid or reduce tension between the two groups, such as that caused by competition for overstretched resources. Whenever possible, the ICRC takes direct action to remove or reduce the causes of the tension.
- ▶ Part of encouraging respect for people's dignity includes ensuring that they have access to accurate information and can actively participate and influence decisions made on their behalf, to ensure that they are still able to make choices about their lives however dire the circumstances. For example, a lack of information regarding the services available or a lack of familiarity with local procedures can reduce the capacity of new arrivals to obtain access to essential services and support. In such cases, the ICRC will directly facilitate beneficiaries' access to the services available, including those run by the State, as well as prompting the authorities to improve their communication and information-sharing systems.
- ▶ During their flight, IDPs may leave behind or lose critical documents (personal identification, passport, birth certificate, marriage certificate, etc.) or indeed

have them stolen, making it impossible for them to exercise their rights. The ICRC reminds the authorities of their obligations to make document replacement services available to all eligible citizens. It can also act as a neutral intermediary to relay official documents across frontlines, between family members or between the authorities and civilians.

#### *Restoring family links and missing persons*

- ▶ As they flee, IDPs often lose contact with loved ones, either in the chaos or because they have to leave them behind, or because they leave in a hurry and are unable to inform relatives ahead of time. Enabling the displaced to restore and maintain contact with their families, within the country or abroad, contributes to the psychological well-being of both the IDPs and their relatives, who may also be IDPs.
- ▶ The ICRC family reunification programme aims to reunite vulnerable people with their families, particularly those who became separated as a result of displacement.
- ▶ The ICRC also reminds the authorities of the right of families to ascertain the fate and whereabouts of relatives unaccounted for in relation to the conflict. In addition to advocacy efforts, the ICRC may aim to boost national forensic and data management capacities, offer its legal expertise for the drafting of legislation, and work to improve psychological support for the families of missing persons.

#### **Assistance**

##### *Economic security – emergency aid: food and essential household items*

- ▶ People often have to flee at short notice, and in any case are likely to be limited in the belongings they can carry with them. When distributing aid, the ICRC gives priority to the most vulnerable households. Many of these are IDPs, although the ICRC also assists residents who are directly affected by the conflict, but unable or unwilling to leave the affected area, or who are affected by the presence of IDPs and the additional strain that they place on resources. If the need exists, the ICRC provides food rations and essential household items, such as blankets, tarpaulins, jerrycans, kitchen sets and hygiene kits, to enable the displaced to set up temporary homes. Other items, such as clothes or fabric to make clothing, are also distributed according to need.

##### *Economic security – livelihood support*

- ▶ Some civilians are displaced temporarily and are able to return home after a relatively short time. Others experience more prolonged displacement. Being cut off from their livelihoods severely undermines the capacity of IDPs to generate income and the longer the situation lasts, the more it erodes any resources they may have. In such cases, in addition to providing emergency relief, the ICRC also aims to help the displaced recover their ability to earn a living (see *Preventing displacement/Assistance/Economic security – livelihood support* above). Resident communities affected by economic impoverishment as a result of the

presence of IDPs, especially the households hosting IDPs, also benefit.

- ▶ Occupational training often forms part of livelihood support programmes, either to help the beneficiaries keep up their skills or to enable them to take up a new economic activity more suited to the area to which they have been displaced.

#### *Water supply, sanitation and shelter*

- ▶ ICRC water, sanitation and habitat projects (trucking of clean drinking water during emergencies; rehabilitation or building of water sources and infrastructure) give IDPs, residents and returnees safe access to a source of water for household purposes, ensure better sanitation practices for the whole family, free up for other tasks time once spent fetching water, and aim to reduce any tensions caused by competition for resources. They also reduce the incidence of sickness caused by inadequate hygiene.
- ▶ The displaced, resident and returnee beneficiaries systematically participate in the design, implementation and management of ICRC water and habitat projects.
- ▶ When large numbers of IDPs head for camps or converge on State-run reception centres or evacuation sites, they may find themselves in facilities able to cater only for much smaller numbers. The ICRC may carry out small-scale rehabilitation work on infrastructure, construct or repair water and sanitation facilities, provide equipment or train staff, volunteers or IDPs in rehabilitation or maintenance.

#### *Health care*

- ▶ An influx of IDPs into an area can place a heavy burden on health care facilities that might already be run down or overstretched owing to the conflict. In such cases, the ICRC may provide supplies, train staff and rehabilitate infrastructure to ensure the provision of comprehensive primary health care, including vaccinations, for IDPs and resident communities alike. At the same time, the ICRC highlights the needs to the authorities, encouraging them to expand the services they provide.
- ▶ Mobile clinics give IDPs and residents unable to reach permanent structures access to essential health and medical care and the opportunity to be referred to a second level of care. Such clinics can also provide an early indication of any outbreaks of disease.
- ▶ In contexts where sexual violence is a major problem, the ICRC documents alleged incidents and brings them to the attention of the authorities. It provides post-rape kits to ICRC-supported hospitals and health centres and runs training courses to ensure that health staff in those facilities are equipped and able to treat victims, including IDPs, effectively and to provide counselling.
- ▶ IDPs benefit from psychological support to help them deal with the trauma of displacement or indeed of the violations of IHL that prompted the displacement.
- ▶ IDPs living in overcrowded and cramped conditions are particularly susceptible to the spread of disease. Health and hygiene promotion sessions aim to teach



people basic practices that can help minimize or prevent the spread of disease.

- Depending on their circumstances, IDPs may be at risk of malnutrition. In emergencies, the ICRC may support therapeutic feeding programmes.

### Prevention

#### *Mines/explosive remnants of war*

- To help prevent injuries caused by mines and explosive remnants of war, the ICRC marks contaminated areas and conducts mine-risk education to make people aware of the dangers. In the event of an accident, it also provides surgical, medical and economic assistance to victims, including physical rehabilitation. In parallel, it continues its advocacy with the relevant authorities and often supports the work of the national mine action body.

### Easing return, local integration or relocation

#### Protection

##### *Protection of the civilian population*

- Any movement of IDPs ordered by the authorities must be carried out in a safe, voluntary and dignified manner. In terms of responding to a displacement crisis, the authorities bear responsibility for restoring essential conditions required for resolution of the situation. The ICRC advocates the establishment of such conditions, which include security guarantees, assurance of access to and availability of essential services, the ability to exercise housing, land and property rights, and often compensation for lost, stolen or destroyed property. A premature return often leads to re-displacement and further hardship.

#### Assistance

##### *Economic security – emergency aid: food and essential household items*

- IDPs finally returning to their places of origin may find that their homes and land have been destroyed. The ICRC commonly provides these people and those who decide to settle elsewhere with kits that might contain food, essential household and hygiene items, and/or shelter materials and tools to rebuild their homes.

##### *Economic security – livelihood support*

- IDPs returning to their homes or resettling elsewhere after a prolonged displacement will often require support in order to restart an economic activity. ICRC livelihood support programmes (see *Alleviating the effects of displacement/Assistance/Economic security – livelihood support* above) are also tailored to the needs of returnees and to residents in the areas of return or relocation, with a view to reducing tensions between the two groups.

##### *Water supply, sanitation and shelter*

- By ensuring access to an adequate and safe water supply (see *Alleviating the effects of displacement/Assistance/Water supply, sanitation and shelter* above), either directly or by supporting other providers, the ICRC can help create conditions conducive to the return or relocation of IDPs.

#### *Health care*

- By ensuring access to health care services (see *Alleviating the effects of displacement/Assistance/Health care* above), either directly or by supporting other providers, the ICRC can help create conditions conducive to the return or relocation of IDPs.

### Prevention

#### *Mines/explosive remnants of war*

- To help create conditions conducive to the return or relocation of IDPs, the ICRC encourages the relevant authorities to clear land contaminated with mines and explosive remnants of war and to stop using such weapons. It also marks contaminated areas and conducts mine-risk education to make people aware of the dangers. In the event of an accident, it provides surgical, medical and economic assistance to victims, including physical rehabilitation.

## WOUNDED AND SICK

### Alleviating the effects of displacement

#### Protection

##### *Protection of the “medical mission”*

- In its dialogue with the authorities and weapon bearers, the ICRC reiterates their obligations under IHL to respect medical personnel, equipment and facilities. In addition, health personnel are instructed in their work-related rights and obligations under IHL, such as marking structures with a protective emblem.

#### Assistance

##### *Medical care*

- IDPs and residents alike may be wounded in the fighting or may fall sick and need to be treated in hospitals that are ill-equipped to deal with them because they are dilapidated or simply because of the sheer numbers of people in need. ICRC support for hospitals focuses as a priority on emergency surgery, as well as medical services such as gynaecological/obstetric and paediatric services. This support may include the provision of equipment, medical supplies and training, for example in traumatology.
- Similarly, the ICRC supports first-aid posts, as well as facilitating, as a neutral intermediary, or itself carrying out operations to evacuate the wounded and sick from areas affected by fighting.

##### *Physical rehabilitation*

- IDPs are among those who benefit from ICRC-supported physical rehabilitation programmes. They may receive artificial limbs, walking aids, wheelchairs and physiotherapy.

##### *Water and habitat*

- The renovation or construction of health facilities such as hospitals, health centres and physical rehabilitation centres also boosts the capacity to provide adequate services to those in need, including IDPs.

## Easing return, local integration or relocation

### Assistance

#### *Physical rehabilitation*

- ▶ Disabled IDPs may also benefit from projects – education, vocational training or micro-credit schemes – to help them reintegrate into society.

#### *Water and habitat*

- ▶ The renovation or construction of health facilities such as hospitals, health centres and physical rehabilitation centres also boosts their capacity to provide adequate services to those in need, including returnees.

## AUTHORITIES, ARMED FORCES AND OTHER BEARERS OF WEAPONS, CIVIL SOCIETY

- ▶ Prevention activities targeting political authorities, armed forces, other bearers of weapons and civil society (e.g. the media, schools, universities, NGOs) always emphasize the need to take measures to respect the physical integrity and dignity of all people who are not, or no longer, participating in the armed conflict or other situation of violence, which includes IDPs. The target groups are systematically made aware of their responsibilities in this respect through a combination of bilateral meetings, dissemination sessions, training courses, documentation and publications, games and competitions, and communication campaigns.
- ▶ The formal authorities, both civil and military, bear the primary duty to protect and assist people on their territory. A humanitarian response cannot substitute comprehensively for shortcomings in the formal system. The ICRC therefore reminds the authorities, at all levels, on the ground and in high-ranking positions right up to the cabinet, of their obligations to respect, protect and support those affected by displacement, and that IDPs enjoy the same rights and freedoms under the applicable legal frameworks (IHL and national law), without discrimination, as their compatriots.
- ▶ Where inadequate legislation exists, the ICRC provides technical support and expertise to the authorities to help them develop new laws.
- ▶ During its dialogue with all authorities and weapon bearers, the ICRC recalls how IHL stipulates that the parties to a conflict must allow and facilitate the rapid and unimpeded passage of humanitarian relief (for civilians in need), which is impartial in nature and conducted without adverse distinction, subject to their right of control.

## Preventing displacement

### Prevention

- ▶ Respect for the basic rules of IHL would prevent a good portion of the cases of conflict-affected displacement, which is often related to violations of those rules. Such rules include:
  - the obligation to distinguish at all times between civilians and combatants and between civilian objects and military objectives
  - the prohibition on making civilians or civilian objects the target of attacks

- the prohibition on indiscriminate attacks
- the obligation to use force that is proportional to the military objective in order to minimize the collateral damage suffered by civilians
- the obligation to take precautions in attacks to spare the civilian population
- the prohibition on the destruction of objects indispensable for the survival of the civilian population
- the prohibition on reprisals against the civilian population and civilian property
- the obligation to respect fundamental guarantees such as the prohibition of ill-treatment

## Alleviating the effects of displacement

### Prevention

- ▶ The authorities have the obligation to provide protection and assistance and to seek solutions when displacement occurs. This includes ensuring that civilians:
  - are protected against threats, indiscriminate arrests, attacks and other acts of violence, as is their property (either that currently with them or that left behind)
  - are able to maintain their dignity, physical, mental and moral integrity and family unity
  - have freedom of movement and freedom to choose their place of residence (in or out of camps, within the country or abroad) and are protected against forced return
  - have an adequate standard of living in terms of food, water, sanitation, basic shelter, clothing, health care and education
  - have access to the documents they need to enjoy and exercise their rights (personal ID, passport, birth certificate, marriage certificate, etc.)
  - have access to accurate information in order to make informed choices and participate in and influence decisions being made on their behalf

## Easing return, local integration or relocation

### Prevention

- ▶ The authorities also have the responsibility to restore conditions that permit return, local integration or relocation as quickly as possible. The basic conditions for sustainable, long-term solutions, based on voluntary, safe and dignified choices, include the following assurances that former IDPs:
  - do not suffer attacks, harassment, intimidation, persecution or any other form of punitive action upon return to their home communities or settlement in other locations
  - are not subject to discrimination for reasons related to their displacement
  - have full non-discriminatory access to national protection mechanisms (police, courts)
  - have access to the personal documentation typically needed to access public services, to vote and for administrative purposes

- have access to mechanisms for property restitution or compensation
- enjoy without discrimination an adequate standard of living, including shelter, health care, food and water
- are able to reunite with family members if they so choose
- are able to exercise the right to participate fully and equally in public affairs

### RED CROSS AND RED CRESCENT MOVEMENT

#### Preventing displacement, alleviating the effects of displacement, easing return or relocation

##### Cooperation

- ▶ Whenever possible, the ICRC works in operational partnership with the National Society of the country in question to meet the needs of all those affected by displacement. It also provides technical, material and financial support and training to the National Society to boost its capacities to fulfil its mandate, for example in terms of tracing, first aid and emergency-preparedness and response (see *Civilians* above).
- ▶ Furthermore, the ICRC often works in partnership with National Societies working internationally and contributing to its operations, including those addressing displacement, in cash, kind or by providing personnel and operational management.
- ▶ Through regular meetings and dialogue, and in line with the Seville Agreement and its Supplementary Measures, the ICRC, when leading the Movement's international response, ensures that all operations to meet the needs of those affected by displacement are coordinated with other Movement components present in the context to ensure the best response. The ICRC supports such coordination mechanisms when they are led by other Movement components.

# MISSION

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.



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