

OVERVIEW OF OPERATIONS

2012



ICRC

OVERVIEW OF OPERATIONS 2012

International Committee of the Red Cross
External Resources Division
19, avenue de la Paix
1202 Geneva, Switzerland
T +41 22 734 6001 **F** +41 22 733 2057
E-mail : gva_rex_chf@icrc.org www.icrc.org
© ICRC, November 2011

CONTENTS

ABBREVIATIONS AND DEFINITIONS	4
INTRODUCTION BY THE DIRECTOR OF OPERATIONS.....	6
ICRC MANAGEMENT FRAMEWORK AND DESCRIPTIONS OF PROGRAMMES	11
EMERGENCY APPEALS 2012	26
THE ICRC AROUND THE WORLD.....	27
SUMMARY OF THE BUDGET.....	29
AFRICA BUDGET	31
ASIA AND THE PACIFIC BUDGET.....	32
EUROPE AND THE AMERICAS BUDGET.....	33
MIDDLE EAST BUDGET	34
AFRICA	35
ASIA AND THE PACIFIC	45
EUROPE AND THE AMERICAS	50
MIDDLE EAST.....	58
ANNEXES	62
THE ICRC'S OPERATIONAL APPROACH TO RESULT-BASED MANAGEMENT: IMPROVING HUMANITARIAN ACTION.....	62
THE ICRC'S OPERATIONAL APPROACH TO WOMEN AND GIRLS	73
THE ICRC'S OPERATIONAL APPROACH TO CHILDREN	78
THE ICRC'S OPERATIONAL APPROACH TO DISPLACEMENT.....	84

ABBREVIATIONS AND DEFINITIONS

A	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	Additional Protocols I and II
	African Union Convention on IDPs	Convention for the Prevention of Internal Displacement and the Protection of and Assistance to Internally Displaced Persons in Africa, 23 October 2009
	AIDS	acquired immune deficiency syndrome
	Armed conflict(s)	international and/or non-international armed conflict(s), as governed <i>inter alia</i> by the Geneva Conventions of 12 August 1949 and their two Additional Protocols of 1977 and by customary international law
B	Biological Weapons Convention	Convention on the Prohibition of the Development, Production and Stockpiling of Bacteriological (Biological) and Toxin Weapons and on Their Destruction, 10 April 1972
C	CHF	Swiss francs
	Chemical Weapons Convention	Convention on the Prohibition of the Development, Production, Stockpiling and Use of Chemical Weapons and on Their Destruction, 13 January 1993
	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, 20 December 2006
F	Fundamental Principles	Fundamental Principles of the International Red Cross and Red Crescent Movement: humanity, impartiality, neutrality, independence, voluntary service, unity, universality
G	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
H	Hague Convention on Cultural Property	Convention for the Protection of Cultural Property in the Event of Armed Conflict, 14 May 1954
	Health Care in Danger project	“Health Care in Danger (Respecting and Protecting Health Care in Armed Conflict and Other Situations of Violence)” is an ICRC project that aims to ensure that the wounded and sick in armed conflict and other situations of violence are protected and have better access to health care through the concerted efforts of the ICRC, National Societies, governments, weapon bearers and health care personnel across the world. The project is supported by a global communication campaign, “Life and Death”.
	HIV	human immunodeficiency virus
I	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	international humanitarian law
K	IOM	International Organization for Migration
	KCHF	thousand Swiss francs

ABBREVIATIONS AND DEFINITIONS

M	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
	Montreux document on private military and security companies	The Montreux document on pertinent international legal obligations and good practices for States related to operations of private military and security companies during armed conflict
	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	OCHA	United Nations Office for the Coordination of Humanitarian Affairs
	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
P	Other situations of violence	situations requiring a specifically neutral and independent institution and intermediary, including internal disturbances (internal strife), in conformity with the <i>Statutes of the International Red Cross and Red Crescent Movement</i> , article 5(2)(d) and 5(3), adopted by the 25 th International Conference of the Red Cross and Red Crescent in October 1986 and amended by the 26 th and 29 th International Conferences of the Red Cross and Red Crescent in December 1995 and June 2006, respectively, in Geneva
	POWs	prisoners of war
	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.
R	RCMs	Red Cross messages
	Rome Statute	Rome Statute of the International Criminal Court, 17 July 1998
	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.
S	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
U	UNHCR	Office of the United Nations High Commissioner for Refugees
	UNICEF	United Nations Children's Fund
	WFP	World Food Programme
W	WHO	World Health Organization

INTRODUCTION BY THE DIRECTOR OF OPERATIONS



© Thierry Gassmann/ICRC

The ICRC is pleased to present its 2012 Emergency Appeals, 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 late October 2011.

TRENDS IN CONTEMPORARY ARMED CONFLICTS

Close analysis of the primary characteristics of the current armed conflicts and other situations of violence in which the ICRC operates reveals a number of key features.

First, there are the multiple consequences of the major crises that marked the past twelve months, particularly those that occurred in the context of what has become known as the Arab Spring. These situations underlined that, despite all efforts to analyse, plan and prepare for various eventualities, the challenges of dealing with the unexpected will remain central to crisis management, including in terms of providing a humanitarian response.

While sharing some common features, the events that took place in North Africa and the Middle East clearly differed in a number of aspects. The situation in Libya, for instance, amounted to a full-fledged armed conflict, with both international and non-international dimensions. Other countries were affected by other situations of violence which resulted in serious repression by State security forces.

It is too early to predict the medium- to longer-term outcomes of these events. Some countries appear to be on track to peacefully determine a different constitutional, political and social future for their peoples. Others are likely to experience prolonged instability, unrest and conflict.

Secondly, 10 years after the attacks of 11 September 2001, the so-called "fight against Al-Qaeda and its affiliates" continues to evolve. The larger conventional deployments by NATO and the United States of America in Afghanistan and Iraq are gradually giving way to new strategies, involving the use of drones and lighter direct military engagements.

Thirdly, a significant number of protracted, mostly non-international armed conflicts remains. These are rarely driven by clear ideological motives but rather by economic, at times outright criminal, rationales. The long duration of such

confrontations – often over two, three or four decades - has led to widespread lawlessness. Entire regions are not only beyond the control of State security forces but also beyond the reach of State social, health and education services. Such regions harbour hugely diverse, fragmented and ruthless groups, including official and unofficial, State-based and non-State armed groups. In pursuit of illicit economic gains rather than ideological or political goals, they impose their control over the territory and population with extreme brutality and violence.

The entire institutional fabric in certain countries has been taken over by structured war economies. Such situations are immensely complex to address in political or mediation terms. Many of the actors involved prefer lucrative conflict-related business opportunities to prospective ministerial or parliamentary positions. The logic of predation dominates those of social conscience and the common good.

In some contexts, transnational organized crime is beginning to emerge as a genuine threat, given the levels of organization of the groups involved and their ability to infiltrate State institutions, to secure control over swathes of national territory, and to act beyond national borders. The confrontation between State security forces, on the one hand, and criminal gangs and cartels, on the other, exposes both local and migrant populations to a frightening pattern of abuse and brutality.

The world is further beset by the combined effects of the economic and financial crises. International food price indexes peaked in early 2011, affecting countless people already suffering armed conflict, social exclusion, unemployment and other pressures. Declining remittances in several contexts are weakening the resilience of populations relying on such income. These trends, triggered by increased food demand in several parts of the world and by the consequences of drought and floods, will continue to fuel unrest and conflict.

VULNERABILITY AND RESILIENCE IN ARMED CONFLICTS AND OTHER SITUATIONS OF VIOLENCE

Throughout 2011, ICRC field staff and employees of National Red Cross and Red Crescent Societies worked to address the multiple vulnerabilities and suffering endured by men, women and children in conflict zones worldwide.

No matter what the context, it remains crucial to place the fate of individuals and communities at the very heart of our analysis and choices of action, taking into account their specific circumstances, the risks and violations they face, and their gender and age. In addressing people's vulnerabilities, the ICRC seeks to build on their resilience, actively involving them in coping with, improving or transforming their situation.

The excerpts below, taken from the planning documents of several ICRC delegations, illustrate the multiple ways in which conflict heightens people's vulnerability.

Over the past twelve months, ICRC teams have responded to new emergencies with particularly serious consequences for the populations concerned, including multiple instances of threats, injury, ill-treatment, torture, displacement and killings. In parallel, there were many protracted armed conflicts causing both acute and chronic needs.

"The civilian population is caught between the various parties to the conflict. Often, with the army controlling the roads, the militants are in control of the countryside. The armed opposition is forcing the population to give support (including shelter). The message of the armed forces is: 'If you are not with us, then you are against us'. There are acts of retaliation against civilians and communities from all sides. Seeking humanitarian assistance or enrolling in an IDP return process may be perceived by the armed opposition as a form of association with the government and security forces. Refusing to return to one's place of origin because of insecurity or lack of services may be interpreted by the government as associating with the armed insurgency."

In addition, the multiple consequences of armed conflicts and other situations of violence have eroded the wider fabric of entire societies.

"The country continued to deteriorate economically and socially while remaining in the grip of a 20-year armed conflict, with the following consequences: insecurity and displacement; shifting front lines and ethnic and tribal tensions within society; lack of basic infrastructure; environmental instability coupled with diminishing coping mechanisms; limited access to alternative pasture lands and water sources; supply shortages exacerbated by the lack of transport from urban to rural areas and the resulting high rates of inflation. All these consequences of course affect people's daily lives. Moreover, they have also deeply affected the agricultural sector."

"Twenty years of conflict and the resulting insecurity have led farming communities to reduce their activities to little more than subsistence farming. The production even in a good year does not cover more than 50% of the food needs of the population in the entire country. Frequent seasons without sufficient rains reduce this percentage even further, curtailing food production. Since small-scale farmers produce mainly to cover their own needs and have barely enough yield left over to sell, their purchasing power is generally very low. The lack of food in the markets is leading to high food prices and imported food is unaffordable for poor families."

"Successive wars and sectarian violence have left deep scars: decaying public infrastructure and services, declining agricultural production, the disruption of livelihoods, heavy weapon contamination and negative epidemiological

trends. The authorities' commitment to deliver basic services improved thanks to better security; however, to establish effective governmental services, the country needs to overcome many constraints, including a crucial lack of qualified labour and civil servants (...) The efficiency of both the central government and local authorities is also crippled by numerous and contradictory procedures, poor administrative organization, widespread corruption, little responsibility/accountability and the failure of peripheral structures to act. According to ICRC field assessments, service delivery is worst in the disputed areas, of which large parts are beyond the reach of government officials because of general insecurity and vested interests at the ground level."

As underlined by the ICRC's current Health Care in Danger project, there are numerous instances of threats against medical services and infrastructure, as well as constraints hindering wounded and sick people's access to care.

"The evacuation of the wounded and their access to proper treatment by the Ministry of Health is impeded if not made impossible at times (reportedly, authorities prevent the wounded from reaching hospitals, while the wounded do not seek treatment in public health facilities, fearing arrest and persecution)."

"In 2011, access to health care has reached a low point. Increasing poverty, insecurity, closure of key health centres [have] progressively jeopardized access to basic health services, particularly for children and women. Infant mortality rates (111/1000 live births) and maternal mortality rates (18/1000 live births) are still among the highest in the world. Under-five mortality rates (257/1000 live births) remain worrying: one child in four does not reach the age of five. The main causes of death are acute respiratory infections, diarrhoea and measles."

Other causes for concern are the combination of physical and mental effects and gender- or age-based abuses resulting from armed conflicts and other situations of violence.

"An estimated 6 out of every 10 women (migrants) suffer sexual abuse during their journey, affecting both their physical and psychological health and generating unwanted pregnancies or diseases. Some women experience sexual abuse more than once. Medical, psychological or legal support is not readily available. Often women do not report these incidents for fear of reprisals, lack of trust in the authorities or fear of delaying their journey."

Migrant children, especially if unaccompanied, are also easy prey for armed groups and human trafficking networks. They are at risk of violent attacks, of permanently losing contact with their family or of returning to a dangerous situation, as authorities often repatriate children without assessing the circumstances which caused them to leave."

THE CHANGING HUMANITARIAN SECTOR

The above-mentioned trends and needs present the humanitarian community with significant challenges. The crises in Côte d'Ivoire and Libya appear to confirm that some key humanitarian actors have lost the ability to respond during emergency phases in armed conflicts. This may have resulted in part from the security-related concerns and constraints placed on UN humanitarian agencies during UN-sanctioned military interventions. More worryingly, some of the larger international NGOs failed to deploy meaningful activities in either context.

While the new forms of rejection and instrumentalization of humanitarian action following 11 September 2001 are well known, the self-imposed constraints of humanitarian agencies are sometimes underestimated. Once again in 2011, humanitarian agencies called on foreign military contingents to provide protection for access to regions where other agencies were working without escorts. These contradictory approaches and standards can blur perceptions of the wider humanitarian community.

The growing diversity of the humanitarian sector is another important factor. The profound changes resulting from the increasing presence and assertiveness of agencies and charities from Africa, Asia, Latin America and the Middle East are as yet insufficiently recognized. In Libya and Somalia, two distinct humanitarian communities are working side by side without interacting.

IMPLICATIONS FOR CURRENT ICRC OPERATIONS

In 2011, the ICRC adapted its response effectively to several sudden-onset crises, notably to those unfolding simultaneously in Côte d'Ivoire and Libya. In Côte d'Ivoire, its longstanding relations with all sides and presence in the crisis-prone region enabled it to adjust swiftly to the post-election conflict. In Libya, it had first to establish a presence and relations to gain access to affected populations. The ICRC also responded to events in the Syrian Arab Republic, Tunisia and Yemen.

The ICRC was able to adapt to these crises thanks to recent improvements in its rapid deployment systems, its commitment to emergency response and its essential partnerships with National Societies.

Other factors enabling the ICRC to act in protracted armed conflicts and other situations of violence included its widespread presence, its proximity to populations, and its neutrality, independence and impartiality.

The ICRC sought to live up to the responsibilities and pressures resulting from a solid initial field budget (CHF 1.047 billion), from five separate budget extensions amounting to CHF 159 million (Abidjan regional and Liberia for Côte d'Ivoire, Tunis regional for Libya twice and Somalia), and from a range of other demanding operations in contexts such as Afghanistan, Colombia, the Democratic Republic of the Congo (DRC), Pakistan, the Philippines, Iraq, Israel and the occupied territories, South Sudan, Sudan and Yemen. As a result of lower levels of pledges in early 2011, the ICRC cut field budgets by CHF 79 million, which affected programmes in several countries.

KEY CHALLENGES FOR THE ICRC IN 2012

Quality of access and scope of action

The ICRC's ambition, and a fundamental challenge, is to have access to populations and individuals in need.

Overall, the 2012 objectives are the second-most extensive ever presented by the ICRC. In real terms, the budget of CHF 969.5 million is comparable to the initial 2011 budget. It is the result of some of the following factors, reflecting the 2011–2014 institutional strategy:

- consolidated or more thorough response in situations of armed conflict

The ICRC will begin 2012 with seven operations budgeted at over CHF 50 million. Its 10 largest operations will be in Afghanistan (CHF 88.9 million), Somalia (CHF 70.0 million), Iraq (CHF 67.3 million), Pakistan (CHF 66.2 million), Sudan (CHF 54.4 million), the DRC (CHF 54.2 million), Israel and the occupied territories (CHF 52.6 million), Yemen (CHF 37.6 million), Colombia (CHF 33.1 million) and South Sudan (CHF 24.6 million).

The ICRC's response in situations of international and non-international armed conflict accounts for approximately 75% of the Emergency Appeals. It includes activities in phases of early recovery.

- evolving response in other situations of violence

The ICRC's efforts to address needs in other situations of violence, including situations of State repression, inter-communal violence or armed violence in urban settings, account for approximately 20% of the Emergency Appeals. While falling below the threshold of IHL applicability, such situations entail serious humanitarian consequences, including arbitrary detention, disappearances, ill-treatment and torture, sexual violence, forced recruitment of minors, and attacks against civilians and medical personnel. The ICRC's activities in such situations are based on its statutory right of initiative and on its assessment of the level of organization of the armed groups involved, the scale of the humanitarian impact, the support it can provide to National Societies and its own added value.

- increasingly operational regional delegations

The percentage of protection and assistance programmes in the regional delegations' initial budgets has significantly increased since 2008, reflecting their enhanced operational profile.

Contextualized multidisciplinary response

Faced with these challenges, the ICRC must further develop its ability to define context-specific, needs-based approaches.

It will focus on its ability to address acute vulnerabilities in rapid-onset or emergency situations, while dealing with the multiple consequences of protracted armed conflicts. It will concentrate on enhancing the relevance of its response relating to detainees, health, the protection of civilians, and the needs of women and children, including IDPs and migrants.

Operational and security management

The ICRC's ability to secure access to populations in need stems from its readiness to take initiatives in sensitive environments and its efforts to build relations with the various players involved in a given context.

Staff security remains a key component of the ICRC's operational philosophy. While 2011 was an average year in terms of the number of incidents, the nature of risks is unchanged and the organization's level of exposure worldwide remains high. Decentralized security management will remain key to the ICRC's approach.

Relationships with actors of influence and dialogue with all

Contexts like Libya have underscored the ICRC's ability to establish meaningful relationships in an emergency situation where it has few or no prior contacts. In many other contexts, such as Colombia, Iraq, Israel and the occupied territories and Sudan, for example, the ICRC can rely on longstanding networks.

The ICRC's acceptance is strongly influenced by the perceived quality and relevance of its activities for affected people, the credibility of its efforts to seek respect for IHL and the compliance of its own staff with the Movement's Fundamental Principles. The quality of the ICRC's dialogue with all those engaged in or in a position to influence an armed conflict or situation of violence is another important factor.

Given the diversity and fragmentation of armed groups and influential actors, networking strategies will require constant adjusting. Acceptance by such players can never be taken for granted.

The ICRC is taking into account the changing international political landscape. While nurturing relations with its traditional supporters, it will seek to diversify and broaden its contacts with other States with regional or global reach. The ICRC thereby aims to enhance its ability, where relevant, to act in those countries, and to promote mutual understanding and shared perspectives so as to gain support for its work internationally. This is a long-term effort requiring contributions from the entire organization.

Partnerships and coordination

In 2011, the ICRC further strengthened its partnerships with National Societies in emergencies (Côte d'Ivoire, Libya, the Syrian Arab Republic and Yemen) and in most protracted armed conflicts. It will pursue this trend towards more systematic cooperation with National Societies working in their own countries as primary partners.

The ICRC will also reinforce the mobilization of partner National Societies for rapid deployment, building on the successful deployment of National Society medical and surgical teams in Libya in 2011.

National Societies working in situations of violence will continue to receive ICRC support. In contexts of State repression and urban violence, the ICRC will seek to strengthen acceptance of and respect for National Society medical services and staff security.

Structured and substantial relations will be maintained with a range of NGOs and UN organizations, both at the central and field levels. In contexts like Libya and Somalia, the ICRC will seek dialogue with organizations and charities from other parts of the world that are raising their operational profile. Dialogue with the Islamic Conference Humanitarian Affairs Department (ICHAD) will be strengthened.

CONCLUSION

In presenting the Emergency Appeals to the donor community, to partners and the public, the ICRC seeks to highlight the numerous and diverse ways in which armed conflict and other situations of violence affect the lives of millions of people worldwide.

We are immensely grateful for our donors' keen interest in and remarkable diplomatic and financial support for ICRC activities. Similarly, we greatly appreciate their deep respect for the ICRC's independence and neutrality.

The ICRC's energy and commitment spring from its sense of duty to help people affected by armed conflict. Every single day, our 12,000 staff members work towards that fundamental goal, determined to ensure that we continue to do so.



Pierre Krähenbühl
Director of Operations

ICRC MANAGEMENT FRAMEWORK AND DESCRIPTIONS OF PROGRAMMES



© Jon Bjorgvinsson/ICRC

ICRC corporate management framework

Institutional strategy
Key success factors/areas of risk
Comprehensive analysis and multidisciplinary and complementary approaches
Modes of action
Levels of intervention
Result-based management
Target populations in field operations

Programme descriptions

Protection
Assistance
Prevention
Cooperation with National Societies
General
Overheads

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

Internal control system

External audit

ICRC CORPORATE MANAGEMENT FRAMEWORK

INSTITUTIONAL STRATEGY

According to the ICRC mission statement, the **overall humanitarian mission** of the institution, 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.

On this basis, the **ICRC’s four-year strategy** is made available publicly and in the ICRC’s yearly Headquarters Appeal. It 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. It sets strategic orientations and fields of activity 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. It clearly states the values and principles guiding the ICRC’s action and attitudes.

KEY SUCCESS FACTORS/AREAS OF RISK

The **ICRC’s six key success factors/areas of risk**, which belong to the institutional risk management framework, are the elements critical to the organization and its work. They are:

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

In each area, the ICRC can encounter 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.

The ICRC’s key success factors/areas of risk constitute a common reading grid for analysis in yearly and other reviews by the Directorate. Such reviews include the results achieved, an assessment of risks, and the definition or updating of management objectives and action plans to mitigate the main risks and reinforce the key success factors. This aims to ensure efficient management of the organization according to available resources and priorities and thus preserve the ICRC’s reputation and enable it to continue to demonstrate its added value. Annual reviews are submitted to the ICRC Assembly.

The ICRC’s key success factors/areas of risk are defined as follows:

- ▶ **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 **capabilities and mobility of the ICRC’s human resources** refers to the organization’s values, policies 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
- ▶ **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 and relevant applicable law 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

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 recurrence
- ▶ **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 with plans of action and indicators for the coming year for each context in which it operates. The plans of action and indicators describe how the ICRC aims to work towards the objectives in question. Changes in situations and humanitarian issues may require objectives, plans of action and indicators to be revised during the year. Objectives and plans of action and indicators 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, their plans of action and indicators and the corresponding budget.

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

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.

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 children are a major beneficiary of the ICRC's prevention, protection and assistance programmes worldwide. 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 and deprivation of access to the basic means of survival and health care make 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 the capacity building of the National Societies 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 POWs, 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, reducing their exposure to those risks and reinforcing their own protection mechanisms

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 to 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 services 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 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. Activities include primary health care, mental health and hospital-related activities such as emergency surgery, paediatrics, obstetrics and gynaecology and hospital management
- ▶ ensuring that detainees have access to basic health care
- ▶ 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 and clarifying IHL 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 ensure 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
- ▶ promoting the creation of national IHL committees and supporting existing ones
- ▶ translating existing IHL texts and materials into different languages
- ▶ encouraging and helping authorities to integrate IHL into the doctrine, education and training of national armed forces (international human rights law in the case of 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 analyses the development of customary IHL 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
- ▶ monitoring new developments, carrying out studies, producing articles and guidance documents, organizing meetings of experts and drafting proposals
- ▶ promoting acceptance by governments and other key stakeholders of the ICRC's position regarding the development and clarification of IHL

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 approaches for influencing the attitudes and actions of political authorities and weapon bearers
- ▶ developing communication approaches 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 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 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.

This involves in particular:

- ▶ making representations to governments and other weapon bearers
- ▶ providing an IHL perspective on weapons issues in national and international fora

- ▶ 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 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 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 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 strengthening the capacities of National Societies, helping them to adhere at all times to the Fundamental Principles.

The ICRC shares its expertise with National Societies working in their own countries and with those working internationally. 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 armed conflict or other situations of violence
- ▶ promoting dialogue and coordination 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 drawing up or amending statutes, recognizing or reconstituting a National Society, 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 armed conflict and other situations of violence
- ▶ 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 provide support for executive and managerial 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 institutional strategy, the ICRC identifies operational partnerships with National Societies in their own countries as a 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 and other situations of violence 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 management, internal control and certain strategic negotiations.

OVERHEADS

The budget and expenditure for each operation comprise 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.

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 Bangkok 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 regions covering the following geographical entities: Africa; Asia and the Pacific; Europe and the Americas; Middle East.

There are 9 regions in all:

- **Africa**
 - Eastern Africa
 - The Great Lakes and Southern Africa
 - Northern and Western 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**
 - Near and Middle East

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, Coop-

eration within the Movement, Humanitarian Diplomacy, External Resources, Human Resources and Finance and Logistics, 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

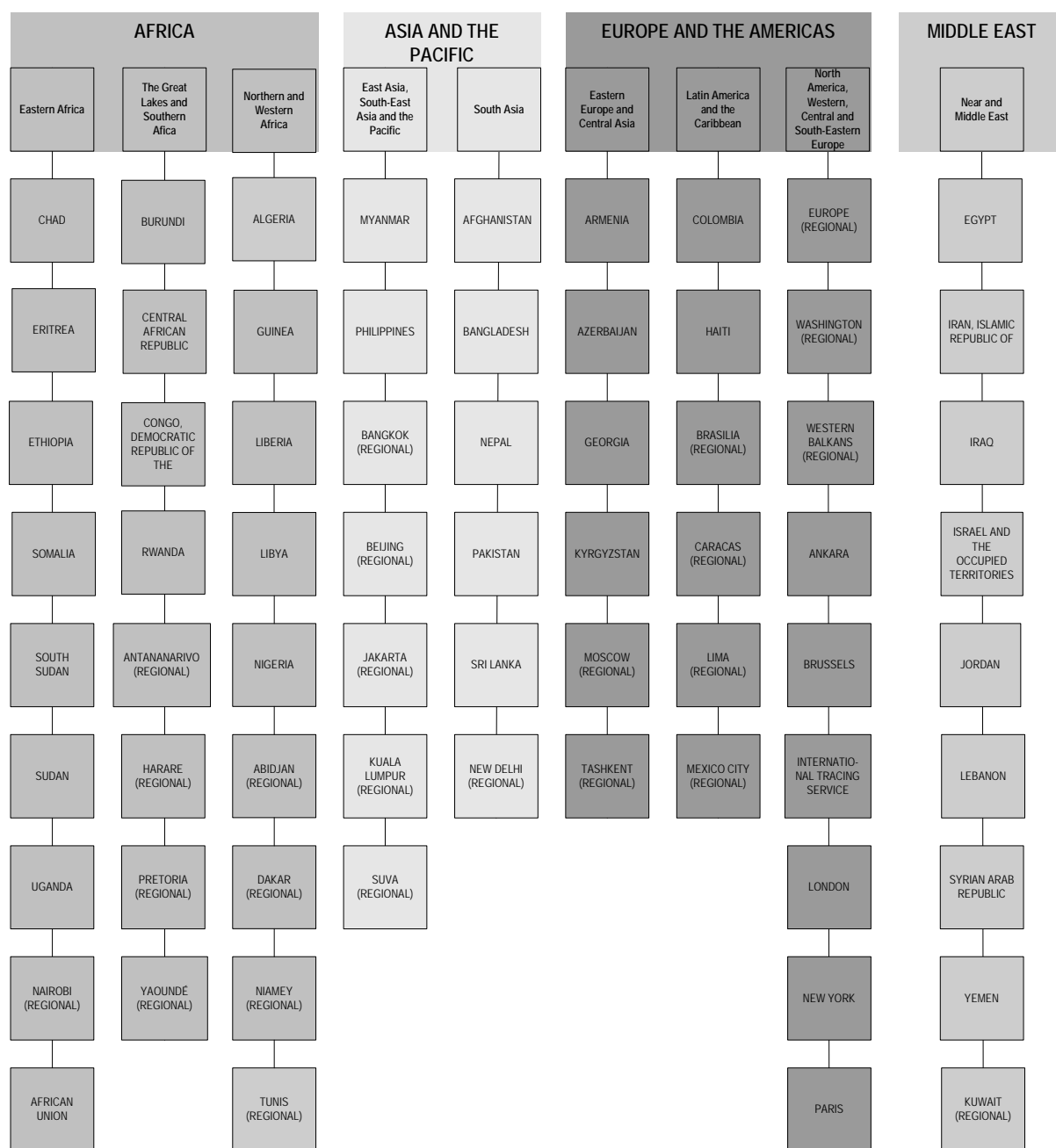
“Earmarking” is the practice whereby donors require that their funds be attributed to the ICRC in general, the Headquarters or Emergency Appeals, or within the Emergency Appeal to a particular region, country or programme, or for the purchase of specific goods. Experience has shown that the ICRC’s operational 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)
- 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.

OPERATIONS WORLDWIDE



DELEGATIONS AND MISSIONS IN MORE THAN 80 COUNTRIES AROUND THE WORLD

As at 01.01.2012

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

Contributions that 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/CASH FOR 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. Donors are also able to provide cash contributions to cover the purchase of pre-defined goods by the ICRC.

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

Financial accounting and cost categories

The accounting model comprises three dimensions (e.g. in field operations: the organizational unit, target population and programmes) 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 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 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 to enhance the financial information obtained with operational key indicators.

INTERNAL CONTROL SYSTEM

Faced with increasingly complex environments, over the years the ICRC has progressively and pragmatically adopted an internal control and compliance approach based on three pillars: the Internal Control and Compliance Unit, a financial controller, and the Compliance and Quality Assurance Centre in the Philippines.

The Internal Control and Compliance Unit is responsible for ensuring that the ICRC’s internal control system complies with the requirements of Swiss legislation and with the ICRC’s internal rules. The unit is mandated by the Directorate to update the “entity-wide” control document which sets the tone for the entire organization with regard to the control environment the ICRC aims to create. This unit is the focal point for the external auditor for any matter related to the internal financial control system.

The above-mentioned unit also coordinates the financial controller who, through field and headquarters missions, checks on the implementation of financial, administrative, human resources and logistics procedures.

In addition, for more than a decade, the ICRC has run the Compliance and Quality Assurance Centre in the Philippines. It ensures comprehensive and consistent quality control of all accounting and logistics documents to ensure that financial transactions in the field are supported with bona fide documentation and that the standards set by the financial framework are respected.

A list of the main financial risks and associated control measures has been drawn up by the ICRC and validated by the external auditors. The list is reviewed at least once a year, although it can be updated whenever necessary. Any required follow-up is done by the unit.

The overall objective is to ensure the ICRC is fully accountable to its donors and other stakeholders, such as the authorities in contexts where it operates.

INTERNAL AUDIT

According to Article 14 of the Statutes of the ICRC, the “Internal Audit shall have an internal monitoring function

independent of the Directorate. It shall report directly to the Assembly. It shall proceed through internal operational and financial audits". The ICRC Internal Audit covers "the ICRC as a whole, both field and headquarters". Its aim is "to assess, on an independent basis, the performance of the institution and the pertinence of the means deployed in relation to the ICRC's strategy". In the area of finance, its role complements that of the external auditors (see below).

The Internal Audit helps the ICRC accomplish its objectives by using a systematic, disciplined approach to ensure and give added value to the effectiveness of risk-management, control and governance processes. Its methodology follows the Standards for the Professional Practice of Internal Auditing of the Institute of Internal Auditors.

The internal audit reports its findings directly to the ICRC president and the Control Commission, and issues recommendations to the management. The head of Internal Audit is appointed by the Assembly.

The Internal Audit's yearly work programme and budget are presented to the Assembly for approval. Each audit assignment is concluded by an audit report. The Directorate is responsible for responding to the recommendations included in Internal Audit reports; a formal system for following up the recommendations in each report is in place. Progress in implementation is reported to the Control Commission of the Assembly.

EXTERNAL AUDIT

The ICRC's principal revenue source is the contributions of governments and National Societies, funds from private sources and income from securities. According to Article 15 of the Statutes of the ICRC, the utilization of this revenue and of ICRC reserves shall be subject to independent financial verification, both internally (by Internal Audit) and externally (by one or more firms of auditors).

Each year, external auditors, currently Ernst & Young, audit the ICRC's consolidated financial statements. The statements include the consolidated statement of financial position, the consolidated statement of comprehensive income and expenditure, the consolidated cash-flow statement, the consolidated statement of changes in reserves and the notes to the consolidated financial statements.

The audit is conducted in accordance with the International Standards on Auditing. The external audit opines on whether the consolidated financial statements give a true and fair view in accordance with the International Financial Reporting Standards as adopted by the International Accounting Standards Board, Swiss law and the ICRC's Statutes. The audit report is published in the ICRC's Annual Report.

The external auditors examine on a sample basis evidence supporting amounts and disclosures. They review the accounting principles used, significant estimates made, and the overall consolidated financial statement presentation. They also give an opinion on whether an internal control system is in place.

EMERGENCY APPEALS 2012

The International Committee of the Red Cross appeals for contributions to cover the costs of its operations in the field.

The ICRC Emergency Appeals for 2012 amount to:

CHF 969,452,000

of which:

CHF 962,918,000 in cash

CHF 1,028,000 in kind

CHF 5,505,000 in services

ICRC operations are financed entirely through voluntary contributions from the States party to the Geneva Conventions, the National Red Cross and Red Crescent Societies, private and public sources and supranational organizations.

ICRC BUDGET AND APPEAL STRUCTURE

- ▶ The 2012 budget is based on the objectives set for the year and aims to cover activities from 1 January to 31 December 2012.
- ▶ The ICRC budget and appeal structure is divided into Emergency (field) and Headquarters budgets.
- ▶ All ICRC budgets are established on a yearly basis; the budget period corresponds to the calendar year.
- ▶ Through its Headquarters Appeal, the ICRC seeks funding to cover all operational support activities carried out at its headquarters, as well as direct support activities (e.g. the Human Resources Department and External Resources Division), and the costs of financial management, general services, risk allocations and investments.
- ▶ The ICRC uses the Emergency Appeals to appeal for funding to cover the costs of its field activities worldwide.
- ▶ During the year, adjustments to the initial appeals are made in the form of budget extensions (Budget Extension Appeals) and new budget proposals (Special Appeals), which are launched in response to new situations and unforeseen needs for humanitarian action.

STANDARD OPERATIONAL REPORTING SYSTEM

- ▶ In the course of the year, the ICRC issues a Midterm Report to update donors on the status of ICRC field activities around the world. In addition, donors are informed of evolving situations and crises throughout the world via Updates and Special Reports.
- ▶ To highlight the ICRC's financial situation, the External Resources Division issues Monthly and Quarterly Financial Updates, which inform donors of developments in the budget, expenditure rate and contribution levels.
- ▶ Financial and statistical data on the activities of the previous year are normally available as of mid-March, making it possible to draft a financial statement for each of the appeals. The accounting records and financial statements are examined by Ernst & Young as external auditors, and the result of the audit of field and headquarters activities is reported to the ICRC Assembly.
- ▶ Operational information, including reporting elements regularly supplied from the field, and statistical and financial tables are combined in an Annual Report. Appendices to this report contain the financial statements, contributions made by each donor, the financial situation at the end of the year and the cost of staff seconded by National Societies.

THE ICRC AROUND THE WORLD

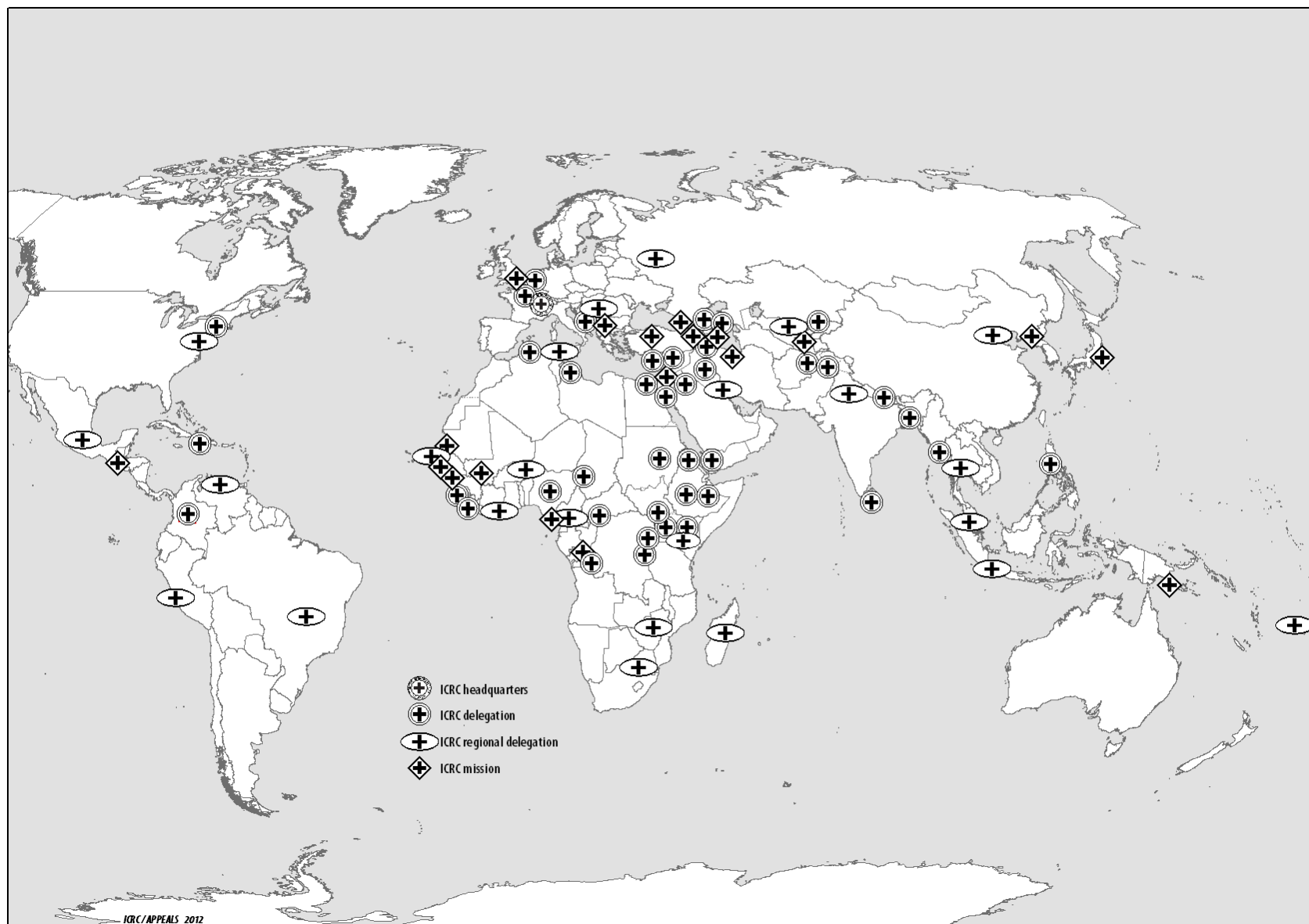
APPEALS SUMMARY

Africa	Appeal	CHF 401.5 million
Asia and the Pacific	Appeal	CHF 234.8 million
Europe and the Americas	Appeal	CHF 141.2 million
Middle East	Appeal	CHF 191.9 million
EMERGENCY APPEALS		CHF 969.5 million
HEADQUARTERS APPEAL		CHF 180.8 million

DELEGATIONS AND MISSIONS IN MORE THAN 80 COUNTRIES

EXPATRIATE STAFF: 1,552

NATIONAL STAFF (DAILY WORKERS NOT INCLUDED): 10,602

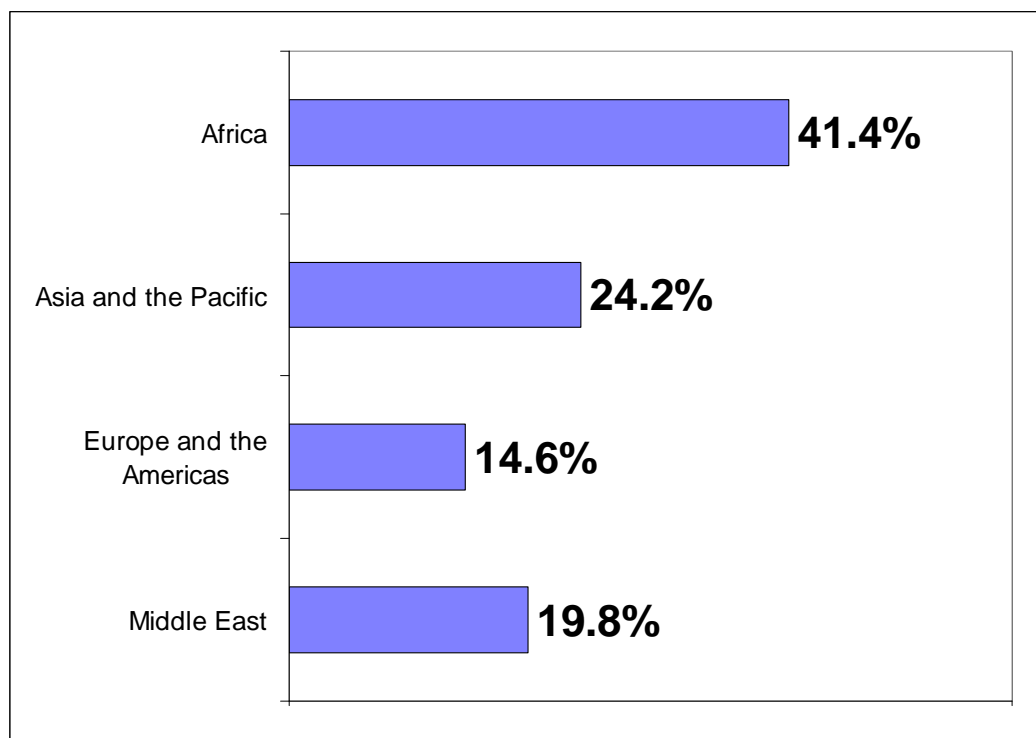


SUMMARY OF THE BUDGET

Figures in KCHF	PROGRAMME						PROGRAMME TOTALS			
	Protection	Assistance	Prevention	Cooperation with National Societies	General	TOTAL 2012 BUDGET	of which:	Total cash	Total kind	Total services
Africa	60,212	260,342	48,297	32,683	-	401,535		398,972	428	2,134
Asia and the Pacific	38,497	147,452	33,522	15,314	-	234,785		232,043	600	2,141
Europe and the Americas	42,285	49,636	36,356	12,566	372	141,215		141,009	-	207
Middle East	45,774	109,574	23,211	13,099	260	191,917		190,894	-	1,023
GRAND TOTAL	186,768	567,005	141,386	73,662	632	969,452		962,918	1,028	5,505
<i>of which overheads</i>	<i>11,399</i>	<i>34,543</i>	<i>8,629</i>	<i>4,496</i>	<i>39</i>	<i>59,105</i>				

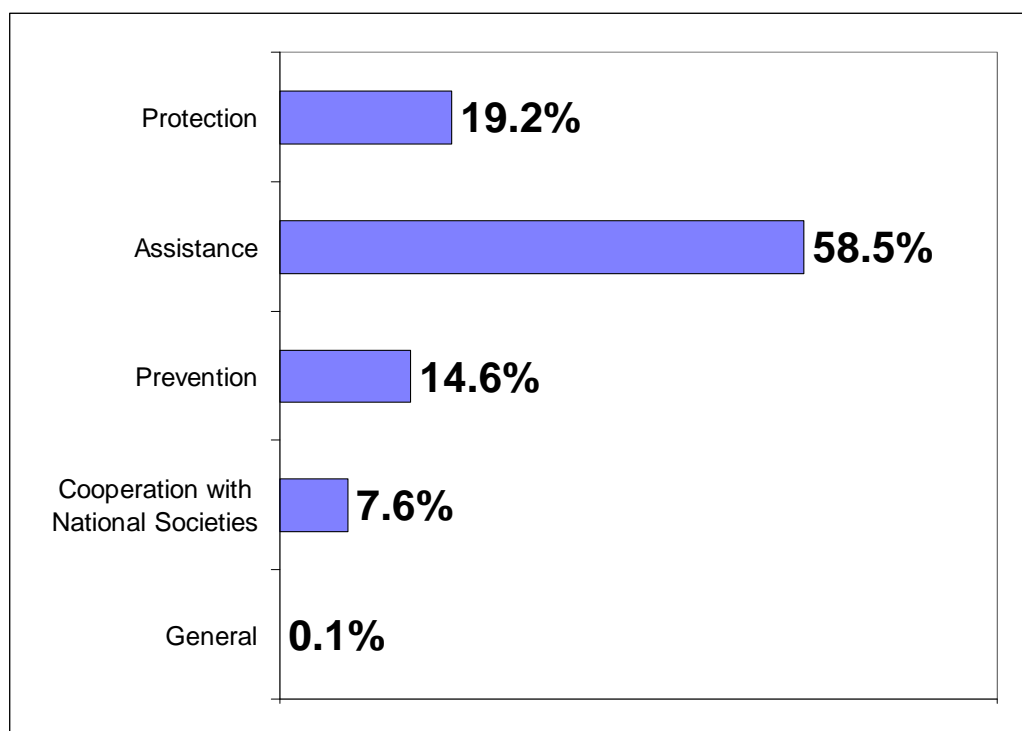
2012 BUDGET BY GEOGRAPHICAL ENTITY

(as a percentage)



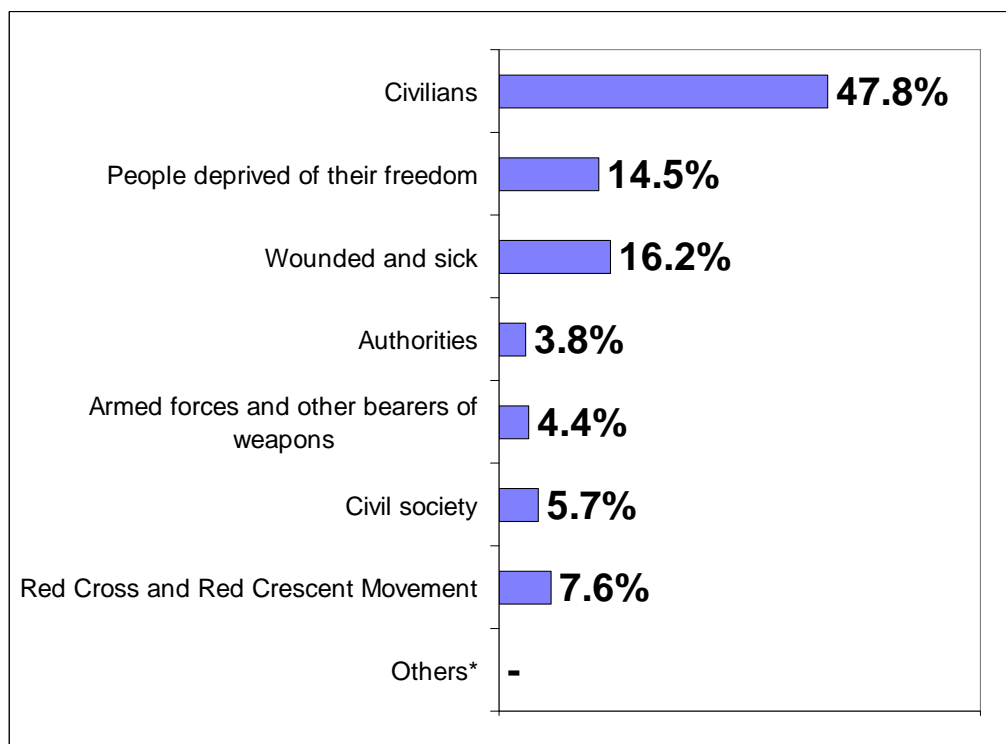
2012 BUDGET BY PROGRAMME

(as a percentage)



2012 BUDGET BY TARGET POPULATION

(as a percentage)



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

AFRICA BUDGET

Figures in KCHF

DELEGATION	PROGRAMME						
	Protection	Assistance	Prevention	Cooperation with National Societies	General	TOTAL	of which overheads
Algeria	1,115	-	709	90	-	1,914	117
Burundi	1,732	2,166	385	735	-	5,017	306
Central African Republic	1,945	10,596	1,480	1,208	-	15,229	929
Chad	2,738	6,225	2,275	1,365	-	12,604	769
Congo, Democratic Republic of the	13,585	34,820	4,883	1,559	-	54,847	3,321
Eritrea	920	3,479	349	246	-	4,994	305
Ethiopia	3,424	7,364	2,276	832	-	13,897	848
Guinea	1,398	3,679	1,481	1,354	-	7,912	483
Liberia	1,118	2,439	1,067	2,004	-	6,628	405
Libya	3,728	10,262	4,353	1,801	-	20,143	1,229
Nigeria	500	5,127	2,683	1,956	-	10,266	627
Rwanda	2,269	1,896	401	459	-	5,024	307
Somalia	1,163	67,106	752	1,148	-	70,169	4,283
South Sudan	3,463	16,821	2,415	2,277	-	24,977	1,524
Sudan	5,807	41,208	4,680	2,943	-	54,638	3,335
Uganda	1,327	1,960	1,068	787	-	5,142	314
Abidjan (regional)	2,547	10,504	2,072	1,615	-	16,738	1,022
Antananarivo (regional)	649	1,224	282	723	-	2,878	176
Dakar (regional)	1,529	5,487	2,217	1,223	-	10,457	638
Harare (regional)	1,331	4,545	1,625	1,290	-	8,791	537
Nairobi (regional)	1,631	2,273	2,884	1,400	-	8,188	500
Niamey (regional)	1,114	16,640	2,575	1,984	-	22,312	1,362
Pretoria (regional)	151	-	1,530	1,197	-	2,877	176
Tunis (regional)	3,250	4,521	1,856	988	-	10,615	648
Yaoundé (regional)	1,778	-	1,999	1,500	-	5,277	322
TOTAL (in KCHF)	60,212	260,342	48,297	32,683	-	401,535	24,481

ASIA AND THE PACIFIC BUDGET

Figures in KCHF

DELEGATION

	PROGRAMME						
	Protection	Assistance	Prevention	Cooperation with National Societies	General	TOTAL	of which overheads
Afghanistan	11,894	69,327	5,158	2,488	-	88,866	5,387
Bangladesh	713	595	1,338	359	-	3,004	183
Myanmar	1,193	2,219	792	697	-	4,901	299
Nepal	1,155	1,450	1,321	471	-	4,397	268
Pakistan	4,286	51,494	7,073	3,362	-	66,215	4,041
Philippines	3,238	7,004	1,962	924	-	13,128	801
Sri Lanka	3,685	937	854	750	-	6,227	380
Bangkok (regional)	4,539	3,247	3,153	1,130	-	12,069	737
Beijing (regional)	1,074	4,266	3,462	1,373	-	10,176	621
Jakarta (regional)	1,210	335	1,982	825	-	4,352	266
Kuala Lumpur (regional)	1,548	-	2,193	515	-	4,256	260
New Delhi (regional)	3,092	5,801	2,411	1,353	-	12,658	773
Suva (regional)	870	777	1,822	1,066	-	4,535	277
TOTAL (in KCHF)	38,497	147,452	33,522	15,314	-	234,785	14,293

EUROPE AND THE AMERICAS BUDGET

Figures in KCHF

DELEGATION	PROGRAMME						
	Protection	Assistance	Prevention	Cooperation with Na- tional Societies	General	TOTAL	of which overheads
Armenia	383	941	435	280	-	2,040	124
Azerbaijan	1,691	4,625	757	273	-	7,346	448
Georgia	2,237	5,611	1,549	725	-	10,123	618
Kyrgyzstan	1,858	7,282	934	633	-	10,708	654
Europe (regional)	1,250	-	462	478	-	2,190	134
Moscow (regional)	4,273	5,378	4,236	1,048	-	14,935	912
Tashkent (regional)	3,001	1,019	3,005	1,160	-	8,184	500
Western Balkans (regional)	2,615	-	833	929	-	4,377	267
Ankara	89	-	549	150	-	788	48
Brussels	70	-	2,291	189	-	2,550	156
International Tracing Service	400	-	340	-	-	740	45
London	209	-	1,037	417	-	1,663	101
Paris	60	-	1,269	118	-	1,448	88
Colombia	9,484	17,780	4,190	1,636	-	33,091	2,020
Haiti	1,283	2,726	631	803	-	5,443	332
Brasilia (regional)	2,853	2,385	2,265	704	235	8,442	515
Caracas (regional)	271	-	1,261	390	-	1,922	117
Lima (regional)	2,691	381	1,983	734	-	5,790	353
Mexico City (regional)	5,155	1,255	2,722	1,043	-	10,174	621
Washington (regional)	2,409	254	3,421	854	137	7,077	432
New York	-	-	2,185	-	-	2,185	133
TOTAL (in KCHF)	42,285	49,636	36,356	12,566	372	141,215	8,619

MIDDLE EAST BUDGET

Figures in KCHF

DELEGATION

	PROGRAMME						
	Protection	Assistance	Prevention	Cooperation with National Societies	General	TOTAL	of which overheads
Egypt	531	-	1,357	708	-	2,596	158
Iran, Islamic Republic of	1,284	-	1,990	548	-	3,822	233
Iraq	15,665	41,598	8,144	1,877	-	67,284	4,107
Israel and the Occupied Territories	14,909	29,483	4,237	3,929	-	52,558	3,208
Jordan	2,653	-	1,434	328	-	4,415	269
Lebanon	3,373	2,354	1,033	870	-	7,631	466
Syrian Arab Republic	3,673	7,069	1,346	892	-	12,980	792
Yemen	2,558	29,071	2,545	3,407	-	37,581	2,294
Kuwait (regional)	1,128	-	1,123	540	260	3,050	186
TOTAL (in KCHF)	45,774	109,574	23,211	13,099	260	191,917	11,713

N.B. Figures in these tables are rounded off, may vary slightly from the amounts presented in other documents and may result in rounding-off addition differences.

AFRICA



© Marko Kokic/ICRC

ALGERIA

The ICRC has been working in Algeria, with some interruptions, since the 1954–62 Algerian war of independence. It visits people held in places of detention run by the Ministry of Justice and 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. It supports the Algerian Red Crescent's reform process and tracing activities.

BUDGET IN KCHF	
Protection	1,115
Assistance	-
Prevention	709
Cooperation with National Societies	90
General	-
Total	1,914
<i>Of which: Overheads</i>	<i>117</i>

PERSONNEL	
Expatriates	5
National staff (daily workers not included)	8

BURUNDI

The ICRC has been present in Burundi since 1962, opening its delegation there in 1999 to help people overcome the worst consequences of armed conflict. Owing to the progress in the peace process, ICRC assistance activities have been scaled down and now focus mainly on working with the prison authorities to ensure that detainees are treated according to internationally recognized standards. The ICRC also reinforces physical rehabilitation services, supports the Burundi Red Cross, notably in restoring links between separated family members, and supports the armed forces' efforts to train their members in IHL.

BUDGET IN KCHF	
Protection	1,732
Assistance	2,166
Prevention	385
Cooperation with National Societies	735
General	-
Total	5,017
<i>Of which: Overheads</i>	<i>306</i>
PERSONNEL	
Expatriates	13
National staff (daily workers not included)	55

CENTRAL AFRICAN REPUBLIC

The ICRC opened a delegation in the Central African Republic in 2007 in the context of the non-international armed conflict in the north, but has carried out activities in the country since 1983. It protects and assists people affected by armed conflict or other situations of violence, providing emergency relief, medical care and psychological support, helping people restore their livelihoods, and rehabilitating water and sanitation facilities. It also visits detainees, restores links between relatives 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	1,945
Assistance	10,596
Prevention	1,480
Cooperation with National Societies	1,208
General	-
Total	15,229
<i>Of which: Overheads</i>	<i>929</i>
PERSONNEL	
Expatriates	29
National staff (daily workers not included)	171

CHAD

The ICRC has operated in Chad since 1978. With armed conflict in Chad subsiding, the ICRC has scaled back its emergency activities to focus mainly on providing surgical care in the east and treatment to amputees countrywide. The ICRC continues to visit detainees and restores links between separated family members, mainly refugees from neighbouring countries. 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	2,738
Assistance	6,225
Prevention	2,275
Cooperation with National Societies	1,365
General	-
Total	12,604
<i>Of which: Overheads</i>	<i>769</i>
PERSONNEL	
Expatriates	23
National staff (daily workers not included)	122

CONGO, DEMOCRATIC REPUBLIC OF THE

Having worked in the country since 1960, the ICRC opened a permanent delegation in Zaire, now the Democratic Republic of the Congo, in 1978. It meets the emergency needs of conflict-affected IDPs and residents, provides them with the means to become self-sufficient and helps ensure that the wounded and sick receive adequate care, including psychological support. It visits detainees, helps restore contact between separated relatives (reuniting children with their families where appropriate) and supports the National Society's development. It also promotes knowledge of and respect for IHL and international human rights law among the authorities.

BUDGET IN KCHF

Protection	13,585
Assistance	34,820
Prevention	4,883
Cooperation with National Societies	1,559
General	-
Total	54,847
<i>Of which: Overheads</i>	<i>3,321</i>

PERSONNEL

Expatriates	84
National staff (daily workers not included)	737

ERITREA

The ICRC opened a delegation in Eritrea in 1998 in the context of the international armed conflict between Ethiopia and Eritrea and continues to respond to the needs remaining from that two-year war. Its priorities are to assist the population displaced, detained or otherwise affected by the conflict and to ensure 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	920
Assistance	3,479
Prevention	349
Cooperation with National Societies	246
General	-
Total	4,994
<i>Of which: Overheads</i>	<i>305</i>

PERSONNEL

Expatriates	6
National staff (daily workers not included)	42

ETHIOPIA

Continuously present in Ethiopia since 1977, the ICRC's 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. Thus, it helps to preserve the livelihoods of communities affected by past conflict, often compounded by natural disaster, and supports physical rehabilitation services. It visits detainees and restores family links, particularly for relatives separated by the closed Eritrea-Ethiopia border, ensuring compliance with IHL with regard to any persons still protected by the Third and Fourth Geneva Conventions. It also supports the Ethiopian Red Cross Society.

BUDGET IN KCHF

Protection	3,424
Assistance	7,364
Prevention	2,276
Cooperation with National Societies	832
General	-
Total	13,897
<i>Of which: Overheads</i>	<i>848</i>

PERSONNEL

Expatriates	28
National staff (daily workers not included)	152

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 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

The ICRC has worked in Guinea since 1970, opening its delegation in 2001. It seeks to protect people affected by situations of violence, restore links between separated relatives, enhance the capacity of the health system and improve water supply. It visits detainees and advises the authorities on detention-related matters. It also promotes IHL and humanitarian principles among the armed and security forces, authorities, and civil society. Since 2009, the delegation has supported the ICRC office in Sierra Leone. The ICRC works with each National Society to strengthen its capacities, including to respond to emergencies and to promote the Movement.

BUDGET IN KCHF

Protection	1,398
Assistance	3,679
Prevention	1,481
Cooperation with National Societies	1,354
General	-
Total	7,912
<i>Of which: Overheads</i>	<i>483</i>

PERSONNEL

Expatriates	17
National staff (daily workers not included)	96

LIBERIA

The ICRC has worked in Liberia since 1970, opening its delegation in 1990. Following intense fighting early in 2003 and the subsequent signing of a peace agreement, the ICRC stepped up its operations. Since 2005, it has focused on protecting and assisting returnees (former IDPs and refugees) and residents, the wounded and sick, detainees, and children separated from their families, winding down these activities as the situation has become more stable. The ICRC supports the Liberia National Red Cross Society and runs programmes to promote IHL among armed forces present in the country.

BUDGET IN KCHF

Protection	1,118
Assistance	2,439
Prevention	1,067
Cooperation with National Societies	2,004
General	-
Total	6,628
<i>Of which: Overheads</i>	<i>405</i>

PERSONNEL

Expatriates	10
National staff (daily workers not included)	113

LIBYA

The ICRC opened a delegation in Libya in 2011 after social unrest escalated into armed conflict. While boosting the capacities of the Libyan Red Crescent, it works alongside it to respond to the needs of conflict-affected people in terms of medical care, emergency relief, essential services and family contact and to address weapon contamination. It reminds all parties – authorities and weapon bearers – of their obligations under IHL to protect those not or no longer taking part in the fighting and visits people detained in relation to the conflict.

BUDGET IN KCHF

Protection	3,728
Assistance	10,262
Prevention	4,353
Cooperation with National Societies	1,801
General	-
Total	20,143
<i>Of which: Overheads</i>	<i>1,229</i>

PERSONNEL

Expatriates	36
National staff (daily workers not included)	139

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 to boost the Nigerian Red Cross Society's capacity to respond to emergencies, particularly in the Niger Delta and the north of the country. It supports the National Society's tracing and IHL promotion activities. 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 implementation at national level.

BUDGET IN KCHF

Protection	500
Assistance	5,127
Prevention	2,683
Cooperation with National Societies	1,956
General	-
Total	10,266
<i>Of which: Overheads</i>	<i>627</i>

PERSONNEL

Expatriates	14
National staff (daily workers not included)	74

RWANDA

Having worked in the country since 1960, 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 visits people held in places of temporary detention such as police stations and military facilities. It helps reunite children with the families from whom they became separated in relation to the genocide or the conflicts in the Democratic Republic of the Congo. The ICRC works with the authorities to incorporate IHL into domestic legislation. It also supports the development of the Rwandan Red Cross.

BUDGET IN KCHF

Protection	2,269
Assistance	1,896
Prevention	401
Cooperation with National Societies	459
General	-
Total	5,024
<i>Of which: Overheads</i>	<i>307</i>

PERSONNEL

Expatriates	9
National staff (daily workers not included)	71

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 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	1,163
Assistance	67,106
Prevention	752
Cooperation with National Societies	1,148
General	-
Total	70,169
<i>Of which: Overheads</i>	<i>4,283</i>
PERSONNEL	
Expatriates	19
National staff (daily workers not included)	59

SOUTH SUDAN

The ICRC opened a delegation in newly independent South Sudan mid-2011, although it had been present in Juba since 1980. It works to ensure that people affected by armed conflict are protected in accordance with IHL, have access to medical care, from first aid to surgery to physical rehabilitation, receive emergency aid, a safe water supply and livelihood support, and can restore contact with relatives. It seeks to increase knowledge of IHL among the authorities and armed forces. It also works with and supports the South Sudan Red Cross Society.

BUDGET IN KCHF	
Protection	3,463
Assistance	16,821
Prevention	2,415
Cooperation with National Societies	2,277
General	-
Total	24,977
<i>Of which: Overheads</i>	<i>1,524</i>
PERSONNEL	
Expatriates	42
National staff (daily workers not included)	224

SUDAN

The ICRC opened an office in Khartoum in 1978. In 1984, it initiated operations in response to the armed conflict between government forces and the Sudan People's Liberation Movement/Army, later adapting its programmes to the transition to peace. Since 2003, 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, livelihood support and medical care, and can restore contact with relatives. It works with and supports the Sudanese Red Crescent Society.

BUDGET IN KCHF	
Protection	5,807
Assistance	41,208
Prevention	4,680
Cooperation with National Societies	2,943
General	-
Total	54,638
<i>Of which: Overheads</i>	<i>3,335</i>
PERSONNEL	
Expatriates	68
National staff (daily workers not included)	810

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 and State institutions, have been adapted 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	1,327
Assistance	1,960
Prevention	1,068
Cooperation with National Societies	787
General	-
Total	5,142
<i>Of which: Overheads</i>	<i>314</i>

PERSONNEL	
Expatriates	9
National staff (daily workers not included)	45

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 visits detainees. It also 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 and the election-related conflict in 2011.

BUDGET IN KCHF	
Protection	2,547
Assistance	10,504
Prevention	2,072
Cooperation with National Societies	1,615
General	-
Total	16,738
<i>Of which: Overheads</i>	<i>1,022</i>

PERSONNEL	
Expatriates	32
National staff (daily workers not included)	224

ANTANANARIVO (REGIONAL)

COVERING: Comoros, Madagascar, Mauritius, Seychelles

Having worked in Madagascar intermittently during the 1990s, the ICRC has been permanently present in the country since 2002. In 2011, it opened its regional delegation for the Indian Ocean in Antananarivo. The ICRC visits detainees in the Comoros and Madagascar, working closely with the latter's authorities to improve conditions in prisons. It also raises awareness of IHL, international human rights law and the ICRC's mandate among the authorities and armed and security forces. It supports the activities of the region's National Societies, while seeking to boost their capacities.

BUDGET IN KCHF	
Protection	649
Assistance	1,224
Prevention	282
Cooperation with National Societies	723
General	-
Total	2,878
<i>Of which: Overheads</i>	<i>176</i>

PERSONNEL	
Expatriates	6
National staff (daily workers not included)	18

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 armed conflict and other situations of violence in Casamance, Senegal, and in Guinea-Bissau, and visits detainees of ICRC concern, providing them with material aid where necessary.

BUDGET IN KCHF	
Protection	1,529
Assistance	5,487
Prevention	2,217
Cooperation with National Societies	1,223
General	-
Total	10,457
<i>Of which: Overheads</i>	<i>638</i>
PERSONNEL	
Expatriates	22
National staff (daily workers not included)	154

HARARE (REGIONAL)

COVERING: Malawi, Mozambique, 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 detainees in Namibia and Zimbabwe, working closely with the latter authorities to improve prison conditions in the country. It also supports hospitals in Zimbabwe. Throughout the region, it helps family members separated by armed conflict to restore contact, raises awareness of IHL, international human rights law and the ICRC's mandate among the authorities, armed and security forces and the general public, and helps the National Societies develop their operational capacities.

BUDGET IN KCHF	
Protection	1,331
Assistance	4,545
Prevention	1,625
Cooperation with National Societies	1,290
General	-
Total	8,791
<i>Of which: Overheads</i>	<i>537</i>
PERSONNEL	
Expatriates	14
National staff (daily workers not included)	80

NAIROBI (REGIONAL)

COVERING: Djibouti, Kenya, 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 contact between refugees and their families, 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	1,631
Assistance	2,273
Prevention	2,884
Cooperation with National Societies	1,400
General	-
Total	8,188
<i>Of which: Overheads</i>	<i>500</i>
PERSONNEL	
Expatriates	31
National staff (daily workers not included)	312

NIAMEY (REGIONAL)

COVERING: Mali, Niger

Continually present in the region since 1982, the ICRC opened its Niamey regional delegation in 2010 in response to the consequences of fighting between government forces and armed groups or of other situations of violence in northern Mali and Niger. It seeks to protect and assist people affected by violence and adverse climatic conditions and visits detainees, providing them with aid where necessary. It also promotes IHL among armed and security forces and armed groups and encourages 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	1,114
Assistance	16,640
Prevention	2,575
Cooperation with National Societies	1,984
General	-
Total	22,312
<i>Of which: Overheads</i>	<i>1,362</i>

PERSONNEL

Expatriates	28
National staff (daily workers not included)	199

PRETORIA (REGIONAL)

COVERING: Botswana, Lesotho, 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 to restore contact with family members. It promotes ratification of IHL treaties and their national implementation and encourages the incorporation of IHL into military training and university curricula. The ICRC supports the region's National Societies, in cooperation with the International Federation. It also visits detainees in Lesotho.

BUDGET IN KCHF

Protection	151
Assistance	-
Prevention	1,530
Cooperation with National Societies	1,197
General	-
Total	2,877
<i>Of which: Overheads</i>	<i>176</i>

PERSONNEL

Expatriates	5
National staff (daily workers not included)	27

TUNIS (REGIONAL)

COVERING: 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 promotes implementation of IHL by the authorities, including its integration into national legislation and into training programmes for the armed forces. National Societies in the region are essential partners in this process.

BUDGET IN KCHF

Protection	3,250
Assistance	4,521
Prevention	1,856
Cooperation with National Societies	988
General	-
Total	10,615
<i>Of which: Overheads</i>	<i>648</i>

PERSONNEL

Expatriates	26
National staff (daily workers not included)	58

YAOUNDÉ (REGIONAL)

COVERING: Angola, 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 contact between refugees, migrants and their families. 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	1,778
Assistance	-
Prevention	1,999
Cooperation with National Societies	1,500
General	-
Total	5,277
<i>Of which: Overheads</i>	<i>322</i>
PERSONNEL	
Expatriates	9
National staff (daily workers not included)	50

ASIA AND THE PACIFIC



© Jan Powell/ICRC

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	11,894
Assistance	69,327
Prevention	5,158
Cooperation with National Societies	2,488
General	-
Total	88,866
<i>Of which: Overheads</i>	<i>5,387</i>

PERSONNEL

Expatriates	148
National staff (daily workers not included)	1,660

BANGLADESH

Present in Bangladesh since 2006, the ICRC opened a delegation there in 2011. It protects and assists people affected by tensions and violence, promotes IHL and its implementation among the authorities, armed and security forces and academic circles, and supports the Bangladesh Red Crescent Society in building its capacities. It also seeks to visit people deprived of their freedom in the country.

BUDGET IN KCHF	
Protection	713
Assistance	595
Prevention	1,338
Cooperation with National Societies	359
General	-
Total	3,004
<i>Of which: Overheads</i>	<i>183</i>

PERSONNEL	
Expatriates	6
National staff (daily workers not included)	32

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 sought to improve the protection of conflict-affected civilians, and supplied 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 Myanmar Red Cross Society.

BUDGET IN KCHF	
Protection	1,193
Assistance	2,219
Prevention	792
Cooperation with National Societies	697
General	-
Total	4,901
<i>Of which: Overheads</i>	<i>299</i>

PERSONNEL	
Expatriates	5
National staff (daily workers not included)	100

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	1,155
Assistance	1,450
Prevention	1,321
Cooperation with National Societies	471
General	-
Total	4,397
<i>Of which: Overheads</i>	<i>268</i>

PERSONNEL	
Expatriates	8
National staff (daily workers not included)	67

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 and natural disaster; 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	4,286
Assistance	51,494
Prevention	7,073
Cooperation with National Societies	3,362
General	-
Total	66,215
<i>Of which: Overheads</i>	<i>4,041</i>

PERSONNEL	
Expatriates	129
National staff (daily workers not included)	1,122

PHILIPPINES

In the Philippines, where the ICRC has worked since 1982, the delegation assists and seeks to protect 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 Red Cross to assist displaced people and vulnerable communities and promote compliance with IHL.

BUDGET IN KCHF	
Protection	3,238
Assistance	7,004
Prevention	1,962
Cooperation with National Societies	924
General	-
Total	13,128
<i>Of which: Overheads</i>	<i>801</i>

PERSONNEL	
Expatriates	24
National staff (daily workers not included)	116

SRI LANKA

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

BUDGET IN KCHF	
Protection	3,685
Assistance	937
Prevention	854
Cooperation with National Societies	750
General	-
Total	6,227
<i>Of which: Overheads</i>	<i>380</i>

PERSONNEL	
Expatriates	15
National staff (daily workers not included)	86

BANGKOK (REGIONAL)

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

Having first established a presence in Thailand in 1975 to support its operation in Cambodia, the Lao People's Democratic Republic and Viet Nam, the ICRC now promotes the ratification and implementation of IHL treaties and the integration of IHL into military training regionwide. It strives to raise awareness of humanitarian issues and supports National Societies in developing their IHL promotion and family-links activities. It seeks to protect and assist vulnerable populations in Thailand, visits detainees in Thailand and in Cambodia, where it also supports the authorities in improving prison management, and helps meet the need for affordable, good-quality prostheses.

BUDGET IN KCHF	
Protection	4,539
Assistance	3,247
Prevention	3,153
Cooperation with National Societies	1,130
General	-
Total	12,069
<i>Of which: Overheads</i>	<i>737</i>

PERSONNEL	
Expatriates	34
National staff (daily workers not included)	103

BEIJING (REGIONAL)

COVERING: China, Democratic People's Republic of Korea, 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 for humanitarian principles, IHL and ICRC activities, in the region and worldwide, among governments, experts and National Societies. 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 IHL promotion and tracing activities. In partnership with the National Society, it supports hospital care and contributes to meeting the need for affordable, good-quality prostheses in the Democratic People's Republic of Korea.

BUDGET IN KCHF	
Protection	1,074
Assistance	4,266
Prevention	3,462
Cooperation with National Societies	1,373
General	-
Total	10,176
<i>Of which: Overheads</i>	<i>621</i>

PERSONNEL	
Expatriates	20
National staff (daily workers not included)	48

JAKARTA (REGIONAL)

COVERING: Indonesia, Timor-Leste, Association of Southeast Asian Nations

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 maintains dialogue with regional bodies and conducts activities with universities to further the study of IHL and humanitarian principles. In Timor-Leste, it provides support to families of missing persons.

BUDGET IN KCHF	
Protection	1,210
Assistance	335
Prevention	1,982
Cooperation with National Societies	825
General	-
Total	4,352
<i>Of which: Overheads</i>	<i>266</i>

PERSONNEL	
Expatriates	9
National staff (daily workers not included)	48

KUALA LUMPUR (REGIONAL)

COVERING: Brunei Darussalam, Japan, Malaysia, Singapore

Having worked in Malaysia since 1972, the ICRC established a regional delegation in Kuala Lumpur in 2001 and a presence in Japan in 2009. It works with governments, regional bodies and National Societies to promote IHL and humanitarian issues and to gain support for its activities. In Malaysia, the ICRC visits detainees and works with authorities to address issues identified during those visits. It also enables detained migrants to contact their families. The regional resource centre supports delegations in East and South-East Asia and the Pacific in promoting IHL and strengthening support for the ICRC and cooperation within the Movement.

BUDGET IN KCHF

Protection	1,548
Assistance	-
Prevention	2,193
Cooperation with National Societies	515
General	-
Total	4,256
<i>Of which: Overheads</i>	<i>260</i>

PERSONNEL

Expatriates	13
National staff (daily workers not included)	32

NEW DELHI (REGIONAL)

COVERING: 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 people detained in Bhutan. With the Indian Red Cross Society, it seeks to assist civilians affected by violence. It also supports the development of the region's Red Cross and Red Crescent Societies.

BUDGET IN KCHF

Protection	3,092
Assistance	5,801
Prevention	2,411
Cooperation with National Societies	1,353
General	-
Total	12,658
<i>Of which: Overheads</i>	<i>773</i>

PERSONNEL

Expatriates	33
National staff (daily workers not included)	181

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. With the National Societies, it assists governments in ratifying and implementing IHL treaties and promotes respect for IHL among 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 and works to ensure that victims of armed violence in Papua New Guinea receive emergency aid and medical care. It also helps build National Societies' emergency response capacities.

BUDGET IN KCHF

Protection	870
Assistance	777
Prevention	1,822
Cooperation with National Societies	1,066
General	-
Total	4,535
<i>Of which: Overheads</i>	<i>277</i>

PERSONNEL

Expatriates	6
National staff (daily workers not included)	24

EUROPE AND THE AMERICAS



© Christoph Von Toggenburg/ICRC

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, and works to protect and assist communities living 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 in partnership with and aims to strengthen the capacities of the Armenian Red Cross Society.

BUDGET IN KCHF

Protection	383
Assistance	941
Prevention	435
Cooperation with National Societies	280
General	-
Total	2,040
<i>Of which: Overheads</i>	<i>124</i>

PERSONNEL

Expatriates	4
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, and works to protect and assist communities living along the Line of Contact and the international border with Armenia. It promotes implementation of IHL and its integration into armed and security forces' training and into academic curricula. The ICRC works in partnership with and aims to strengthen the capacities of the Red Crescent Society of Azerbaijan.

BUDGET IN KCHF

Protection	1,691
Assistance	4,625
Prevention	757
Cooperation with National Societies	273
General	-
Total	7,346
<i>Of which: Overheads</i>	<i>448</i>

PERSONNEL

Expatriates	10
National staff (daily workers not included)	67

GEORGIA

The ICRC has been present in Georgia since 1992. It supports the families of missing persons and protects and assists displaced people and other vulnerable groups in conflict-affected regions. It visits detainees throughout Georgia, including in Abkhazia and South Ossetia, and provides expertise on health-related issues 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 strengthen the capacities of the Red Cross Society of Georgia.

BUDGET IN KCHF

Protection	2,237
Assistance	5,611
Prevention	1,549
Cooperation with National Societies	725
General	-
Total	10,123
<i>Of which: Overheads</i>	<i>618</i>

PERSONNEL

Expatriates	16
National staff (daily workers not included)	173

KYRGYZSTAN

Active in the country since 1992, the ICRC opened a delegation in Kyrgyzstan in 2011. It works to protect and assist people affected by tensions or violence and people detained for security reasons, providing support regarding health-related issues, particularly tuberculosis, in places of detention. The ICRC promotes norms relevant to the use of force among security forces, and the incorporation of IHL into national legislation, academic curricula and the armed forces' doctrine, training and sanctions. The ICRC works in partnership with and aims to strengthen the capacities of the Red Crescent Society of Kyrgyzstan.

BUDGET IN KCHF

Protection	1,858
Assistance	7,282
Prevention	934
Cooperation with National Societies	633
General	-
Total	10,708
<i>Of which: Overheads</i>	<i>654</i>

PERSONNEL

Expatriates	20
National staff (daily workers not included)	95

EUROPE (REGIONAL)

COVERING: Germany, Netherlands, Norway, Spain, Sweden (with specialized services for other countries)

The ICRC engages in regular dialogue on IHL, its implementation, and issues of humanitarian concern with authorities in Europe, increases awareness of its mandate and mobilizes political and financial support for its activities. It visits people held by international criminal tribunals based in Europe to check on their treatment and living conditions. It also follows up people formerly held at the US internment facility in Guantanamo Bay Naval Station, Cuba. The ICRC works closely with the National Societies on their international activities and IHL promotion and, through them, enables vulnerable migrants to restore or maintain contact with their families.

BUDGET IN KCHF	
Protection	1,250
Assistance	-
Prevention	462
Cooperation with National Societies	478
General	-
Total	2,190
<i>Of which: Overheads</i>	<i>134</i>
PERSONNEL	
Expatriates	6
National staff (daily workers not included)	6

MOSCOW (REGIONAL)

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

Opened in 1992, the Moscow delegation combines operational functions in the Russian Federation with regional functions. It supports families of missing persons and, with the Russian Red Cross Society, works to protect and assist vulnerable conflict- and violence-affected populations in the northern Caucasus. It helps build the capacities of the region's National Societies, particularly in the field of emergency preparedness and restoring family links. In all the countries covered, it promotes implementation of IHL and other norms relevant to the use of force and fosters understanding of the ICRC's mandate and work.

BUDGET IN KCHF	
Protection	4,273
Assistance	5,378
Prevention	4,236
Cooperation with National Societies	1,048
General	-
Total	14,935
<i>Of which: Overheads</i>	<i>912</i>
PERSONNEL	
Expatriates	21
National staff (daily workers not included)	233

TASHKENT (REGIONAL)

COVERING: Kazakhstan, Tajikistan, Turkmenistan, Uzbekistan

Opened in 1992, the regional delegation in Central Asia combines operational functions in Tajikistan with regional functions. With the Tajik Red Crescent Society, it works to protect and assist vulnerable populations affected by past conflicts and current violence. In Uzbekistan, it endeavours to protect and assist people detained for security reasons. It helps build the capacities of the region's National Societies, particularly in the fields of emergency preparedness and restoring family links. In all the countries covered, it promotes implementation of IHL and other norms relevant to the use of force, and fosters understanding of the ICRC's mandate and work.

BUDGET IN KCHF	
Protection	3,001
Assistance	1,019
Prevention	3,005
Cooperation with National Societies	1,160
General	-
Total	8,184
<i>Of which: Overheads</i>	<i>500</i>
PERSONNEL	
Expatriates	17
National staff (daily workers not included)	88

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	2,615
Assistance	-
Prevention	833
Cooperation with National Societies	929
General	-
Total	4,377
<i>Of which: Overheads</i>	<i>267</i>

PERSONNEL	
Expatriates	5
National staff (daily workers not included)	43

ANKARA

In direct relation to the armed conflict in neighbouring Iraq, the ICRC opened a temporary mission in Ankara in 2003. ICRC activities related to the situation in Iraq focus mainly on protection. 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. The ICRC stands ready to work with the Turkish Red Crescent Society.

BUDGET IN KCHF	
Protection	89
Assistance	-
Prevention	549
Cooperation with National Societies	150
General	-
Total	788
<i>Of which: Overheads</i>	<i>48</i>

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

BRUSSELS

COVERING: Belgium; Institutions of the European Union, the Council of Europe, the Organization for Security and Co-operation in Europe, 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 Organization for Security and Co-operation in Europe, 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, to mobilize political, diplomatic and financial support for its activities and to 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	70
Assistance	-
Prevention	2,291
Cooperation with National Societies	189
General	-
Total	2,550
<i>Of which: Overheads</i>	<i>156</i>

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

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, Luxembourg, the 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	400
Assistance	-
Prevention	340
Cooperation with National Societies	-
General	-
Total	740
<i>Of which: Overheads</i>	<i>45</i>

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

LONDON

COVERING: Ireland, United Kingdom of Great Britain and Northern Ireland

Set up in 2003, the London mission focuses on pursuing humanitarian diplomacy and facilitating ICRC operations in the field. Through contact with the British government, armed forces, members of parliament, think-tanks, the media and international NGOs, it seeks to improve understanding of and secure broad support for IHL and ICRC and Movement operations. It also works with the Irish authorities on the incorporation of IHL into national legislation. The London mission operates in partnership with the British Red Cross in a wide range of areas of common interest and cooperates with the Irish Red Cross Society.

BUDGET IN KCHF	
Protection	209
Assistance	-
Prevention	1,037
Cooperation with National Societies	417
General	-
Total	1,663
<i>Of which: Overheads</i>	<i>101</i>

PERSONNEL	
Expatriates	2
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	60
Assistance	-
Prevention	1,269
Cooperation with National Societies	118
General	-
Total	1,448
<i>Of which: Overheads</i>	<i>88</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. In Medellín, it responds to the effects of urban violence. It works closely with the Colombian Red Cross and other Movement components active in Colombia.

BUDGET IN KCHF

Protection	9,484
Assistance	17,780
Prevention	4,190
Cooperation with National Societies	1,636
General	-
Total	33,091
<i>Of which: Overheads</i>	<i>2,020</i>

PERSONNEL

Expatriates	59
National staff (daily workers not included)	281

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 conditions of detention and respect for judicial guarantees. It seeks to mitigate the effects of social unrest throughout the country and in violence-prone neighbourhoods in Port-au-Prince. It also supports the 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 Haitian National Red Cross Society.

BUDGET IN KCHF

Protection	1,283
Assistance	2,726
Prevention	631
Cooperation with National Societies	803
General	-
Total	5,443
<i>Of which: Overheads</i>	<i>332</i>

PERSONNEL

Expatriates	8
National staff (daily workers not included)	72

BRASILIA (REGIONAL)

COVERING: Argentina, Brazil, Chile, Paraguay, Uruguay

Established in 1975 in Buenos Aires, the delegation moved to Brasilia in 2009. The ICRC visits security detainees and responds to situations of violence 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 the effects of urban violence in Rio de Janeiro. The ICRC promotes the incorporation of IHL into national legislation and into the doctrine, training and operations of armed forces, and works with police forces to integrate international human rights law applicable to the use of force into theirs.

BUDGET IN KCHF

Protection	2,853
Assistance	2,385
Prevention	2,265
Cooperation with National Societies	704
General	235
Total	8,442
<i>Of which: Overheads</i>	<i>515</i>

PERSONNEL

Expatriates	7
National staff (daily workers not included)	47

CARACAS (REGIONAL)

COVERING: Suriname, Bolivarian Republic of Venezuela and the English-speaking countries of the Caribbean Community: 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 reinforces the capacities of the region's National Societies in the fields of IHL promotion, restoring family links, emergency response capacity and assistance to victims of violence. It visits security detainees in the region and monitors the humanitarian situation along the Venezuelan border with Colombia. It promotes the incorporation of IHL into national legislation and into the operational procedures and training of the region's armed forces, as well as the inclusion of human rights standards in police manuals and training.

BUDGET IN KCHF	
Protection	271
Assistance	-
Prevention	1,261
Cooperation with National Societies	390
General	-
Total	1,922
<i>Of which: Overheads</i>	<i>117</i>

PERSONNEL	
Expatriates	2
National staff (daily workers not included)	9

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 Ecuadorean 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	2,691
Assistance	381
Prevention	1,983
Cooperation with National Societies	734
General	-
Total	5,790
<i>Of which: Overheads</i>	<i>353</i>

PERSONNEL	
Expatriates	8
National staff (daily workers not included)	43

MEXICO CITY (REGIONAL)

COVERING: Costa Rica, Cuba, 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; works with them to meet the needs of violence-affected people, including those in Panama affected by the conflict in Colombia, and vulnerable migrants; monitors detainees' conditions; and endeavours to ascertain the fate of missing persons, particularly in Guatemala. It helps integrate IHL into armed forces' doctrine and into academic curricula, and human rights norms applicable to the use of force into the doctrine, training and operations of security forces. The delegation hosts the regional advisory service on IHL.

BUDGET IN KCHF	
Protection	5,155
Assistance	1,255
Prevention	2,722
Cooperation with National Societies	1,043
General	-
Total	10,174
<i>Of which: Overheads</i>	<i>621</i>

PERSONNEL	
Expatriates	16
National staff (daily workers not included)	60

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 the US internment facility 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	2,409
Assistance	254
Prevention	3,421
Cooperation with National Societies	854
General	137
Total	7,077
<i>Of which: Overheads</i>	<i>432</i>

PERSONNEL

Expatriates	13
National staff (daily workers not included)	26

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	2,185
Cooperation with National Societies	-
General	-
Total	2,185
<i>Of which: Overheads</i>	<i>133</i>

PERSONNEL

Expatriates	3
National staff (daily workers not included)	8

MIDDLE EAST



© Nima Dabdin/ICRC

EGYPT

The ICRC has been in Egypt, with some interruptions, since the beginning of the Second World War. In response to the civil unrest that started in 2011, it works closely with the Egyptian Red Crescent to boost its preparedness to respond to emergency humanitarian needs arising from situations of violence. It also seeks to visit people detained in Egypt. The ICRC's regional legal advisory, communication and documentation centre works in close cooperation with the League of Arab States and other ICRC delegations to promote the incorporation of IHL into domestic legislation, military training and academic curricula throughout the Arab world.

BUDGET IN KCHF

Protection	531
Assistance	-
Prevention	1,357
Cooperation with National Societies	708
General	-
Total	2,596
<i>Of which: Overheads</i>	<i>158</i>

PERSONNEL

Expatriates	6
National staff (daily workers not included)	46

IRAN, ISLAMIC REPUBLIC OF

The ICRC has been in the Islamic Republic of Iran, with some interruptions, since 1977. It seeks to clarify the fate of POWs registered during the Iran-Iraq war or identified through RCMs. It works in partnership with the Red Crescent Society of the Islamic Republic of Iran in the fields of tracing, physical rehabilitation, international relief efforts and IHL promotion, for which the national IHL committee is also an important partner. It is engaged in a dialogue about IHL and Islam. The ICRC supports mine-risk education. It also maintains a logistical supply base in support of its operations in the region.

BUDGET IN KCHF

Protection	1,284
Assistance	-
Prevention	1,990
Cooperation with National Societies	548
General	-
Total	3,822
<i>Of which: Overheads</i>	<i>233</i>

PERSONNEL

Expatriates	7
National staff (daily workers not included)	41

IRAQ

The ICRC has been present in Iraq since the outbreak of the Iran-Iraq war in 1980. Protection activities focus on people detained by the Iraqi government, the Kurdistan regional authorities and the US forces in Iraq and on efforts to restore contact between separated relatives with the support of the Iraqi Red Crescent Society. Assistance activities involve helping IDPs and residents restore their livelihoods, with a focus on households headed by women, supporting physical rehabilitation centres and training medical personnel, and repairing and upgrading water, sanitation, health and detention infrastructure. The ICRC continues to promote IHL among weapon bearers.

BUDGET IN KCHF

Protection	15,665
Assistance	41,598
Prevention	8,144
Cooperation with National Societies	1,877
General	-
Total	67,284
<i>Of which: Overheads</i>	<i>4,107</i>

PERSONNEL

Expatriates	96
National staff (daily workers not included)	759

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	14,909
Assistance	29,483
Prevention	4,237
Cooperation with National Societies	3,929
General	-
Total	52,558
<i>Of which: Overheads</i>	<i>3,208</i>

PERSONNEL

Expatriates	71
National staff (daily workers not included)	294

JORDAN

The ICRC has been present in Jordan since the 1967 Arab-Israeli war. Its work 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 contact with family members, and promoting IHL throughout Jordanian society, in close cooperation with the Jordan National Red Crescent Society. The delegation also provides logistical support to ICRC relief operations in the region and beyond.

BUDGET IN KCHF	
Protection	2,653
Assistance	-
Prevention	1,434
Cooperation with National Societies	328
General	-
Total	4,415
<i>Of which: Overheads</i>	<i>269</i>
PERSONNEL	
Expatriates	20
National staff (daily workers not included)	106

LEBANON

The ICRC has been present in Lebanon since the 1967 Arab-Israeli war. It gives priority to providing protection and assistance to civilians affected by armed conflict, in close cooperation with the Lebanese Red Cross Society. It promotes compliance with IHL among the government 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 between separated family members is also a key activity.

BUDGET IN KCHF	
Protection	3,373
Assistance	2,354
Prevention	1,033
Cooperation with National Societies	870
General	-
Total	7,631
<i>Of which: Overheads</i>	<i>466</i>
PERSONNEL	
Expatriates	12
National staff (daily workers not included)	57

SYRIAN ARAB REPUBLIC

The ICRC has been present in the Syrian Arab Republic since the 1967 Arab-Israeli war. It works with the Syrian Arab Red Crescent to assist people affected by civil unrest and to improve water supply and sanitation. The ICRC has also started visits to people detained under the authority of the Ministry of Interior. The ICRC acts as a neutral intermediary in issues of humanitarian concern for Syrian inhabitants of the Golan occupied by Israel and facilitates travel for certain categories of person between the occupied Golan and the Syrian Arab Republic. It enables separated family members to maintain contact.

BUDGET IN KCHF	
Protection	3,673
Assistance	7,069
Prevention	1,346
Cooperation with National Societies	892
General	-
Total	12,980
<i>Of which: Overheads</i>	<i>792</i>
PERSONNEL	
Expatriates	24
National staff (daily workers not included)	44

YEMEN

The ICRC has been working in Yemen since the civil war in 1962. The ICRC responds to the armed conflicts and other situations of violence in the country by: providing emergency relief to affected civilians and monitoring the treatment and living conditions of detainees held by the government and enabling them to restore contact with family members. Refugees and Yemeni nationals can also locate and contact family members, including abroad, through ICRC tracing services. The ICRC also promotes respect for humanitarian principles and IHL, primarily among weapon bearers. The Yemen Red Crescent Society is the ICRC's main partner.

BUDGET IN KCHF

Protection	2,558
Assistance	29,071
Prevention	2,545
Cooperation with National Societies	3,407
General	-
Total	37,581
<i>Of which: Overheads</i>	<i>2,294</i>

PERSONNEL

Expatriates	51
National staff (daily workers not included)	213

KUWAIT (REGIONAL)

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

The ICRC has been in Kuwait since the 1990–91 Gulf War. Its activities centre on humanitarian needs remaining from that war or arising from current armed conflicts (ie. Iraq) and situations of violence (ie. Bahrain); its work also relates to people deprived of their freedom in the six GCC countries, on promoting IHL and its own role as a neutral and independent humanitarian organization in armed conflict and other situations of violence, among governments and other circles. Strengthening partnerships with the Red Crescent Societies of the region is another priority, as well as resources mobilization and coordination with humanitarian actors.

BUDGET IN KCHF

Protection	1,128
Assistance	-
Prevention	1,123
Cooperation with National Societies	540
General	260
Total	3,050
<i>Of which: Overheads</i>	<i>186</i>

PERSONNEL

Expatriates	6
National staff (daily workers not included)	20

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 children

The ICRC's operational approach to internal 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 stake-

holders, in particular donors. Result-based management links activities from one stage to the next, generates structured information at each stage, provides coherent information 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.

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.

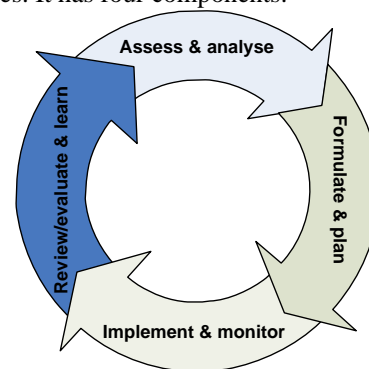
In 2006 the ICRC conducted internal assessments, discussions and consultations with a view to reaffirming its result-based approach to management. Since 2007, this approach has been part of the institutional strategy. The ICRC Directorate thus seeks to:

- 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 beneficiaries; **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 cor-

rective action. Either it will modify the way in which it seeks to achieve its objective, **or** it will modify the objective 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 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 learnt 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 progress 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; IHL 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 collected 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 major changes are 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

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, wastewater 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 approaches 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 medium- 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 fo-

cus 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 authori-

ties, 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.

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.

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

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 benchmark 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 indica-

tors 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 (or part of a) 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 other situations of 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

(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.)

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 often include baby food.
- ▶ Hygiene kits usually 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 continue or 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 provides 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 dependents

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, but their position in society may also 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 CHILDREN

Children in war

Protection under international law

The ICRC's multidisciplinary approach

Children 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

CHILDREN IN WAR

Conflict increases the vulnerability of those who are already vulnerable, especially children. A child needs a family and a community that provide a nurturing and protective environment. Conflicts, however, spare no one. Most children experience armed conflict as civilians, and as such are often exposed to acts of violence. They are often the powerless witnesses of atrocities committed against their relatives. Such acts include death or injury from indiscriminate attacks and mine explosions, but also direct assaults. In addition, many children are killed, wounded or imprisoned, torn from their families, compelled to flee or left without even an identity. As dependents, the loss of a father or of the family's main breadwinner may have more than just a psychological impact. It is not unusual for very young children to be propelled into adult roles. They become heads of families, taking care of and protecting younger siblings. Destitution and the loss of close relatives may force young girls into early marriages or prostitution. A young breadwinner may seek to join an armed group just to survive. More often, however, children are forcibly recruited. Often unarmed, they are used by fighting forces in a large variety of roles such as cooks, porters, messengers, spies, human mine detectors or sex slaves. Child trafficking, for purposes such as unlawful adoption and forced labour, may also increase during armed conflict, especially when boys and girls are deprived of the protection of their parents and other relatives. Furthermore, the disruption or collapse of public services as a result of armed conflict or other situations of violence can restrict children's access to health care and education during the fighting and long after it has ceased.

PROTECTION UNDER INTERNATIONAL LAW

IHL provides broad protection for children. In the event of armed conflict, whether international or non-international, children benefit from the general protection provided to all persons affected by the conflict. First, if they fall into the hands of enemy forces they must be protected against murder and all forms of abuse: torture and other forms of ill-treatment, sexual violence, arbitrary detention, hostage-taking or forced displacement. Second,

they must in no circumstances be the target of attacks, unless, and for such time as, they take a direct part in hostilities. Instead, they must be spared and protected. Many of the rules of IHL constitute customary law and are therefore binding on parties to an armed conflict, regardless of whether they have ratified the relevant treaties.

Given the particular vulnerability of children, the Geneva Conventions of 1949 and their 1977 Additional Protocols enumerate rules that provide them with special protection. These include the prevention of the recruitment and participation in hostilities of children under the age of 15, as well as provisions on family reunification, protection in detention, humanitarian assistance and education. Children who take direct part in hostilities are not exempt from this special protection. Children are covered by 25 such articles in the 1949 Geneva Conventions and their 1977 Additional Protocols.

International human rights instruments play a complementary role in the protection of children affected by armed conflict and other situations of violence.

The 1989 Convention on the Rights of the Child and its 2000 Optional Protocol on the involvement of children in armed conflict are applicable during times of armed conflict. The Protocol sets limits on children's recruitment into armed forces or armed groups and participation in hostilities, which are stricter than the provisions of the 1977 Additional Protocols. It prohibits *compulsory* recruitment into State armed forces for all those under 18 years of age and requires States to raise the age of *voluntary* recruitment from 15. It also requires States to take all feasible measures to ensure that members of their armed forces who have not reached the age of 18 years do not take a direct part in hostilities. Finally, the Optional Protocol provides that non-governmental armed groups "should not, under any circumstances, recruit or use in hostilities persons under the age of 18 years".

In addition, the Convention on the Rights of the Child guarantees children's right to be with their families and to have access to education and adequate health care. It also reaffirms fundamental human rights, such as the right to life, the prohibition of torture and other forms of ill-treatment, and the principle of non-discrimination.

In some cases, national or regional law can grant children even higher levels of protection.

THE ICRC'S MULTIDISCIPLINARY 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 other situations of violence and providing them with assistance. Within

this approach, the ICRC acknowledges that children not only represent a large segment of the population (and therefore of those affected by armed conflict and other situations of violence) but are also more vulnerable than adults. Despite the protection afforded to them by national and international law, they remain a major beneficiary of the ICRC's prevention, protection and assistance programmes worldwide.

Definitions used by the ICRC

A **child**, in accordance with the Convention of the Rights of the Child, is any person below 18 years of age unless, under the law applicable to the child, majority is attained earlier.

A **separated child** is a child separated from both parents or from his/her previous legal or customary caregiver, but not necessarily from other relatives. A separated child might therefore be accompanied by other adult family members.

An **unaccompanied child**, also called an unaccompanied minor, is a child who has been separated from both parents and from other relatives and is not being cared for by an adult who, by law or custom, is responsible for doing so.

A **child associated with an armed force or armed group** is any person below 18 years of age who is or has been recruited or used by an armed force or armed group in any capacity, including, but not limited to, fighters, cooks, porters, messengers, spies or for sexual purposes. This category does not only refer to a child who is taking, or has taken, direct part in hostilities. Rather, by broadening the definition from that of ‘child soldier’, it aims to promote the idea that all children associated with armed forces and groups should cease to be so associated, and should benefit from disarmament, demobilization and reintegration programmes, regardless of their role with the armed actor.

Within its programmes, the ICRC carries out activities to respond to the specific material/economic, medical, social, protection, and psychological needs of children. All of the ICRC's activities are guided by the “best interests” principle. In other words, all activities to enhance children's well-being take into account the specific nature and circumstances of each individual child and thus are tailored to be in his/her best interests.

Despite the fact that the ICRC has become a world reference on working with unaccompanied/separated children, it continually strives to enhance the quality of its work on the ground. Thus, in 2009, it produced a new set of field guidelines for its staff working with unaccompanied/separated children and with children associated with armed forces/groups. The guidelines draw together lessons learnt by the ICRC and aim to facilitate consistency between ICRC activities in various contexts. They also complement and build upon existing guidelines commonly agreed with UN agencies and NGOs with expertise in this domain, such as the *Inter-agency guiding principles on unaccompanied and separated children*, by the ICRC, UNHCR, UNICEF, World Vision International, Save the Children UK and the International Rescue Committee. These organizations and the ICRC coordinate regularly and proactively on policy issues and on the ground in areas of common interest in order to maximize impact, identify unmet needs and avoid duplication.

CHILDREN 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 children in times of armed con-

flict. 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.)

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 children. Where documented, allegations of abuse committed against boys and girls, such as enforced enrolment by armed forces or armed groups, or sexual violence, are raised in the ICRC's discussions with all parties on alleged violations of IHL and international human rights law and the measures to be taken to stop them.
- 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, children not taking part in hostilities (see *Authorities, armed forces and other bearers of weapons, civil society*).

Restoring family links: unaccompanied and separated children/children formerly associated with fighting forces

- ▶ Unaccompanied/separated children, including those formerly associated with fighting forces, are registered by the ICRC and their mothers and fathers, or their closest relatives, sought. A distinction must be made between separated children – who are without their usual caregiver but are under the protection of another relative – and unaccompanied children, who are on their own or under the care of persons totally unrelated to them, often as a result of spontaneous fostering. If the parents of both unaccompanied and separated are being sought, unaccompanied children might be given priority, where necessary. When the whereabouts are known, the children are able to restore and maintain contact with their families through RCMs, thus contributing to their psychological well-being.
- ▶ As the tracing process usually takes time, it is crucial to ensure that unaccompanied/separated children are protected and provided for while they are waiting for their relatives to be found. The ICRC rarely arranges interim care for unaccompanied/separated children as it generally refers them to other qualified actors, including National Societies, for this purpose. However, if and when the ICRC does help to arrange alternative care, it:
 - keeps children informed of plans being made for them and gives their opinions due consideration
 - ensures that siblings are kept together, as this enhances protection and can facilitate family reunification
 - gives preference to family/community-based care over institutional care, as this provides continuity for children's social development
 - monitors foster families and, if necessary, provides them with extra assistance to help meet children's protection and material needs
 - ensures that if institutional care is the only solution, it is viewed as a temporary measure that does not divert focus from potential family reunification or placement in the community
 - may support interim care centres by, for example, donating food or other items
- ▶ 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. Material assistance is usually provided (see *Assistance, Economic security – emergency aid*, below)
- ▶ Special attention is paid to preparing for the reunification of boys and girls with their families, especially when they have been separated for a long time. The ICRC also monitors how the children readapt to family life: they 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.
- ▶ The ICRC advocates that children formerly associated with fighting forces be provided with adequate care, in particular in disarmament, demobilization and reinte-

gration processes. In general, however, it recommends their immediate release without waiting for a peace agreement to be signed or for a disarmament, demobilization and reintegration process to be launched.

- ▶ The ICRC also aims to prevent children from becoming separated from their families in the first place. To do this the ICRC, *inter alia*, identifies the causes of separation and locations where separations are most likely to occur, such as border crossings, checkpoints, transit sites and health facilities so that preventive activities can be undertaken there. It also informs families of what they can do to minimize the risk of separation, such as teaching children their names, addresses and other family details and giving children name tags if they are forced to flee. Governments, staff of national and international agencies, religious groups and local communities are also made aware of how to prevent separation.
- ▶ Deliberate separation can be prevented by ensuring that all households have access to basic relief supplies and that the provision of basic services, particularly those targeted solely at children, does not unintentionally cause separation. The ICRC attempts to ensure that such necessities are provided, by supporting the efforts of the relevant authorities or stepping in when they are unable or unwilling to assume their responsibilities.

Missing persons

- ▶ ICRC action in relation to missing persons benefits mainly children and their mothers as they are overwhelmingly the ones left behind after a father/husband 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. On its website it updates and publishes lists of persons reported missing.
- ▶ The ICRC provides the relatives of missing persons with administrative help in dealing with matters of inheritance, pensions, legal status, custody of children and property rights. Directly or through associations or institutions, it also contributes to the provision of psychological support, education, occupational training, material assistance and livelihood support (see *Assistance* below).
- ▶ 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, including the 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. Children and women are often, therefore, the main beneficiaries of

the relief provided to IDPs, returnees and residents. Furthermore, children, particularly girls, often find themselves heading their household. In such cases, special efforts are made to ensure that the children heads of household are included in registration and census exercises to ensure that they are issued with documents in their name entitling them to assistance for themselves and for other children in their care.

- ▶ If the need exists, the ICRC provides food rations, often including baby food, and essential household items, such as blankets, tarpaulins, jerrycans, kitchen sets and hygiene kits, to enable families to take care of themselves and their children. Other items, such as clothes or fabric to make clothing, are also distributed according to need.
- ▶ Hygiene kits usually include specific products for infants, such as baby powder or washable cotton and plastic nappies.
- ▶ Upon reunification with their families (see *Protection, Restoring family links*, above) children are usually provided with a kit that may contain clothing and food items to help to reduce immediate costs for the family. In extreme cases of poverty, the ICRC may consider providing some assistance to the family. Whenever possible, however, such assistance is channelled through the community so that the family is not seen as receiving preferential treatment.

Economic security – livelihood support

- ▶ In addition to providing emergency relief, the ICRC also aims to help destitute or very poor families, or those deprived of their main breadwinner, to recover their ability to earn a living. Livelihood support programmes help heads of household, often children themselves, in their endeavour to ensure their 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 children by helping the head of household continue or jump-start an income-generating activity.

Water supply, sanitation and shelter

- ▶ ICRC water and sanitation (trucking of clean drinking water during emergencies; rehabilitation or building of water sources and infrastructure) give displaced and resident children safe access to a source of water for household purposes, ensure better sanitation practices, 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 they may be at risk of attack.
- ▶ ICRC habitat projects, such as the rehabilitation or building of health centres and schools, give children access to essential services.
- ▶ In some contexts, the provision of fuel-saving stoves reduces the need for children to go out in search of

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

- ▶ Children and their mothers are the primary target of hygiene promotion sessions that help ensure that they have the knowledge and skills to help them prevent and contain the spread of communicable diseases. Sessions commonly cover the prevention of hand-to-mouth contamination through good personal/food/clothing hygiene, the proper use and maintenance of facilities/equipment for water, sanitation and waste management, and the prevention and treatment of diarrhoea.

Health care

- ▶ The majority of the people treated in outpatient departments and referral hospitals in violence-affected areas are children and their mothers, 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 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, such as basic care and breastfeeding. They also may receive delivery kits containing soap, surgical gloves, plastic sheeting, a sterile razor blade and string for the umbilical cord.
- ▶ 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, who are often girls, 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 (i) the reintegration of victims of sexual violence, who are often rejected by their families and communities, and (ii) acceptance of children born of rape who are at particularly high risk of being rejected, stigmatized or abused and denied access to education, inheritance rights or even a name.
- ▶ Children and their mothers are the primary target of health promotion sessions that help ensure that they have the knowledge and skills to help them prevent the spread of disease. For example, such sessions may include raising awareness among pregnant women and the mothers of young children of how malaria is transmitted. Many receive mosquito nets.
- ▶ ICRC support for immunization programmes (cold chain, transport, supervision) benefits mostly children under five and women of child-bearing age, who receive vital vaccinations against, for example, measles,

tuberculosis, tetanus, diphtheria, polio and whooping cough. The ICRC may act as a neutral intermediary to facilitate access to isolated areas cut off by fighting so that other organizations may carry out vaccination campaigns, support a government in its immunization efforts, or substitute health authorities in cases where they are not able to conduct activities themselves.

- In emergencies, the ICRC also supports 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. 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, the ICRC also provides surgical, medical and economic assistance to victims, including physical rehabilitation (see *Wounded and sick*). 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 play areas for their children, free from mines and explosive remnants of war.

PEOPLE DEPRIVED OF THEIR FREEDOM

Protection

- Given their greater vulnerability, detained children are registered by the ICRC, which monitors them on an individual basis with the aim of ensuring that they are afforded due care and protection. Infants living with their detained mothers may also be registered to deter any attempt to use the child to exert pressure on the mother.
- During its visits to people deprived of their freedom, the ICRC pays special attention to the treatment and living conditions of detention of any children being held. Particular consideration is given to their accommodation, which should separate boys from girls and children from adults (unless the children are housed with their families), and to their ability to maintain regular contact with their families and to continue their education. It provides confidential reports and recommendations to the authorities concerned accordingly.
- When the children detained are below the age of criminal responsibility, the ICRC makes representations to the detaining authorities with the aim of securing their release.
- 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 children, for example in terms of food, health care, education and recreation.

- ICRC family-news services allow child detainees to communicate with their families and detained adults to communicate with their children outside. This contributes to the psychological well-being of all concerned.

- The ICRC enables child detainees to receive family visits 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 often a vital channel through which detained children obtain food and essential items.

Assistance

- ICRC assistance programmes for detainees are adapted to the specific needs of children whenever necessary. For example, clothing, educational and recreational materials are geared to the age of the child, and girls may receive female hygiene items.
- As infants often stay with their detained mothers, their needs are also addressed, in terms, for example, of food, health care, clothing and play.

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 children, such as separate accommodation from adults, dedicated sanitation facilities, and adequate facilities for women with babies and/or small children.
- Detained minors and children living with their detained mothers benefit from hygiene promotion sessions run in prison that aim to prevent and contain the spread of communicable diseases. Sessions commonly cover the prevention of hand-to-mouth contamination through good personal/food/clothing hygiene, the proper use and maintenance of facilities/equipment for water, sanitation and waste management, and the prevention and treatment of diarrhoea.

WOUNDED AND SICK

Assistance

Medical care

- Children, along with women, have priority in operations to evacuate the wounded and sick from areas affected by fighting.
- The specific needs of children 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, paediatric and obstetric services, as well as medical services for patients in general and children in particular. This support may include the provision of equipment, medical supplies and training, for example in paediatric/obstetric care.

Physical rehabilitation

- Children benefit from physical rehabilitation programmes supported by the ICRC. They may receive

artificial limbs, walking aids, wheelchairs and physiotherapy. Children require such services more frequently than adults as they rapidly outgrow their prosthetic/orthotic devices.

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 children. In most cases, children and their care-givers 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, diplomatic and military 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 children often form the majority of this group, they are also 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 and international human rights law that focus on children, such as the 1977 Additional Protocols and the Optional Protocol to the Convention on the Rights of the Child, along with relevant national legislation, which may give even more protection. The ICRC provides technical support and advice to countries in becoming party to such instruments and in enacting national legislation to implement their provisions in order to enhance the protection afforded to children and to meet their specific needs.
- 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 ICRC is often invited to speak about the effect of armed conflict and other situations of violence at conferences hosted by donors and regional and international 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 children), which is impartial in nature and conducted without adverse distinction, subject to their right of control.

- The ICRC has launched two large-scale programmes for young people in educational settings: the secondary school programme for countries of the former Soviet Union, and the Exploring Humanitarian Law programme for secondary school children elsewhere around the world, which is often implemented with the support of the National Society of the country in question. Bearing in mind that today's school children are tomorrow's decision-makers, opinion-leaders, or simply citizens, the basic aims of the programmes are:

- to foster young people's understanding of humanitarian issues arising in armed conflict and other situations of violence, and to familiarize them with the notion of human dignity as an inviolable quality that must be respected, both in times of peace and in times of armed conflict;
- to familiarize young people with the basic rules and principles of IHL and with the nature and work of the International Red Cross and Red Crescent Movement.

RED CROSS AND RED CRESCENT MOVEMENT

Cooperation

National Societies

- In addition to working in partnership with the National Society of the country in question to strengthen its own operational capacity (see *Civilians*), the ICRC supports the development of National Society tracing, first-aid and emergency-preparedness capacities. This helps the National Society improve its response to the specific needs of children in armed conflict or other situations of violence.
- In conjunction with the International Federation, the ICRC builds the general institutional capacities of National Societies, in accordance with the Fundamental Principles. The two organizations provide National Societies with the expertise required to strengthen their capacity to conduct domestic activities in accordance with their own priorities and plans, so that children's needs may be addressed in peacetime as well as during armed conflict and other situations of violence.
- 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 children, are coordinated with other Movement components present in the context to ensure the best response.
- The ICRC often supports National Societies' youth programmes that enable young people to learn about humanitarian values and engage in humanitarian work within their own country.

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 pre-displacement 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.¹ These residents, 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 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.

¹ 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.

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) and 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 return, 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 Movement policy on internal displacement, which was adopted (Resolution 5) by the Council of Delegates in November 2009. It promotes and contributes to its implementation.

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 front lines 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

- ▶ In contexts where internal displacement is a major humanitarian concern, the ICRC promotes implementation of the Movement policy on internal displacement when responding directly to the needs of the people affected and when backing other Movements components in doing so. During the Movement's statutory meetings, and in coordination with the International Federation, it reports to the other components of the Movement on implementation of this policy.
- ▶ 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.



ICRC

International Committee of the Red Cross
19, avenue de la Paix
1202 Geneva, Switzerland
T + 41 22 734 60 01 F + 41 22 733 20 57
E-mail: gva_rex_chf@icrc.org www.icrc.org
© ICRC, November 2011

Products with a 100% FSC label come from forests certified as meeting the environmental and social standards of the Forest Stewardship Council (FSC).
© 1996 Forest Stewardship Council

