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30th INTERNATIONAL CONFERENCE OF THE RED CROSS AND RED CRESCENT

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**The need for collaborative action and partnerships between States,
the components of the International Red Cross and Red Crescent Movement
and other stakeholders in addressing humanitarian challenges
of common concern (Objective 1)**

BACKGROUND DOCUMENT

**Document prepared jointly by the International Committee of the Red Cross and the
International Federation of Red Cross and Red Crescent Societies**

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EXECUTIVE SUMMARY

Under objective 1, Conference participants are invited to engage in a debate on the **consequences in humanitarian terms** of:

- environmental degradation, including climate change,
- international migration,
- violence, in particular in urban settings, and
- emerging and recurrent diseases and other public health challenges, such as access to health care.

The present document is designed to launch the discussion and set the stage for the adoption of a Declaration by the Conference, the content of which will depend on ideas that flow from the debate.

The **purpose of the debate** is to facilitate the development of concerted strategies or partnerships in order to:

- *Decrease the vulnerability of communities to environmental degradation, including climate change, and enhance their ability to adapt and to respond to the humanitarian consequences of those changes, using to best effect the resources of the Movement's network and volunteers.* The primary focus should be on the need for the "poorest of the poor" to find ways of coping with the effects of climate change in coming decades with the support of those who are in a position to mobilize resources on their behalf.
- *Ensure that migrants who are left without any suitable form of protection and assistance receive the help they need, regardless of their status, thus preserving their lives, health and dignity.* The Conference debate is limited to the consequences of international migration from a humanitarian viewpoint. The focus is not on refugees, but on new forms of migration caused principally by economic and social hardship and often associated with political instability (bearing in mind that people trying to improve their economic and social situation often travel along the same routes as people in need of international protection).
- *Prevent and alleviate the suffering caused by violence in urban settings. The debate should focus primarily on the humanitarian impact of violence and, when discussing violence prevention, address the social risk factors.* The present document invites Conference members to address two types of violence that may coexist in urban settings: violence within communities, which can take many forms from muggings to gang shootings, and armed conflict and its aftermath.
- *Improve the access of vulnerable people – including those who are marginalized, stigmatized or caught up in situations of violence – to health care, building upon the unique resource, embedded in communities, of Red Cross and Red Crescent volunteers.* It is suggested that the Conference focus on the prevention and treatment of communicable diseases such as HIV, tuberculosis, malaria, measles and avian and human influenza, on access to health care, on maintaining safe, reliable and sustainable supplies of blood and medicines, and on the obligation in armed conflict to spare health-care facilities and those engaged in medical work.

BACKGROUND DOCUMENT

1. INTRODUCTION

Objective 1 of the Conference is to highlight the need for collaborative action and partnerships between States, the components of the International Red Cross and Red Crescent Movement and other stakeholders in addressing humanitarian challenges of common concern.

To address under objective 1 the four topics chosen for the debate (environmental degradation, including climate change; international migration; violence, in particular in urban settings; emergent and recurrent diseases and other public health challenges such as access to health care) is a highly ambitious undertaking. However, this ambition is prompted by the urgent need for a response to *"the fragility of our planet, its limitations and its vulnerabilities"* and *"the growing interdependence of phenomena"*, both identified by the Council of Delegates in 2005 as characteristics of the world today¹. While examining each topic individually in different conferences would have allowed a more in-depth analysis, taking them together will help us to achieve a comprehensive understanding of a cluster of challenges facing humanity and set the stage for further strategic thinking.

When updating the Strategy for the International Red Cross and Red Crescent Movement in 2005, the Council of Delegates identified the following as major trends that would shape the future and have a bearing on humanitarian endeavours:

- lack of control by governments over *"flows of information, technology, diseases, migrants, arms and financial transactions, whether legal or illegal, across their borders"*;
- poverty and the widening *"gap between haves and have-nots, not only materially, but also in terms of knowledge, education and human rights"*;
- loss of lives due to re-emerging killer diseases, the HIV/AIDS pandemic and *"unequal access to health and health services"*;
- the growth of "mega-cities" and other urban centres;
- *"new types of armed conflicts and belligerents"* and the proliferation of small arms, which feeds *"a spreading culture of violence"*;
- *"trends towards polarization and radicalization"*, at the international and national levels;
- the growing number of internationally displaced people and refugees;
- a shift of power from governments to other actors in society and a *"shift of responsibilities in service delivery from paid employees to informal carers."*

¹ Council of Delegates, Resolution 6: *Strategy for the International Red Cross and Red Crescent Movement*, Seoul, 16-18 November 2005. All the quotations in the first two paragraphs of this document are excerpts from the Strategy.

The **primary objective of the discussion under objective 1** is to highlight through the adoption of a Declaration the need for collaborative action and partnerships between States, components of the Movement and other stakeholders to address the specific humanitarian consequences of four of those trends. The four trends concerned are: *environmental degradation, including climate change; international migration; violence, in particular in urban settings; emergent and recurrent diseases and other public health challenges, such as access to health care*. The International Conference of the Red Cross and Red Crescent urgently needs to debate these challenges with a view to identifying opportunities for complementary humanitarian action, as the planetary scale of each of these issues today exceeds the coping capacity of any one individual State or humanitarian organization.

The **purpose of the present document** is to launch the Conference debate by sharing some of the observations, expectations and concerns of the different components of the Movement and set the stage for the adoption of a Declaration by the Conference. Each of its four chapters (on environment, migration, violence and health) ends with a set of questions that delegations at the International Conference of the Red Cross and Red Crescent may wish to reflect upon while preparing for the debate and address at the plenary meeting. Those questions could also serve to frame the discussion.

The present document also presents:

- the *scope of the issue* to be discussed and the humanitarian focus chosen;
- the *legal and policy framework* within which the components of the Movement plan and carry out their humanitarian action in the fields of environmental degradation including climate change, international migration, violence, in particular in urban settings and emergent and recurrent diseases and other public health challenges, such as access to health care;
- the *specific nature of the Movement response* to those challenges in relation to that of other actors;
- the *complementary nature of the tasks* performed by National Red Cross and Red Crescent Societies, the International Federation of Red Cross and Red Crescent Societies (IFRC), and the International Committee of the Red Cross (ICRC); and
- *operational challenges* that confront the various components of the Movement in their day-to-day activity in the above four areas.

2. ENVIRONMENTAL DEGRADATION, INCLUDING CLIMATE CHANGE

“Many of the uncertainties have been resolved; and they confirm that the poorest of the poor are most likely to be hit by the impacts of climate change”²

The purpose of the debate at the International Conference is to facilitate the development of concerted strategies or partnerships that will decrease the vulnerability of communities to environmental hazards, including climate change, and to enhance their ability to adapt and to respond to the humanitarian consequences of those changes, using to best effect the resources of the Movement's network and volunteers.

ISSUES

In its report *A more secure world: our shared responsibility*,³ the United Nations High Level Panel on Threats, Challenges and Change cites environmental degradation as a threat to international security.

Environmental degradation has been defined as a “... *reduction of the capacity of the environment to meet social and ecological objectives, and needs*”.⁴ Another definition notes both the quantitative and qualitative aspects; examples of quantitative degradation include reductions in the populations of wildlife species or their extinction, while qualitative degradation includes such elements as air, water and land pollution. A third definition focuses on the process of environmental degradation as “... *induced by human behaviour and activities (sometimes combined with natural hazards) that damage the natural-resource base or adversely alter natural processes or ecosystems*”.⁵

Environmental degradation plays out in various ways: land degradation, deforestation, desertification, loss of biodiversity, land, water and air pollution, ozone depletion, etc. Interestingly, observations indicate that environmental degradation often triggers further environmental degradation. In addition to its physical manifestations, environmental degradation increases the vulnerability of the societies it affects.

One of the above definitions links environmental degradation to human activities. Demographic pressure, industrialization, extensive transport of persons and goods, overgrazing, overuse of water resources, etc. are often listed as vectors of environmental degradation. Warfare may also contribute to environmental degradation and create environmental hazards.

² Rajendra Pachauri, chair of the Intergovernmental Panel on Climate Change, “Wrangling delays climate report,” *BBC News*, 6 April 2007, accessed via <http://news.bbc.co.uk/2/hi/science/nature/6524251.stm>.

³ United Nations, *A More Secure World: Our Shared Responsibility*, United Nations, December 2004, accessed on 24 April 2007 via <http://www.un.org/secureworld/report2.pdf>.

⁴ United Nations, *United Nations International Strategy for Disaster Reduction*, accessed on 24 April 2007 via <http://www.unisdr.org/eng/library/lib-terminology-eng%20home.htm>.

⁵ Irin News, accessed on 24 April 2007 via <http://www.irinnews.org/InDepthMain.aspx?InDepthId=14&ReportId=62460>.

While most of the impact of environmental degradation is felt at the local or regional level, climate change is a global environmental hazard. It has been defined as a key global challenge for humanity for the 21st century. In its three scientific reports published early in 2007,⁶ the UN Intergovernmental Panel on Climate Change (IPCC) presented observations and forecasts, marked with high confidence, as to the effects of climate change. According to the report of Working Group I, the average temperature on earth has risen by more than 0.7 °C over the past century, with most of the warming occurring in the past three decades.

This climate change is largely caused by rising levels of greenhouse gases in the atmosphere, attributable to human activities such as deforestation and the use of fossil fuels. Given that these gases stay in the atmosphere for many decades, the impact of measures to reduce greenhouse gas emissions will only be felt decades after implementation. Hence, global warming is bound to continue during the coming decades, with a projected total temperature rise of between 1.1 and 6.4 °C over the 21st century. This is unprecedented for the last 10,000 years, the period over which human civilization developed.

Rising global temperatures are only one indication of climate change. The IPCC identified the following as being even more worrying: intensity of drought and expansion of drought-prone areas in some regions, while more rain and snow fall in others; increases in extreme weather events such as heat waves, more intense hurricanes and cyclones and heavy rainfall in short time periods. Sea level is expected to rise by tens of centimetres in the coming decades.

As the subject on the agenda of the International Conference of the Red Cross and Red Crescent is so vast, this chapter will mainly focus on the humanitarian consequences of climate change.

HUMANITARIAN CONSEQUENCES OF CLIMATE CHANGE

Human communities are seriously affected by environmental degradation. It leads to a scarcity of resources – such as fresh water, soil, air, biodiversity, etc. – which erodes the resilience of populations and increases their vulnerability.

Regarding the effects of climate change on human societies, the IPCC Working Group II report published in April 2007 states that more extreme weather events will lead to: an increase in flood risk and landslides; deteriorating ecosystems leading to a broader spectrum of plants and animals threatened with extinction and decreases in food production in various regions due to lower crop productivity and the effects of drought, flooding or irregular rain patterns. Sea level rise and more intense storms are expected to affect the livelihoods of hundreds of millions of people in coastal areas, large delta regions and small island states. Melting glaciers worldwide will affect access to water for large populations.

⁶ IPCC, Summary for Policymakers, in S. Solomon *et al.* (eds.) *Climate Change 2007: The Physical Science Basis. Contribution of Working Group I to the Fourth Assessment Report of the Intergovernmental Panel on Climate Change*, Cambridge University Press, Cambridge, UK and New York, USA, 2007.

IPCC, Summary for Policymakers, in M.L. Parry *et al.* (eds), *Climate Change 2007: Impacts, Adaptation and Vulnerability. Contribution of Working Group II to the Fourth Assessment Report of the Intergovernmental Panel on Climate Change*, Cambridge University Press, Cambridge, UK, and New York, USA, 2007.

IPCC, B. Metz *et al.* (eds), *Climate change 2007: Mitigation. Contribution of Working group III to the Fourth Assessment Report of the Intergovernmental Panel on Climate Change*, Cambridge University Press, Cambridge, UK and New York, USA, 2007.

These physical manifestations will play out very differently region by region. The IPCC even foresees that some regions will, initially, benefit from climate change. However, it considers that the effect of climate change will be negative in most regions. Most importantly for humanitarian action, the IPCC predicts that regions with low adaptive capacities will suffer most from the effects of climate change.

It is controversial to establish simple direct causal links between environmental degradation and humanitarian crises – in most circumstances such crises are due to a combination of causes. However, because it generally makes resources more scarce, environmental degradation undoubtedly plays a significant part in setting the stage for humanitarian crises.

Moreover, one of the most striking observations regarding climate change from a humanitarian perspective is that its impact will be felt hardest by the most vulnerable people – the poorest people in the poorest countries. Even in developed countries, the poor, the elderly and persons with disabilities are often those most affected by increasing risks linked to climate change. The IPCC report noted that communities with limited adaptive capacity will be most vulnerable, along with those with a high degree of dependence on climate-sensitive resources.

Academic papers⁷ have studied the link between environmental degradation and conflict. Whereas a direct causal link between them is a contentious issue⁸, some authors state that resource scarcity induced by environmental degradation (such as scarcity of fresh water and arable land), along with issues such as demographic pressure, poverty and weakness of the State apparatus, helps create conditions under which conflicts are much more likely to erupt.

Studies commissioned by military and security institutions to assess the security impact of climate change⁹ often foresee dire consequences such as: shortages of food and water causing weak governments to collapse, increasingly severe natural disasters drawing military forces into humanitarian missions in volatile areas, deteriorating conditions in some regions prompting waves of migration, etc. A recent report¹⁰ described climate change as a "threat multiplier".

Climate change is expected to have direct and indirect effects on health. The IPCC predicts that millions of people will suffer from an increase in malnutrition and its associated disorders and from an upswing in death, injury and sickness related to extreme weather events – such

⁷Clionadh Raleigh, Henrik Urdal, *Climate Change, Environmental Degradation and Armed Conflict*, paper presented to the 47th Annual Convention of the International Studies Association, San Diego, 22-25 March 2006, accessed via :

http://www.prio.no/files/file47828_cr001.doc?PHPSESSID=b8a30ac. This paper presents an interesting overview of academic work on the issue.

German Advisory Council on Global Change (WBGU), Summary for Policy-Makers, *World in Transition, Climate Change as a Security Risk*, Berlin, Germany, 2007.

⁸As demonstrated in Ragnhild Nordås, Nils Petter Gleditsch, *Climate Conflict: Common Sense or Nonsense?*, paper presented at the workshop on Human Security and Climate Change, Oslo, 21-23 June 2005, accessed via: http://www.cicero.uio.no/humsec/papers/Nordas_Gleditsch.pdf.

⁹It is likely that many security bodies have commissioned such studies with the aim of boosting their preparedness, and that many of these studies have not been made public. For the purposes of this report, we have consulted: The CNA Corporation, *National Security and the Threat of Climate Change*, April 2007 (via www.SecurityAndClimate.cna.org) and Peter Schwartz, Doug Randall, *An Abrupt Climate Change Scenario and Its Implications for United States National Security*, prepared by consulting firm GBN for the US Department of Defense, October 2003, www.gbn.com/ArticleDisplayServlet.srv?aid=26231. However, it is worth mentioning that this second report knowingly presents an extreme scenario.

¹⁰CNA Corporation, *National Security and the Threat of Climate Change*, CNA Corporation, April 2007.

as drought, floods, heat waves, storms, etc. – and to the altered distribution of infectious disease vectors.¹¹

Environmental degradation directly threatens sustainable development. It also creates a new source of inequity: developed countries with high adaptive capacities are likely to be able to prevent many of the social and humanitarian problems, whereas least developed countries with low adaptive capacity are likely to be unable – by themselves – to address the effect of climate change, exposing their populations to chronic crisis situations.

FRAMEWORK FOR ACTION

The International Red Cross and Red Crescent Movement's work to address the humanitarian consequences of environmental challenges, including climate change, is based on the mission of the Movement to prevent and alleviate suffering wherever it may be found, its Fundamental Principles, its Statutes and, in times of armed conflict, international humanitarian law, which contains provisions for the protection of the environment.¹²

With regard to climate change, the 27th International Conference of the Red Cross and Red Crescent (1999) adopted the following decision in its Plan of Action: *“The International Federation, while drawing upon existing research and the competence of relevant international bodies, will undertake a study to assess the future impact of climatic changes upon the frequency and severity of disasters and the implications for humanitarian response and preparedness.”*¹³

The International Federation was assisted in the preparation of the study by the Red Cross/Red Crescent Climate Centre, located in The Hague, the Netherlands.¹⁴ It presented a summary analysis of the Third Assessment Report (TAR) of the Intergovernmental Panel on Climate Change, especially the report of Working Group II on impact, adaptation and vulnerability.

In its Agenda for Humanitarian Action, the 28th International Conference of the Red Cross and Red Crescent (2003) addressed four concerns. One of them was *“to reduce the risk and impact of disasters and improve preparedness and response mechanisms.”*¹⁵ States were strongly encouraged *“to prioritize and provide resources to implement comprehensive disaster risk reduction measures, including measures to address issues relating to climate*

¹¹ IPCC, Summary for Policymakers, in M.L. Parry *et al.* (eds), *Climate Change 2007: Impacts, Adaptation and Vulnerability. Contribution of Working Group II to the Fourth Assessment Report of the Intergovernmental Panel on Climate Change*, Cambridge University Press, Cambridge, UK, 2007, pp. 7-22.

¹² International humanitarian law imposes a number of restrictions and prohibitions on the waging of armed conflict, which directly or indirectly protect the environment. See Antoine Bouvier, “Protection of the natural environment in time of armed conflict,” *International Review of the Red Cross*, No. 285, December 1991, pp. 567-578.

¹³ International Federation of Red Cross and Red Crescent Societies in cooperation with the Netherlands Red Cross, *Preparedness for Climate Change, a Study to Assess the Future Impact of Climatic Changes upon the Frequency and Severity of Disasters and the Implications for Humanitarian Response and Preparedness*, 28th International Conference of the Red Cross and Red Crescent, 2-6 December 2003, 14 p. (03/IC/16).

¹⁴ In June 2002, the Netherlands Red Cross established the Red Cross/Red Crescent Centre on Climate Change and Disaster Preparedness (Red Cross/Red Crescent Climate Centre) to raise awareness and to develop risk reduction policy and programmes in relation to climate change and disaster preparedness.

¹⁵ *Agenda for Humanitarian Action*, 28th International Conference of the Red Cross and Red Crescent, 6 December 2003, 16 p.

change and variability". National Societies were asked to "increase their cooperation with States and experts in the area of climate change in order to limit the potential negative impact on vulnerable populations" and asked, in so doing, to draw on the recommendations outlined in the above mentioned study.¹⁶

Since then, the Red Cross/Red Crescent Climate Centre has pursued its work with the support of the International Federation and the Netherlands Red Cross.¹⁷ Close to 40 National Societies have started to engage in capacity-building programmes aimed at understanding and addressing the humanitarian consequences of climate change. The work has included participation in many intergovernmental and other international conferences and events.

THE MOVEMENT'S RESPONSE CAPACITY

The Movement has a long record as the provider of first response to humanitarian emergencies, be they the result of natural disaster or of conflict. In most such emergencies, the components of the Movement pool their skills and resources to provide a timely and appropriate response. The Movement will strive to develop and improve its collective capacity to respond to acute crises, in particular by ensuring fluidity in the transfer of skills and resources from experienced components of the Movement to less experienced ones.

However, the Movement goes beyond responding to extant crises, devoting considerable attention to preparing its components to deal with potential crises.

It will in particular build on the work of the Red Cross/Red Crescent Climate Centre to help the components of the Movement prepare to deal with the expected effects of climate change. Humanitarian organizations must prepare for this wider range of risks at all levels: household, community, regional, national and global. Once again, sharing experiences and enhancing cooperation and solidarity among the components of the Movement will help each of them be better prepared and will ensure that each component can respond to emergencies rapidly and appropriately.

The Movement also prioritizes the preventive dimension. When it comes to environmental degradation, the challenge is first to identify the risks, and then to address their humanitarian consequences.

Scientific projections certainly do not always provide perfect answers. They mostly address global and regional matters rather than local, and they generally predict trends in average conditions, such as annual rainfall, rather than probabilities of extremes. Nevertheless, even general trends provide relevant information. The Movement can systematically collect information on these general trends at the local level with a view to working with communities and governmental bodies on adaptive measures.

On another level, the Movement is a first-hand witness to the effects of environmental degradation on societies. While discussions related to environmental degradation, in particular that triggered by climate change, tend to focus either on the ecological or on the security aspects, the Movement has a crucial role to play in raising awareness of the

¹⁶ *Agenda for Humanitarian Action, op. cit.*, General Objective 03, Action proposed 3.1.4.

¹⁷ All four core areas of the International Federation Strategy 2010 – disaster preparedness, disaster response, health and care in the community, and principles and humanitarian values – are important aspects of the response to weather and climate related disasters.

humanitarian dimension of the issue and the need for national and international policies to address the humanitarian consequences of climate change.

Finally, the Movement can set an example by ensuring that its activities in no way contribute to further environmental degradation.

Climate change is a global problem with local impact. The Movement is a global organization with a local base and with operations at community level everywhere in the world. One of its main aims is to strengthen the ability of vulnerable people to protect themselves through risk reduction, disaster preparedness and healthcare, or to lessen their suffering by responding to disaster.

The Movement can enhance its work in those areas by taking account of the way in which risks are increasing. In so doing, it is in a unique position to link local action to national and international policies and measures and vice versa. A guiding principle for the Movement's action on environmental degradation and climate change is that though all will be affected, action for the most vulnerable should be the priority, and that includes resource mobilization.

THE MOVEMENT'S COOPERATION WITH OTHERS

Internal cooperation within the Movement should focus on using each component's specific experience and skills for the benefit of the other components, to constantly enhance the awareness-raising, prevention, preparedness and response capacities of the Movement as a whole. Such cooperation could take the form of the organized exchange of information and lessons learned, training and coaching from experienced to less experienced components of the Movement, the search for synergy between various parts of the Movement, etc. The Red Cross/Red Crescent Climate Centre – together with the International Federation and the ICRC – should play a central role in organizing and promoting this internal cooperation.

Addressing the risks of climate change is a new centre of interest, not only for the Movement, but also for many other bodies, including governments, international organizations, NGOs, the private sector and knowledge centres. There is little experience or evidence of proven approaches on which to build. Given the magnitude and urgency of addressing these risks for the most vulnerable people, cooperation with other bodies can and should be integrated from the beginning, at local, national and international levels. Particular emphasis should be placed on cooperation with States on all aspects of the issue, from awareness raising to prevention, preparedness and humanitarian response to crises.

Close cooperation with other humanitarian and development organizations (the United Nations system, development agencies, international and local NGOs, etc.) should ensure that efforts by each individual organization build on and complement previous or parallel efforts by others.

Working with academic circles and think-tanks should aim to both raise awareness of the humanitarian dimensions of environmental degradation and enhance scientific knowledge on relevant aspects of the issue, so as to be able to better predict, prevent and respond to the humanitarian consequences.

Interaction with the media and opinion makers should ensure that the humanitarian dimensions of environmental degradation receive the attention they deserve and that both decision-makers and civil society understand them.

The aim of cooperation with business should be to seek synergy with individual companies or sectors of industry that are interested in providing new resources or new ways of addressing the humanitarian consequences of environmental degradation.

QUESTIONS

1. How can a collective effort be made to assess and analyse the projected humanitarian impact of environmental degradation and climate change on vulnerable communities and to forecast the most pressing humanitarian needs the Movement's components will face in the future?
2. In which areas could National Societies make a useful contribution to addressing the humanitarian consequences of environmental degradation and climate change?
3. What scope is there for governments at all levels to make use of the auxiliary role of National Societies when developing their national plans?
4. How can the unique resource of the Movement's volunteer network be used to attract more attention to the humanitarian consequences of climate change?
5. Climate change affects everyone, but the poorest people in the poorest countries are the most vulnerable and are least able to protect themselves. How could conference members ensure that their concerns and experiences are brought to the attention of policy makers and scientists, their situation is given due attention in international fora and financial resources are mobilized to support them as a priority?
6. What could be done to disseminate knowledge of the provisions of international humanitarian law protecting the environment in armed conflict?
7. How can the Movement set an example by ensuring that its activities are respectful of the environment?

3. INTERNATIONAL MIGRATION

“... the gap separating recognition of migrants’ rights in international human rights law from reality is one of the biggest challenges thrown up by international migration ... the only way to halt the continuing deterioration in immigrants’ situation, particularly that of illegal immigrants, is to recognize the human rights of this group and apply the principle of non-discrimination.”¹⁸

The purpose of the debate at the International Conference is to facilitate the development of concerted strategies or partnerships to ensure that migrants who are left without any suitable form of protection and assistance receive the help they need, regardless of their status, thus preserving their lives, health and dignity.

SCOPE OF THE DEBATE

The scope of the debate at the Conference is limited to international migration, i.e. cross-border migration. Since there is no internationally accepted, legally binding definition of the term “migrant,” the present chapter will not offer a formal definition of “international migrant”. We shall instead rely on the working definition that the Council of Delegates formulated in 1991 when discussing the phenomenon of migration. The Council recognized that *“new forms of movements of persons, due principally to economic and social hardship, frequently leading to severe malnutrition and famine conditions, and often associated with political instability, have emerged, and that these persons, while not fulfilling the international criteria for refugee status, are in need of humanitarian support.”¹⁹* It is in the light of this statement that the present chapter must be read.

Although the Conference should not focus on refugees, who receive protection under the 1951 United Nations Convention Relating to the Status of Refugees (1951 Refugee Convention),²⁰ one should keep in mind that it is difficult to distinguish between the different categories of uprooted persons. Some migrants, although not considered genuine refugees as defined by the 1951 Refugee Convention, may have left their countries because of political upheaval and are in need of international protection. People trying to improve their economic and social situation and people in need of international protection often follow the same routes, i.e. move in mixed flows.

The Red Cross and Red Crescent Movement's response to humanitarian situations is not conditioned by the legal categories into which people fall, be they refugees, asylum seekers, migrant workers or others, but rather by concrete humanitarian needs. Let us recall, however, that a number of international and national legal instruments apply to migrants.²¹

¹⁸ United Nations, *Migrant Worker*, Report of the Special Rapporteur, Ms Gabriel Rodríguez Pizarro, submitted pursuant to Commission on Human Rights Resolution 2004/53 (E/CN.4/2005/85), United Nations, 2005.

¹⁹ Council of Delegates, Resolution 9, Budapest, 1991.

²⁰ The reason why refugees and asylum-seekers are excluded from the scope of this background paper is that they have been the subject of intensive debates within the Movement, particularly at previous International Conferences. This is not the case of migrant workers and their families.

²¹ Migrants are protected by general international human rights law (customary and treaty law), by certain specific treaties concerning specific categories of person if the respective countries have ratified them (such as the *International Convention on the Protection of the Rights of All Migrant Workers and Members of their Families*, the *Protocol to Prevent, Suppress and Punish Trafficking in*

HUMANITARIAN PROBLEMS ENCOUNTERED BY MIGRANTS

International migration is a global, dynamic phenomenon that has moved to the top of national and international agendas. It is discussed in many fora and is well documented, although experts do call for more reliable data on population movements.²²

The following issues are of particular concern to the Movement:

Many destitute migrants travel under conditions of hardship and are in great need of basic humanitarian assistance to survive. They encounter many health threats as they travel in high-risk conditions, and an increasing number of them die while attempting to migrate. When they reach their country of destination, they cannot always obtain proper health care.

Migrants can be taken advantage of or be subjected to exploitation by those who facilitate their journey. Many migrants or their families who cannot repay their debts are forced into slave-like working conditions and life-long debt or bondage. Others may become targets of human traffickers who force them to toil in sweatshops, fields, brothels or construction sites and to live under inhumane conditions.

In some societies that have received substantial numbers of migrants, as workers or as asylum-seekers, xenophobia and discrimination have become manifest. Migrants may be subjected to threats against their person and family or even be victims of violence. In some countries they are sheltered in unsuitable conditions and exploited on the labour market.

Migrants may be detained (often upon arrival in a host or transit country) and deprived of their freedom for long periods of time under difficult conditions of detention, with no access/entitlement to legal mechanisms for the review of their detention and without access to legal counsel, embassy representation or an interpreter. Detained migrants are likely to find themselves in vulnerable situations in prisons or in reception centres, where conditions are sometimes reported to be incompatible with human dignity. They may be incarcerated with persons convicted of criminal offences.

Migrants may be forcibly returned. Of these, some have protection needs and the right to ask for asylum and to have their case heard in the country of destination. However, some governments treat all migrants in the same fashion, without making any distinction.

At times, migrants who are returned/repatriated to their countries of transit or origin find themselves without the means to survive or to return to their homes. Returned migrants may also be detained upon arrival in countries of transit or origin. Depending on the context, there may be assistance and protection needs in the places of detention. Moreover, migrants may face hostility when returning or difficulty in reintegrating into the local community.

A further form of humanitarian need resulting from migration is the tracing needs of family members of those migrants who lose contact with their families during their journey to a new

Persons, especially Women and Children or the Convention relating to the Status of Stateless Persons) and, in situations of armed conflict, by international humanitarian law.

²² Global Commission on International Migration, *Migration in an Interconnected World: New Directions for Action*, Global Commission on International Migration, October 2005, 87 p. International Organization for Migration, *World Migration, Costs and benefits of international migration*, Volume 3 – IOM World Migration Report Series, International Organization for Migration, 494 p. Christina Boswell and Jeff Crisp, *Poverty, International Migration and Asylum*, UNU World Institute for Development Economics Research, Policy Brief No. 8, 2004, 34 p.

destination. A related problem is the identification of the bodies of migrants who lose their lives during the journey.

THE RED CROSS AND RED CRESCENT RESPONSE TO THE HUMANITARIAN NEEDS OF MIGRANTS

- **Framework for action**

To prevent and alleviate human suffering caused by population movement, the components of the International Red Cross and Red Crescent Movement conducts activities for the benefit of migrants (regardless of legal status), in accordance with their respective mandates and the Fundamental Principles. In doing so, the International Federation, National Societies and the ICRC are further directed by resolutions adopted by the Movement's statutory bodies and regional conferences.

In 2001, the Council of Delegates encouraged National Societies and the International Federation to address forms of vulnerability stemming from the migratory process.²³ Following on from Resolution 4 of the 2001 Council of Delegates which, *inter alia*, requested National Societies and the International Federation to develop proposals on migration, the National Societies of the Europe and Asia-Pacific Regions adopted a Plan of Action on population movements and migration in 2002.²⁴ The recent European Regional Conference, in Istanbul,²⁵ and the Inter-American Conference, in Guayaquil,²⁶ also addressed the migration issue and reaffirmed their commitment to alleviating the plight of migrants.²⁷

²³ The Council of Delegates further called upon the International Federation, in consultation with National Societies, "to develop proposals for a plan of action on other aspects of population movement. This plan of action will address, *inter alia*, migration and resultant vulnerability, migrants in irregular situations, and action to address discrimination and xenophobia..." (Resolution 4/2001, Geneva).

²⁴ 6th European Red Cross and Red Crescent Conference, Berlin, 14-18 April 2002.

6th Asia-Pacific Regional Conference, Manila 2002 .

²⁵ 7th European regional conference of the International Federation of Red Cross and Red Crescent Societies, Istanbul, 20-24 May 2007.

²⁶ 18th Inter-American Conference, Guayaquil, 4-7 June 2007.

²⁷ The National Societies in Istanbul committed themselves "To address the needs and vulnerabilities of people affected by migration in order better to protect, support and assist them. In particular we will pay attention to the promotion of respect for the rights and needs of individuals, including persons in detention and to the delivery of needs-based services and assistance with a special priority for asylum-seekers, refugees, irregular migrants, unaccompanied minors, and victims of trafficking in human beings. This will also include providing support to migrants in their efforts to develop a sustainable future based on equal opportunities and equal treatment.", the Istanbul commitments, 7th European regional conference of the International Federation of Red Cross and Red Crescent Societies, Istanbul, 20-24 May 2007.

- **The added value of the Movement's components**

The situation that migrants face – especially irregular migrants²⁸ – is a challenge for National Red Cross and Red Crescent Societies. Their response varies from country to country depending on the specific domestic situation and the resources available within each National Society. Activities cover four fields:

- **Humanitarian assistance:** provision of food, shelter, clothing, health care, first aid and psycho-social assistance.
- **Protection:** provision of information and of legal and administrative advice; action against exploitation and deception of migrants and against trafficking; monitoring of detention facilities; restoring family links.
- **Advocacy:** influencing policy decisions regarding migration through advocacy work on humanitarian issues; active steps to fight racism, xenophobia and discrimination; promotion of international norms protecting migrants.
- **Integration and reintegration:** informing individuals of their rights and obligations; reception services; helping migrants enter the labour market; fostering social participation and solidarity (e.g. including them as volunteers).

Although many bodies have an important role to play in addressing the needs of migrants, we wish to stress the unique contribution the Movement can make:

- The Movement's components have common – universal – principles for addressing the migration issue, supporting each other and cooperating in solidarity networks. The Movement as a whole has an established status internationally, nationally and locally.
- National Societies can often incorporate and respond to immediate needs more flexibly than the authorities.
- National Societies have formal relations with governments, as their auxiliaries in the humanitarian field, but also the potential to establish confidential dialogue with them on humanitarian issues linked to migration. In some circumstances, they will approach the authorities so that they can take action to protect the victims of exploitation and trafficking.
- National Societies are locally based and have close contact with people directly affected by the migration process – both the migrants and the host society. Migrants trust them because they respond to individual needs and remain neutral. National Societies have noticed that vulnerable groups – especially victims of smuggling and human trafficking – prefer to seek the assistance and support of local Red Cross or Red Crescent branches rather than approach the authorities, of whom they may be afraid. This enables National Societies to fulfil their mandate and find out about the humanitarian needs of migrants, making their advocacy work on humanitarian issues credible.
- As locally based organizations, National Societies are well placed to inform potential migrants of the risk of irregular migration before they choose to undertake their journeys.
- The Movement's components have an independent fundraising capacity.

²⁸ Irregular migration is a complex and diverse concept. Irregular migration includes people who enter a country without the proper permit (for example through clandestine entry or entry with fraudulent documents); people who remain in a country in contravention of their control authorities (for example by staying after the expiry of a visa or work permit, through sham marriages or fake adoption, as bogus students or fraudulently self-employed); people moved by smugglers or human trafficking, and those who deliberately abuse the asylum system.

The International Federation is committed to working with National Societies to help them build networks among themselves and with other organizations to address the needs of migrants. This includes capacity building, especially at local level, and the mobilization of community support for migrants irrespective of their legal status. At the international level, National Societies use the status of the International Federation as an observer at the United Nations General Assembly to build links and share knowledge with the international community.

The role of the ICRC with regard to migrants complements that of National Societies and the International Federation. Its role differs according to the situation. During armed conflicts, migrants affected by the situation in a given State are protected by international humanitarian law (IHL) as civilians. The ICRC addresses their needs according to their particular vulnerability, if any. In other situations of violence,²⁹ the ICRC can offer its services to help migrants in accordance with the Statutes of the Movement.

The ICRC also has a specific role and responsibility in the field of protection. In its role as coordinator and technical adviser in the field of restoring family links, the ICRC can provide technical services to National Societies on matters including disappearances of migrants during journeys and the management of human remains. It can also advise National Societies wishing to engage in activities in favour of detained migrants.

SOME CHALLENGES IN ADDRESSING HUMANITARIAN NEEDS

Governments often call on National Societies to provide humanitarian assistance to vulnerable / irregular migrants. In some countries, the National Society is the only agent defending the rights of these groups and assisting them. A number of National Societies find themselves in delicate political situations when assisting groups of people who face discrimination or who are in their countries illegally. They are increasingly asking the International Federation and the ICRC (the latter in connection with restoring family links and detention) for policy and programme support. They have to make difficult decisions on how and when to assist. They are increasingly torn between the requests of governments, the xenophobia of parts of the general public and the humanitarian imperative to assist.

National Societies are also faced with ethically challenging questions regarding their role as auxiliaries to the public authorities, in particular in countries where violations of human rights might occur. In some countries, entering or staying in the country without the obligatory visas or permits from the State where they reside constitutes a criminal act that might lead to detention, criminal charges, forced return or deportation. The Movement recognizes the sovereign right of governments to control entry into and exit out of their territories. However, the role of the National Societies as auxiliaries to governments represents a dilemma in this connection as they are often called upon to assist the authorities when irregular migrants are being detained, deported or returned. In such situations, the National Society might be asked to act in support of its government's decision. In some circumstances, that decision may be contrary to the Fundamental Principles and may jeopardize the National Society's reputation as independent and impartial.

Lastly, legislation or governmental policies may restrict National Societies' ability to assist migrants. An important issue addressed at the recent regional conferences in Europe and the Americas is the need for National Societies to have access to migrants regardless of their

²⁹ The Statutes of the Movement state the role of the ICRC in providing protection and assistance to victims of armed conflicts and internal strife and of their direct results and allow it *"to take any humanitarian initiative which comes within its role as a specifically neutral and independent institution and intermediary"*, Article 5 (2) (d) and 5 (3).

status, for the purpose of providing humanitarian assistance, without being criminalized or otherwise penalized for that action. In some countries, illegal presence constitutes a crime and it is also a crime to assist unauthorized foreigners. Such legislation limits humanitarian organizations' ability to fulfil their obligations and commitments. Migrants might also be perceived as security threats, which further hampers an organization's ability to give support. In addition, governments may limit assistance or even hinder the work of humanitarian organizations in order to discourage further illegal immigration into their territory.

National Societies should be able to reserve the right to base their assistance on the principle of impartiality, and to assist regardless of the migrant's status.

QUESTIONS

1. How can the Movement help national and local authorities to take into consideration the humanitarian consequences of national/regional immigration regimes for regular and irregular migrant workers and their families?
2. How can States – which have committed themselves in the Statutes of the Movement to respect at all times the adherence of National Societies to the Fundamental Principles – ensure that National Societies are able to assist all migrants in need, including irregular migrants, without discrimination (in accordance with the principle of impartiality)?
3. How can the role of the Red Cross and Red Crescent Societies as auxiliaries to the public authorities in the humanitarian field be clarified and defined within the context of migration so that they can:
 - support government services to migrants without jeopardizing their commitment to respect the Movement's Fundamental Principles;
 - remind the authorities of the humanitarian imperatives that must be at the centre of their actions?
4. What kind of global framework could ensure that services to migrants by public services, non governmental organizations, labour associations and the Movement's components complement each other and build on best practices?
5. How can governments, National Societies, international organizations, NGOs and media work together to reduce the stigmatization of migrants and reduce xenophobia and discrimination towards them?

4. VIOLENCE, IN PARTICULAR IN URBAN SETTINGS

“Overall, violence is among the leading causes of death worldwide for people aged 15-44 years (...) the cost of violence translates into billions of US dollars in annual health care expenditures worldwide.”³⁰

The debate at the International Conference will facilitate the development of concerted strategies or partnerships to prevent and alleviate the suffering caused by violence in urban settings. It should focus primarily on the humanitarian impact of violence and, when discussing violence prevention, address the social risk factors.

In 2007, for the first time in history, more than 50% of the world population is living in urban areas, which is where most population growth will take place in future. Many of these urban dwellers will live in “megacities” of more than 10 million, but the majority of the population will reside in smaller towns and cities that are predicted to grow fast,³¹ in a wide range of different settlements.³² The cities of the developing world are expected to account for 95% of urban growth over the next two decades. According to UN-HABITAT, “if current trends continue, the slum population may reach 1.4 billion by 2020.”³³

The level and rate of urbanization have become major concerns for those fighting to achieve the UN Millennium Development Goals³⁴: Poverty levels increase in urban settlements faster than in rural areas. Urban slums are characterized by a lack of adequate infrastructure and access to clean water and sanitation, insecurity of tenure, poor quality housing, insufficient living area and a likelihood of violence.

Despite the positive changes and new opportunities that urban life can offer (e.g. short-term employment and proximity of education and health services), it may make the civilian population more vulnerable to a wide range of social problems: high rates of unemployment or under-employment; public health problems; rising levels of insecurity; social exclusion, discrimination, xenophobia and deepening inequality. Many of these problems often correlate with the occurrence of violence.³⁵

³⁰ World Health Organization, *World Report on Violence and Health*, WHO, Geneva, 2002, p. 3. The WHO defines violence as: “the intentional use of physical force or power, threatened or actual, against oneself, another person, or against a group or community, that either results in or has a high likelihood of resulting in injury, death, psychological harm, maldevelopment or deprivation.”, p. 5.

³¹ United Nations Human Settlements Programme, *State of the World's Cities 2006/7, The Millennium Development Goals and Urban Sustainability: 30 Years of Shaping the Habitat Agenda*, Nairobi, UN Habitat, 2006 p. VIII.

³² The dynamic nature of cities complicates the definition of ‘urban areas’ in two ways: on the one hand cities experience their own growth or shrinkage over time and on the other hand urban activity often takes place outside established urban boundaries. See World Resources Institute, *World Resources 1996-1997: Urban Environment*, Box 1.3. ‘What is an urban area’, 1996, http://pubs.wri.org/pubs_content_text.cfm?ContentID=929.

³³ United Nations Human Settlements Programme, *State of the World's Cities 2006/7, op. cit.*, p. X

³⁴ Millennium Development Goal 7, target 11, is to have achieved a significant improvement in the lives of at least 100 million slum dwellers by 2020. UN Millennium Development Goals, <http://www.un.org.millenniumgoals>.

³⁵ See UNFPA, *State of World Population, 2007*. One must, however, bear in mind that urbanization does not automatically lead to violence and that there may be a discrepancy between real and perceived violence.

The International Red Cross and Red Crescent Movement, whose mission it is “to prevent and alleviate humanitarian suffering wherever it may be found,”³⁶ has long been concerned by the humanitarian impact of urbanization and urban growth.³⁷

This chapter will focus on two selected types of violence in urban settings, which may coexist: violence in communities, and armed conflict and its aftermath.³⁸ Even though individual and relationship violence, in particular family violence, are a sad reality and National Societies have activities in those areas, for the purpose of limiting the debate this chapter will not elaborate on the humanitarian consequences of those forms of violence. While it is difficult to obtain data establishing causal links between those different types of violence, it is obvious that individuals in cities may be exposed to more than one form of violence simultaneously (e.g. armed conflict, gang violence, violence of organized criminal groups and violence in the family).

THE MOVEMENT'S FRAMEWORK FOR ACTION

The basis for action by the components of the Movement to prevent and alleviate suffering due to violence can be found in:

- international humanitarian law, which confers a specific role on the ICRC in armed conflict;
- the Statutes of the International Red Cross and Red Crescent Movement;
- various resolutions of the International Conference of the Red Cross and Red Crescent³⁹ and the Council of Delegates.⁴⁰

It is worth highlighting that as long ago as 1969 the 21st International Conference of the Red Cross and Red Crescent recognized in its ‘Istanbul Declaration’ that “it is a human right to be free from fears, acts of violence and brutality, threats and anxieties likely to injure man in his person, his honour and his dignity.”⁴¹ Thirty years later, in 1999, the need for strategic partnerships in this area was emphasized: “National Societies and States will co-operate and, as appropriate, take initiatives to promote tolerance, non-violence in the community and respect for cultural diversity.”⁴² This call for cooperation builds directly on the auxiliary role of National Societies to the public authorities.

The uniqueness of the Movement lies in its complementary nature, not only among its own components, but also towards the public authorities. The entry points of action, however,

³⁶ *Statutes of the International Red Cross and Red Crescent Movement*, adopted by the 25th International Conference of the Red Cross, Geneva, October 1986.

³⁷ Council of Delegates, *Resolution 3: Strategy for the International Red Cross and Red Crescent Movement*, Geneva, 2001.

³⁸ The WHO has drawn up a typology of violence and an ecological model on the roots of violence.

³⁹ 21st International Conference of the Red Cross and Red Crescent, *Resolution 19: Istanbul Declaration*, Istanbul, 1969.

27th International Conference of the Red Cross and Red Crescent, *Annex 2 to Resolution 1: Plan of Action for the years 2000 – 2003*, Geneva, 1999, Final Goal 3.2. (12).

⁴⁰ Council of Delegates, *Resolution 7: Red Cross and Red Crescent and Peace*, Geneva, 1999. Council of Delegates, *Annex to Resolution 12: Strengthening Humanitarian Values across Religious, Political and Ethnic Lines*, Geneva, 2001.

Council of Delegates, *Annex to Resolution 9: Mobilization and Action – the way forward*, Geneva, 2003.

⁴¹ 21st International Conference of the Red Cross and Red Crescent, *Resolution 19: Istanbul Declaration*, Istanbul, 1969.

⁴² 27th International Conference of the Red Cross and Red Crescent, *Annex 2 to Resolution 1: Plan of Action for the years 2000 – 2003*, Geneva, 1999, Final Goal 3.2. (12).

depend on the respective mandates of the Movement's components. The ICRC operates mainly in armed conflicts and situations of internal disturbances and tension;⁴³ National Societies act at the local level, building on the strength of their community and volunteer base⁴⁴ and the International Federation facilitates and promotes National Societies' humanitarian activities⁴⁵ to respond to the challenges they face. All components have a responsibility to address humanitarian needs stemming from violence, within the framework of the Fundamental Principles, but their roles and activities differ in nature and scope.

THE MOVEMENT'S ACHIEVEMENTS AND CHALLENGES

The components of the Movement are regularly confronted with the humanitarian consequences of violence in communities and armed conflict and called upon to alleviate the suffering they provoke.

- **Violence in communities**

Urban insecurity, in particular urban crime and violence, is a source of fear and a growing concern. Violence in communities can take many forms, ranging from mugging to gang shootings. It is not defined here, nor is a typology of violence in communities presented, since the Movement's concern is the humanitarian impact of violence rather than its manifestations, and academic institutions are better equipped to conceptualize violence. Violence in communities may coincide with armed conflict, but it also takes place in otherwise peaceful countries. It concerns all human beings and may affect them anywhere.

A 2006 study by UN-HABITAT has shown that *"the probability of being a victim of crime and violence is substantially higher in urban areas than in rural areas"*. The same study contends that *"overall, recorded crime rates are stabilizing or even decreasing in some countries, but the risk of being a victim of a violent crime such as homicide, assault, rape, sexual abuse or domestic violence has continued to grow worldwide. Globally, more than 1.6 million people die as a result of violence every year."*⁴⁶

The risk factors increasing the probability of violent behaviour in communities can differ considerably. The occurrence of violence in communities, especially in urban areas, is often closely linked with high levels of poverty, discrimination, economic disparity, social inequality and drug abuse or trafficking. Other factors contributing to the exposure to violence include political or economic instability, proliferation of small arms and the presence of gangs or other organized groups⁴⁷. Risk factors often exist in clusters. They are not necessarily causes of violence, but they help predict the occurrence of violence in communities, its development and its escalation.⁴⁸

⁴³ The Statutes of the Movement state the role of the ICRC in providing protection and assistance to victims of armed conflicts and internal strife and of their direct results and allow it *"to take any humanitarian initiative which comes within its role as a specifically neutral and independent institution and intermediary"*, Article 5 (2) (d) and 5 (3).

⁴⁴ See Statutes of the Movement, Article 3.

⁴⁵ See Statutes of the Movement, Article 6 (3).

⁴⁶ United Nations Human Settlements Programme, *State of the World's Cities 2006/7*, *op. cit.*, p. 142;

⁴⁷ See Paulo Sérgio Pinheiro, *World Report on Violence Against Children*, UN, Geneva, 2006, pp. 301-315.

⁴⁸ <http://www.surgeongeneral.gov/library/youthviolence/toc.html>, consulted 25 July 2007.

The findings of a recent survey to identify priority urban safety problems⁴⁹ indicate that the categories of persons perceived as vulnerable or very vulnerable are women (93.4% of respondents), youth (88.2%), children (84.6%), the poor (83.8%), the elderly (59.2%) and the rich (29.4%). Although these answers correspond to perceptions and not to proven data, they are an indication of the social groups at risk. One must also keep in mind that some people belonging to two categories (e.g. poor women) may be confronted with a cluster of risks, and threats may differ in nature according to the category to which a person belongs.

Victims of violent behaviour may be victimizers themselves. The problem of youth violence, for instance, must be analysed from both perspectives, and should not be disconnected from other forms of violence such as physical or sexual violence or protracted exposure to armed conflict. However, as the World Health Organization has mentioned, *“not all violent youths have significant problems other than their violence and not all young people with problems are necessarily violent.”*⁵⁰

One specific problem about which some National Societies and the ICRC are particularly concerned is the scale and the death toll of organized armed violence in large cities, in situations below the threshold of application of international humanitarian law. Such violence may be more devastating than that of an armed conflict.⁵¹ The way authorities, through political and/or security measures, respond to emerging phenomena of organized violence will often influence the way these phenomena evolve.

In such contexts, life in urban areas may be disrupted by a lack of public social services (water and sanitation, health services and schooling) and tight territorial control by organized groups. Areas may be off limits, even for social or humanitarian agencies, and providing help to those in need is often difficult, if not impossible.

In some societies, violence has become such a consistent and systemic problem that one could say that a “culture of violence” has developed.⁵²

Confronted with the challenge of violence in communities, in particular in urban settings, the International Red Cross and Red Crescent Movement has looked for concrete answers to the many humanitarian problems engendered by such violence and to the challenge of violence itself. Responses differ according to the respective mandates of the components of the Movement.

⁴⁹ UN-HABITAT, *Safer Cities Programme Survey, “Help us make cities safer”*, preliminary results of a strategy review survey, 15 p. (figures from UN-HABITAT website, 24 July 2007). These figures are based on the responses of 228 partners of the 5,000 partners UN-HABITAT contacted from governments, local authorities, civil society, academia, the private sector, foundations and United Nations Agencies. Those statistics may change if the respondent base is expanded to include more countries.

⁵⁰ World Health Organization, *World Report on Violence and Health*, Geneva, WHO, 2002, p. 25.

⁵¹ *Human Security for an Urban Century: Local challenges, global perspectives*, humansecurity-cities.org, 2007, p.106. This document is the product of a virtual community of expertise.

⁵² See Spanish Red Cross, *Regional Strategy for Violence Prevention*, Spanish Red Cross, Panama/Madrid, 2005.

National Societies are best placed to develop humanitarian responses with a long term perspective when they are strongly anchored in the communities they serve. Their role is not only to alleviate the suffering of the affected persons by responding to their immediate needs, but also to contribute to the prevention and reduction of violence in their communities.

- *Assistance* includes the provision of first aid, psycho-social support and other forms of relief to victims, their families and affected communities.
- *Prevention* includes educational and recreational activities, comprehensive risk management plans, creation of employment opportunities and awareness and sensitization campaigns to promote non-discrimination, mutual understanding and respect. These activities are geared towards changing behaviour and attitudes, and offering alternatives to violent behaviour.

National Society activities can be enriched by the sharing of knowledge and experience between National Societies in similar situations or with opportunities to share cultural or other perspectives.

Depending on the scale or frequency of the violent events, their location and the scope of their humanitarian consequences, National Societies may also be supported by the International Federation or the ICRC.

Violence in urban settings poses a number of challenges for National Societies. In particular, in order to help prevent and reduce violence, it is necessary to:

- Understand the nature, impact and causes of violence in a particular setting. This includes knowing about the context and structure of the violence, in particular in the case of gangs or organized groups that have a specific mode of functioning, interaction, code of behaviour, and history.
- Implement a multi-faceted and comprehensive approach,⁵³ all the more necessary since one form of violence can be a catalyst to another.
- Run long-term activities, of which it is often difficult to measure the impact, and which pose particular challenges in terms of monitoring and evaluation.
- Respond effectively to the irregular or cyclical occurrence of violence in communities.
- Work in insecure settings that can endanger the lives or safety of humanitarian staff and volunteers.
- Know the national and international legal frameworks relevant to the operational activity.
- Work in synergy with other bodies, to complement efforts at the local, national and international levels.

The ICRC is currently running programmes in a number of cities disrupted by endemic organized violence, in situations not covered by international humanitarian law. These

⁵³ See Judi Fairholm, *Preventing Violence in the Lives of Children and Youth*, Canadian Red Cross, Ottawa, 2003.

programmes include enabling National Societies to evacuate the sick and wounded, and give them first aid, repairing vital water supply services, ensuring that the police (and armed forces when involved in law enforcement) integrate international human rights standards and humanitarian principles into their doctrine, training, and operations, and raising awareness of international humanitarian law among young people.

Solving the complex problems of violence in urban settings permanently will require the creation of safer communities. Governments should create policy and legal frameworks that support the efforts of organizations such as National Societies that deal with the humanitarian consequences of violence. Continuous dialogue, cooperation and partnerships between the components of the Movement, States and other bodies will be required in order to address violence in communities effectively and comprehensively.

- **Armed conflict and its aftermath in urban settings**

Throughout history, armed conflict has deeply affected the lives of men, women and children in urban areas. They have suffered the effects of heavy artillery, bombing or siege for months or years at a time. They are particularly at risk in such circumstances, as military objectives are often co-located with the civilian population and civilian objects. They are also caught up in fighting on the streets and live with fear, knowing that violence can erupt anywhere at any time. The fighting takes place right where they live. Threats to their security come from a broad spectrum of arms bearers in environments where weapons proliferate and are used at close range.

The humanitarian effects of armed conflict on the urban population may be exacerbated by a series of factors, including:

- the density of population, which increases the risk of death or injury (crowds in markets, injuries from flying glass, difficulty of access for ambulance drivers or firemen, unexploded munitions littering the streets, etc.);
- damage to the complex infrastructure that sustains the lives of the population (e.g. water purification plants, electricity stations and hospitals), which may have a negative impact on public health;
- shortages of food, price increases and disruption of market mechanisms and trade with the countryside, threatening the economic security of households;
- a decline in the quality of services usually provided to the resident population (the old, the sick, the poor, children in schools, etc.) by municipal social services – when they still exist;
- the closure of escape routes, which makes people vulnerable to death, rape and looting.

In countries affected by armed conflict, cities attract large numbers of people who have become destitute or feel threatened. While it is true that cities can present more opportunities for survival than poverty-stricken rural areas (e.g. scavenging from rubbish dumps), urban dwellers may have fewer coping mechanisms in cities than the rural population and the mutual support mechanisms that exist in cities may be less effective over time. People in cities have difficulty identifying sustainable alternatives to solve their problems.

The ICRC's activities in such contexts are familiar to those attending the International Conference of the Red Cross and Red Crescent and will therefore not be described here.⁵⁴ It is worth recalling that the ICRC is not involved in the search for political solutions aimed at preventing violence, but it does promote humanitarian law, which imposes certain limits on the means and methods of warfare. Its action is closely linked with that of National Societies – its primary partners – which may also run assistance programmes for victims of armed conflicts, as provided for in the Geneva Conventions and the Statutes of the Movement.⁵⁵ The ICRC and National Societies give each other mutual support, generally in liaison with the International Federation of Red Cross and Red Crescent Societies.

The ICRC and National Societies encounter many operational problems during armed conflicts in urban settings. *Issues related to respect for humanitarian law will be discussed under a separate item of the agenda (objective 3)*. When running assistance programmes in urban areas during armed conflict, they must meet various challenges⁵⁶:

- The urban space is heterogeneous. There are “cities within cities”. Defining priorities and identifying responses appropriate to each context is complex.
- It is difficult to determine and assess vulnerability in cities, in particular because people entitled to protection and assistance are scattered throughout the population.
- Systems and facilities providing such vital services as drinking water, sewerage, power plants and hospitals are more complex in big cities than they are in rural areas, and often dysfunctional due to lack of maintenance as a result of the conflict. If a service has been disrupted, there will be particular challenges. The repair and restoration of complex systems requires extensive technical knowledge, and it is often difficult to find people who can maintain the services after they have been restored.
- Strategic and technical choices regarding cost effective ways of repairing those systems must be made quickly, knowing that errors can have serious consequences for a large number of people.
- Lessons must be learnt from past experience (feeding projects, urban vouchers, production activities, etc.) and new types of activity may be considered, such as urban agriculture.
- The risk of a breakdown in social control may be greater in an anonymous urban environment.

⁵⁴ The ICRC's main role in such contexts is to remind the parties to the conflict of their obligations under international humanitarian law, in particular those rules that impose prohibitions and restrictions on the means and methods of warfare (e.g. the principle of distinction, discussed in more detail under objective 3), ensure that persons deprived of their liberty are treated humanely and with respect for their dignity, contribute to the protection of the civilian population, reunite families separated by the conflict and restore family links. It assists victims of armed conflicts in order to preserve their physical well-being and their dignity and to help them regain their autonomy, making sure the consequences of conflict do not jeopardize their future. It also endeavours to strengthen National Societies' capacity to prepare for and respond to needs arising in armed conflicts and other situations of violence.

⁵⁵ *Statutes of the International Red Cross and Red Crescent Movement*, Article 3.

Arts. 9, 9, 9 and 10 common to the four Geneva Conventions of 1949.

Arts. 59 and 63 of the fourth Geneva Convention.

Arts. 17, 69, 70 and 81 of Additional Protocol I.

Art. 18 of Additional Protocol II.

⁵⁶ Cities can also make the logistics of humanitarian activity easier, due to the concentration of people to assist and the means of communication available.

- Security is always an issue in such environments, in which it may be difficult to identify who is in charge of a given part of the city and to develop a network of contacts.

Finding solutions to the many humanitarian challenges posed by armed conflicts in urban environments requires a joint effort, involving national and local authorities, humanitarian organizations and civil society (e.g. think tanks, media and the private sector) together with a clear understanding of the specific roles of different bodies and respect for the specific independence and neutrality of the ICRC.

QUESTIONS

The Conference may wish to debate the following questions:

1. In the future, violence is going to be closely linked with the adjustments our societies will have to make to deal with population growth, migratory flows, increased competition for natural resources, scarcity of energy and water, global warming and health pandemics. How can a collective effort be made to assess and analyse the humanitarian effects of violence and to forecast the most pressing humanitarian needs arising from violence in urban settings with which the Movement's components will be confronted?
2. What national and community strategies have national authorities and the components of the Movement already set up to prevent and reduce violence and what are the lessons learnt? How can the effectiveness of violence prevention programmes be evaluated?
3. What type of programme could be developed in the area of law enforcement practice (including the judiciary and the administration of prisons) that would help integrate into society young people involved in violence and reduce the risk of their radicalization?
4. How can public authorities and National Societies work together to ensure that victims of violence receive adequate assistance and support, including emergency first aid and trauma care, physical rehabilitation and psychosocial services?
5. Taking into account the contribution of other national and local bodies to violence prevention and reduction, where do you see the added value of the Movement's components? How can their neutrality and independence be put to best effect to alleviate the plight of those affected by community violence?
6. What scope is there for new collaboration between governments, National Societies, international organizations and NGOs on preventing violence?

5. EMERGENT AND RECURRENT DISEASES AND OTHER PUBLIC HEALTH CHALLENGES

“The existing gross inequality in the health status of the people particularly between developed and developing countries as well as within countries is politically, socially and economically unacceptable and is, therefore, of common concern to all countries.”⁵⁷

The purpose of the debate at the International Conference is to facilitate the development of concerted strategies or partnerships that will improve the access of vulnerable people – including those who are marginalized, stigmatized or caught up in situations of violence – to health care, building upon the unique resource, embedded in communities, of Red Cross and Red Crescent volunteers.

Health is a key contributor to social and economic progress and lies at the heart of the International Red Cross and Red Crescent Movement.

The first Geneva Convention, adopted in 1864 thanks to the vision of Henry Dunant, was directed at the *“amelioration of the condition of the wounded and sick in armies in the field”*.⁵⁸ The International Committee of the Red Cross and the first national committees for the relief of the wounded were established, a year earlier, and since then the action of the International Red Cross and Red Crescent Movement in the field of health has developed worldwide, with the original idea of caring for individual wounded and sick soldiers on the battlefield expanding to encompass public health.

This is now epitomized by the community based work of Red Cross and Red Crescent volunteers. Through their National Societies, these volunteers provide an essential resource for dealing with public health emergencies or helping people facing threats to their lives and lifestyles.

Prevention of disease and the care of individuals and communities complement each other. Only a collective approach at the local, national and international levels can meet the multiplicity of health challenges in an interconnected world characterized by rapid population growth, population movements, threats to the environment and many forms of violence.

FRAMEWORK FOR ACTION

The Movement components' action in the field of health derives from the mission of the Movement, which is, among other things *“to protect life and health and ensure respect for the human being, in particular in times of armed conflict and other emergencies”* and *“to work for the prevention of disease and for the promotion of health and social welfare.”*⁵⁹ It is based on international humanitarian law (in armed conflicts), the Statutes of the Movement, and the Fundamental Principles, such as the principle of humanity, which underlie all its actions.

⁵⁷ *Declaration of Alma-Ata*, International Conference on Primary Health Care, Alma-Ata, USSR, 6-12 September 1978.

⁵⁸ *Geneva Convention of 22 August 1864, for the Amelioration of the Condition of the Wounded in Armies in the Field*, Geneva, 1864.

⁵⁹ *Statutes and Rules of procedure of the International Red Cross and Red Crescent Movement*, adopted by the 25th International Conference of the Red Cross, Geneva, October 1986.

In addition, the Movement's health activities are based on the Declaration and Agenda for Humanitarian Action adopted by the International Conference of the Red Cross and Red Crescent in 2003⁶⁰ and various policy documents of the components of the Movement.⁶¹ It has been involved in international partnerships with various bodies. These have included the World Health Organization, with which the International Federation drew up a letter in 2005.⁶²

FACTS AND CHALLENGES

Health issues are often narrowly addressed in their own contexts, rather than as some of the great challenges confronting humanity. The aim of this chapter is to focus on certain major diseases and public health challenges that have a wide impact on nations and communities, and to identify potential areas of partnership between governments, the components of the Movement and other bodies, giving examples of such collaborative action. This list is by no means exhaustive, but is designed as a starting point for debate at the Conference.

I. Some emergent and recurrent diseases⁶³

• HIV and Tuberculosis (TB)

Some 40 million people have HIV and an estimated 25 million have died since the epidemic began.⁶⁴ The nature and scale of the HIV/AIDS-related crisis varies considerably across regions and across countries. Access to anti-retroviral therapy is still beyond the reach of many people.

One third of the world's population is infected with the TB bacillus.⁶⁵ Of the eight million new cases each year, nearly one million are due to TB/HIV co-infection.

TB is on the rise in many developing countries and transitional economies.⁶⁶ This is further compounded by the rapid increase in new multi-drug resistant cases.

Both diseases have a strong stigma attached to them, which must be addressed at the community level.

HIV and TB in places of detention deserve particular attention. Prisoners are a forgotten population and are not a priority for governmental public health activity. Too often, little consideration is given to prisoners as people who will return to their communities, bringing with them diseases on top of the adjustment problems related to their period of incarceration.

⁶⁰ *Adoption of the Declaration and Agenda for Humanitarian Action*, Resolution 1, 28th International Conference of the Red Cross and Red Crescent, Geneva, 2-6 December 2003.

⁶¹ International Federation of Red Cross and Red Crescent Societies, *The Global Health and Care Strategy 2006-2010*, International Federation of Red Cross and Red Crescent Societies, Geneva, 2007, 24 p.

International Committee of the Red Cross, "ICRC Assistance Policy" (adopted by the ICRC Assembly on 29 April 2004), public version, *International Review of the Red Cross*, Vol. 86, No. 855, 2004, pp. 677-693.

⁶² <http://www.ifrc.org/Docs/pubs/health/who-letter-en.pdf>.

⁶³ Other current concerns of the ICRC and the Federation not described in this chapter include diarrhoeal disease, pneumonia, and methicillin-resistant staphylococcus aureus (MRSA).

⁶⁴ Conflict Research Unit, Clingendael Institute, Conflict Research Programme – HIV/AIDS, Security and Governance Project, *HIV/AIDS, Waking up to the Challenges*, working document, prepared for the Dutch Ministry of Foreign Affairs – Special Ambassador for HIV/AIDS, 16 March 2005.

⁶⁵ WHO Factsheet at <http://www.who.int/mediacentre/factsheets/fs104/en/index.html>.

⁶⁶ It is estimated that between 2000 and 2020, nearly one billion people will be newly infected with TB, 200 million people will become sick from TB, and at least 35 million people will die from TB.

In the course of its work in armed conflicts and other situations of violence, the ICRC has developed considerable expertise in this field, from which National Societies can benefit.

Their collected experience indicates several acute problems, including:

- ∅ *Overcrowding in prisons* – a major problem in itself, but one that also exacerbates the transmission of infectious diseases (such as typhus, dengue fever, diarrhoea, TB and HIV).
- ∅ *Interruption of treatment*: where an HIV or TB programme does exist in prison, people will often be released before finishing their course of treatment and experience shows that many will stop treatment upon release.⁶⁷

In 2006, the International Federation launched a Health and Prisons Project to review the public health and psychosocial support work of National Societies involving detainees and former detainees when they return to their communities. The project focuses on HIV and TB. In addition to outlining the current situation, one of the project's objectives is to share examples of good practice within the Movement and with external partners.

- **Malaria and measles**

More than a million people die of malaria every year, mostly infants, young children and pregnant women and most of them in Africa.⁶⁸ Every year, more than 500 million people become severely ill with malaria.

Measles is the leading cause of death among children under five years of age in developing countries. Each year, 23 million children suffer from measles worldwide.⁶⁹ Both diseases are preventable through social mobilization and effective community action.

The components of the Movement are active promoters of partnerships to combat these diseases. The partnerships bring together international organizations like the WHO, ministries of health, National Societies as auxiliaries to the public and local authorities. National Societies and volunteers provide the capacity for large scale action and follow up. The International Federation has a particular advantage in being able to carry out immunization programmes in hard-to-reach areas, with the help of the ICRC.⁷⁰ Highly successful campaigns have reduced measles mortality by 60% in the world as a whole and by 75% in Africa. The campaigns combine mass bed-net distribution for malaria prevention with measles and polio vaccination programmes.

- **Avian and human influenza and other communicable diseases**

The threat of human influenza remains real. The work of the International Federation and of National Societies, in close collaboration with the WHO and national ministries of health, is an essential component in national planning for the arrival of the epidemic.

⁶⁷ The Directly Observed Therapy (DOTS) medication should be taken for between six and eight months. For TB with multi drug resistance the treatment can last up to two years. Persons with HIV should continue retroviral treatment for life.

⁶⁸ WHO Factsheet No. 94, May 2007.

⁶⁹ International Federation of Red Cross and Red Crescent Societies, *Partnering for Impact – Measles and Polio Vaccination*, International Federation of Red Cross and Red Crescent Societies, Geneva, April 2007, p. 2.

⁷⁰ International Federation of Red Cross and Red Crescent Societies, *Reducing Suffering from Malaria*, International Federation of Red Cross and Red Crescent Societies, Geneva, April 2007, 4 p.

The International Federation General Assembly adopted a resolution at its 14th session in 2005, which encouraged National Societies to establish contact with national ministries of health and to integrate their resources into national planning, to address the threat of a human influenza pandemic. National Societies can contribute to national planning, giving examples from Movement work in the contexts of the Ebola virus, cholera and SARS.

II. Access to health care⁷¹

Access to health care is a worldwide challenge:

- Poverty is often the main factor limiting access to essential health care. In some countries, no health insurance scheme is available, while in others patients are asked to contribute to health care through rising fees or costly insurance schemes, often in countries where government has in the past borne a significant part of the cost.
- The distance to travel for health care, the cost of such travel, dangerous conditions on the way and restrictions on movement, including those imposed by hostilities, may be additional obstacles.
- Some categories of the population, such as migrants or detainees, may be discriminated against with respect to access to health care.

In armed conflicts, the ICRC and the National Society concerned may encounter specific problems: they may not have access to people in need in conflict areas (e.g. because of landmines and unexploded ordinance or restrictions on movement imposed by parties to the conflict, in particular in combat areas), or to people deprived of their liberty. Another challenge is to ensure that people affected by armed conflict have access to health care without any discrimination based on gender, age, ethnicity, religion or political opinion.

An additional problem is that many governments have limited resources to invest in public health services. Cost recovery systems rapidly collapse in times of instability. The weakening and collapse of the health infrastructure puts great strain on humanitarian organizations, which are called on to provide support and expertise ranging from primary health care to hospital management.

III. Other threats to health care

- **The difficulty of ensuring safe, reliable and sustainable supplies of blood and medicines**

Millions of people require blood transfusions daily and their health is in danger if blood is either unavailable or contaminated. The Movement encourages voluntary non-remunerated blood donation.

⁷¹ Among the public health challenges not described here one should note such major trends as: demographic changes (e.g. aging of the population in some countries), urbanization (urban violence, urbanization of the population associated with an increase in chronic illness, abuse of alcohol and drugs and poor nutrition), industrialization (effects of pollution, road traffic accidents), and climate change. Difficulty in achieving universal EPI (Expanded Programme of Immunization) is another challenge.

Counterfeit and sub-standard medicines and vaccines are another major problem, threatening life and health. As a result, policies on the quality of medical items purchased for conflict-affected countries have to be tightly managed.

The supply of medicines for chronic diseases may also be disrupted in times of emergency, including armed conflict, other situations of violence, and natural disasters. In some circumstances, the Movement components can play an essential role.

- **The migration of health professionals**

Health personnel migrate from developing countries to developed ones, creating a lack of qualified personnel in their countries of origin. Armed conflict and violence can also cause health staff to leave.

National health planning should address this issue with the highest priority.

- **Failure to respect health facilities and health personnel in armed conflicts**

In many conflict-affected countries, there is a lack of respect for medical services: doctors and nurses may be threatened and forced to treat patients under threat of violence, rather than in accordance with medical priorities.

The Movement promotes international humanitarian law, which contains provisions concerning respect for and protection of medical staff, transport used for medical purposes and medical facilities, and the ICRC makes representations to the parties to a conflict in order to improve implementation of the relevant provisions, in particular when they are violated.

The ICRC also uses its position as a specifically neutral and independent intermediary to facilitate the work of Red Cross and Red Crescent National Societies as its partners, for instance when ambulances have difficulty carrying out medical missions unimpeded.

THE ADDED VALUE OF THE MOVEMENT

Movement action everywhere in the world takes place through National Societies performing their humanitarian mission while also functioning as auxiliaries to the public authorities in the humanitarian field.

National Societies and their International Federation play a unique role in health care. *“Their strength lies in their numbers, the global reach, experience, energy and dynamism created through voluntary service.”*⁷² The Federation's Global Health and Care Strategy 2006-2010 provides National Societies and the Federation with the necessary strategic guidelines:

1. *Capacity building* – Prepared volunteers can be mobilized promptly.
2. *Social mobilization* – There must be increased community involvement in health and care activities and campaigns driven by the network of volunteers.
3. *Partnerships* – National Societies and their volunteers are a key partner in global and country based operational alliances in health and care.

⁷² *The global health and care strategy 2006-2010*, p. 1.

4. *Health in emergencies* – Improved health support in crisis must include health as an integral part of effective disaster management and ensure an interface between public health, water and sanitation, epidemic control and public health emergencies.

5. *Advocacy* – Emphasis should be given to the most vulnerable, at all levels – local, national, regional and international.

6. *Community empowerment* – Health promotion and disaster preparedness, including in particular the empowerment of women, must enable communities to enjoy fuller and more productive lives.

As an organization dedicated to the alleviation of suffering in armed conflicts and other situations of violence, the ICRC has the knowledge and the experience of working in fragile States. In such cases it provides relief assistance, safe water and sanitation and is engaged in various activities in the health sector, from primary health care and pre-hospital care to essential surgery and hospital management.

In places of confinement such as prisons and other places of detention, access to basic necessities and a healthy environment are of the utmost importance for ensuring that the inmates remain in good health. In some countries, and especially in crisis situations, health conditions in places of detention are often unsatisfactory and sometimes deplorable. There are inextricable links between nutrition, health and environment. The ICRC offers added value in providing expertise in environmental engineering in prisons. Components of the Movement advocate that detainees, in particular those at high risk or already suffering from endemic diseases (e.g. HIV and TB), receive adequate health care and nutrition.

QUESTIONS

1. What processes should/do States and the components of the Movement have in place to respond to the threat of an epidemic, and to ensure:
 - the transmission of accurate information about the nature of the outbreak and immediate precautions to take at community level;
 - the identification of people who (a) may be at special risk of infection and (b) are in need of care and protection?
2. Volunteering is an essential component of any public health strategy in the modern world. What strategies might the components of the Movement and their partners adopt to maximize the potential of this resource?
3. How can community empowerment be supported so that communities, especially young people, are more resilient and organized to respond to health threats they may never have faced before?
4. How can governments and other agencies benefit from the experience of National Societies as front-line providers of first aid and emergency medical services when developing community health education programmes?
5. What measures are necessary to strengthen the commitment of governments to the obligation and necessity, in particular in situations of armed conflict, to ensure respect for and protection of medical personnel, medical transportation, medical establishments and other medical facilities? What measures could be taken to improve compliance with this obligation?

6. What initiatives could be taken collectively to improve access for all vulnerable people to essential health care, including people who are marginalized, stigmatized or caught up in a situation of violence, in conformity with the Movement's fundamental principle of impartiality?
7. What further steps are necessary to ensure that National Societies' contributions support the achievement of the Millennium Development Goals?

6. CONCLUSION

The International Conference of the Red Cross and Red Crescent is a forum uniquely suited to address the consequences in humanitarian terms of:

- environmental degradation, including climate change;
- international migration;
- violence, in particular in urban settings, and
- emerging and recurrent diseases and other public health challenges, such as access to health care.

The choices made for further action on these issues will have an impact on the lives of millions of people all over the world. Accordingly, National Red Cross and Red Crescent Societies, the International Federation and the ICRC (working at grassroots level within communities) and governments (setting policy for the communities) should join forces to develop strategies and programme initiatives that will mitigate hardship, reduce vulnerability and boost the ability to withstand adversity.

This will be a long-term effort. It will require a clear understanding of the roles of all parties involved and the rules governing their cooperation. First and foremost, it will require vision, a willingness to learn from others, and a sense of shared responsibility towards the most vulnerable, particularly the poor (so often the most at risk).

May the open debate at the Conference set the stage for this effort by challenging participants to fully consider the humanitarian aspects of issues that are often politically sensitive and discussed within the confines of a narrow security focus, and to set aside differences as they do so, in the spirit of the principles of the Movement.