The 29th International Conference of the Red Cross and Red Crescent, Geneva, 20–22 June 2006: challenges and outcome

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1. From the Diplomatic Conference on the emblem to the 29th International Conference of the Red Cross and Red Crescent

On 8 December 2005, the Diplomatic Conference on the emblem, convened by the Swiss government as the depositary of the Geneva Conventions and their Additional Protocols, adopted by ninety-eight votes to twenty-seven, with ten abstentions, the Protocol additional to the Geneva Conventions of 12 August 1949, and relating to the Adoption of an Additional Distinctive Emblem (Protocol III).1

While it was regrettable that the international community became divided over the issue, the adoption of Protocol III was nevertheless an important success and marked a decisive step towards resolving a question that had long prevented the International Red Cross and Red Crescent Movement from reaching the universality to which it aspired and improving a situation that was perceived

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as deeply unfair in some countries and various communities throughout the world.

In the explanations of vote that followed the adoption of Protocol III, several delegations expressed their regret that the treaty had been adopted by vote and that the international community was divided over an instrument of international humanitarian law. A number of delegations that had voted against adopting the draft protocol were keen to emphasize, however, that their opposition was not aimed at the protocol itself but had to do with the timing and with the situation in the Middle East. Others stressed that although they had voted against the adoption of Protocol III, their countries would respect the new distinctive emblem if it were adopted by other countries.

Despite the late hour, twenty-seven heads of delegation signed Protocol III during the brief signing ceremony that followed the closing of the Diplomatic Conference on 8 December 2005 in the early hours of the morning.

The Final Act of the Diplomatic Conference stated that the International Committee of the Red Cross (ICRC) and the International Federation of Red Cross and Red Crescent Societies had informed the Conference that the designation “red crystal” had gained currency and would be introduced formally at the next International Conference of the Red Cross and Red Crescent. The Conference also noted the signing of a Memorandum of Understanding between the Magen David Adom in Israel and the Palestine Red Crescent on 28 November 2005, with the aim of facilitating the adoption of Protocol III and paving the way for the admission of both societies to the Movement at the next International Conference of the Red Cross and Red Crescent. The Final Act also recorded the fact that Switzerland had agreed to monitor the implementation of the memorandum of 28 November 2005 in close co-operation with the ICRC and the Federation and to report to the next International Conference of the Red Cross and Red Crescent.

The adoption of Protocol III was a decisive step towards a comprehensive and lasting solution to the question of the emblem, but did not by itself constitute such a solution. A final step still had to be taken: a revision of the Statutes of the International Red Cross and Red Crescent Movement taking into account the adoption of Additional Protocol III and opening the way for the admission into the Movement of the National Societies that would adopt the red crystal.

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2 Austria, Belgium, Bolivia, Burundi, Chile, Colombia, Congo, Costa Rica, Denmark, Ecuador, France, Greece, Guatemala, Israel, Italy, Liechtenstein, Luxembourg, Madagascar, Malta, Norway, Peru, Portugal, Switzerland, Tanzania, Timor-Leste, United Kingdom, United States.
4 Ibid., para. 15.
5 Ibid., para. 16.
To that end, the Standing Commission asked the ICRC and the Federation to convene, in June 2006, the 29th International Conference of the Red Cross and Red Crescent.\(^7\)

In a letter dated 16 December 2005, the ICRC and the Federation thus invited the members of the Conference to meet in Geneva on 20 and 21 June 2006.

The purpose of the 29th International Conference was:

1. to consider and adopt amendments to the Statutes of the International Red Cross and Red Crescent Movement consequent upon the adoption of Protocol III;
2. to consider and decide upon the proposed name of “red crystal” to designate the distinctive emblem provided for in Protocol III; and
3. to create a framework for the recognition and admission of the Palestine Red Crescent Society.\(^8\)

In order to avoid protracted debate, it was decided to limit the proposed amendments to the strict minimum. Accordingly, these concerned only Article 3(2) and Article 4(5) of the Statutes of the Movement.\(^9\)

In accordance with the provisions of Additional Protocol III, there were no plans to change the names of the ICRC, the Federation or the Movement.

Lastly, the ICRC, the Federation and the Standing Commission wanted the Conference to achieve its three main objectives through the adoption of a single resolution.\(^10\)

In view of the exceptional circumstances that motivated the convening of the 29th International Conference, the Standing Commission decided that regular business, including the election of the members of the Standing Commission,
should be deferred to the 30th Conference, which would take place as planned in Geneva in November 2007.\textsuperscript{11}

The 29th International Conference was preceded by intensive diplomatic preparations. The support group assisting the ICRC, the Federation and the Standing Commission (‘‘Friends of the Chair’’) met three times\textsuperscript{12} with the aim of advising the host organizations and the future chairman of the Conference on matters of substance as well as of procedure and participation. Numerous informal meetings, bringing together members of the support group and representatives of various permanent missions, were also held in the months leading up to the Conference.

As announced at the Diplomatic Conference, Switzerland spared no effort in contributing to the implementation of the Memorandum of Understanding of 28 November 2005 between the Magen David Adom and the Palestine Red Crescent Society. With the support of the ICRC and the Federation, it held several meetings for the heads of the Israeli and Palestinian relief societies and carried out high-level representations among the governments concerned, in particular the Israeli government, in order to ensure that all the provisions of the Memorandum and its annex, the Agreement on Operational Arrangements, were implemented. Although major delays in the implementation process could not be avoided, there is no doubt that the process itself brought the two societies closer together and led to improved operational co-operation between them. This was all the more remarkable an achievement as, meanwhile, the political environment continued to deteriorate.\textsuperscript{13}

The Joint ICRC/Federation Commission for National Society Statutes maintained an ongoing dialogue with the Magen David Adom and the Palestine Red Crescent in order to help the two societies ensure that their statutes met the requirements laid down in the Statutes of the Movement, in particular the conditions for the recognition of new National Societies.\textsuperscript{14} On 27 April 2006 the ICRC Assembly examined the statutes of the two societies and, taking into account the favourable opinion already given by the Joint Commission, authorized the president of the ICRC to announce the recognition of the two societies, providing that the 29th International Conference adopted the proposed amendments to the Statutes of the Movement and the framework necessary for the recognition of the Palestine Red Crescent.\textsuperscript{15}

Moreover, the ICRC took steps to set up a medical facility in the occupied Golan, as it had agreed to do at the Diplomatic Conference.\textsuperscript{16}

\textsuperscript{11} Convocation to the 29th International Conference of the Red Cross and Red Crescent, above note 8.
\textsuperscript{12} On 12 April, 18 May and 12 June 2006.
\textsuperscript{13} Swiss Federal Department of Foreign Affairs, Implementation of the Memorandum of Understanding and the Agreement on Operational Arrangements between the Magen David Adom in Israel and the Palestine Red Crescent Society signed on 28 November 2005: Monitoring Report of Switzerland, 29th International Conference of the Red Cross and Red Crescent, Geneva, 20–21 June 2006.
\textsuperscript{14} These conditions are listed in Article 4 of the Statutes of the Movement, Handbook of the International Red Cross and Red Crescent Movement, above note 9, pp. 421–2.
\textsuperscript{15} ICRC Archives, Procès-verbaux de l’Assemblée du CICR (ICRC Assembly summary reports), meetings of 26 and 27 April 2006, item 10.
\textsuperscript{16} ICRC Golan Emergency and Diagnostic Center, 2 June 2006.
Lastly, as she had done on the eve of the Diplomatic Conference, Mrs Micheline Calmy-Rey, the Swiss Minister of Foreign Affairs, travelled to Jerusalem, where she met both Israeli and Palestinian contacts.


In conformity with the Statutes of the Movement, the Council of Delegates met on 19 June 2006. Its sole task was to prepare for the International Conference that opened the next day. Following a tradition of more than one hundred years, the Council elected the president of the ICRC, Mr Jakob Kellenberger, as its chairman. Mr Tom Bukuru, president of the Uganda Red Cross Society, was elected as vice-chairman. The Council adopted, without any discussion, the agenda of the Conference and the proposed list of elected officers (chairman, vice-chairmen, secretary-general and assistant secretaries-general).  

3. The 29th International Conference of the Red Cross and Red Crescent

The 29th International Conference opened on Tuesday, 20 June 2006, in the presence of 1,083 delegates representing 150 governments, 177 National Societies, the ICRC, the International Federation and 46 observers.

Speaking on behalf of the host state, Mrs Calmy-Rey underscored the Conference’s two objectives: to strengthen the protection afforded to war victims and to enable the International Red Cross and Red Crescent Movement to achieve universality with the admission of the Israeli and Palestinian relief societies. She also emphasized the close co-operation that the two societies had developed despite the sharp rise in tension in the region, saying that it proved how worthy they were of being admitted as full members of the Movement. Lastly, she voiced the hope that the Conference would reward the long efforts made to bring a successful conclusion to the protracted debate on the emblems used under the Geneva Conventions.

The Movement’s Fundamental Principles were then read out loud to the participants.


As proposed by the Council of Delegates, the 29th International Conference elected Dr Mohammed Al-Hadid, president of the Jordan National Red Crescent Society and of the Standing Commission, as its chairman. It also elected four vice-chairmen: Ms Mandisa Kalako-Williams, president of the South African Red Cross Society, Senator Richard Gordon, president of the Philippine National Red Cross, Ambassador Juan Martabit, permanent representative of Chile, and Ambassador Wegger Chr. Strommen, permanent representative of Norway. Ambassador Christoph Bubb (Switzerland) was elected as secretary-general and Mr Olivier Dürr (ICRC) and Mr Frank Mohrhauer (International Federation) as assistant secretaries-general.

As soon as the Conference opened, its legitimacy was called into question by some delegates, who argued that the Statutes of the Movement could not be amended to take account of the provisions of Protocol III before the latter had entered into force. Moreover, the permanent representatives of Tunisia and Pakistan reminded the participants that several draft amendments had been submitted to the Conference on behalf of the member states of the League of Arab States and the member states of the Organisation of the Islamic Conference.

Following a decision by the chairman, these points were taken up by the Bureau of the Conference, which received two legal opinions. The first, which was submitted by the ICRC, the International Federation, the British Red Cross and Switzerland in its capacity as the depositary state for the Geneva Conventions and their Protocols, concluded that the Conference had been legitimately convened and that, as Protocol III had been signed by more than sixty states, there was no need to await its entry into force before taking the measures required to implement it. The second opinion, which was submitted by the Arab Group and the Organisation of the Islamic Conference, concluded that the Conference could not validly deliberate, since Protocol III had not yet entered into force. The Bureau decided that the two legal opinions would be included in the report on the Conference and that the amendments to the draft resolution submitted by the Federation, the ICRC and the Standing Commission would be examined within the framework of a negotiating group headed by Ambassador Strommen, vice-chairman of the Conference.

19 Pursuant to Article 11, paragraph 1, of Protocol III, the latter was to enter into force six months after the first two instruments of ratification or accession had been deposited. As Norway had ratified it on 13 June 2006 and Switzerland on 14 July 2006, Protocol III entered into force on 14 January 2007. As of 31 December 2006, 84 states had signed Protocol III and nine had ratified it, namely Bulgaria, Honduras, Hungary, Iceland, Liechtenstein, Netherlands, Norway, Philippines and Switzerland.

20 Proposal from the governments of Pakistan and Tunisia, 29th International Conference of the Red Cross and Red Crescent, Amendments to the draft resolution of 9 June 2006, 18 and 19 June 2006.

21 In addition to the chairman, the vice-chairmen, the secretary-general and the assistant secretaries-general, the Bureau included the presidents of the ICRC and the International Federation.

22 Legal opinion on the question of whether the Statutes of the International Red Cross and Red Crescent Movement can be amended before the Third Additional Protocol has entered into force, 20 June 2006. ICRC Archives, file B AI 2006 231–151.

Once that decision had been taken, the Conference resumed its work in conformity with the agenda proposed by the Council of Delegates.

Ambassador Philippe Cuvillier, the Standing Commission’s special representative on the emblem, reported to the Conference on the work carried out by the Commission in order to achieve a comprehensive and lasting solution to the question of the emblem, pursuant to the mandate it had received from the 28th International Conference of the Red Cross and Red Crescent.24 Stressing that it was up to the 29th International Conference to complete a process that had been initiated several years earlier, Mr Cuvillier reminded the participants of the different steps that had already been taken. First of all, the Conference had been convened pursuant to Resolution 5 of the Council of Delegates held in Seoul in 2005, which had requested the Standing Commission, the ICRC and the Federation “as a matter of urgency to undertake the measures needed to give effect to the third Protocol after its adoption, especially with a view to ensuring the achievement as soon as possible of the Movement’s principle of universality”.25 Lastly, Mr Cuvillier expressed the hope that the Conference would achieve its aim and clear the final hurdles by means of a consensus, as befitted a Movement guided by the principle of unity.26

Mr Jakob Kellenberger then reported on the medical facility that the ICRC had proposed to set up in the occupied Golan after consultation with the local authorities, doctors and representatives of the population concerned,27 and Ambassador Pfirter reported on the representations made by Switzerland in order to ensure the implementation of the Memorandum of Understanding signed on 28 November 2005 by the heads of the Magen David Adom and the Palestine Red Crescent.28

Forty-three delegations took part in the general debate. Some expressed their support for the draft resolution submitted by the Standing Commission and asked the Conference to take the necessary steps to admit the Magen David Adom and the Palestine Red Crescent to the Movement without delay. Others stated their opposition to the draft resolution and asked that the Conference be postponed. Still others voiced their opinions on the draft amendments submitted by Tunisia

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27 “Majdal Shams Hospital” project, occupied Golan: ICRC statement, Statement to the 29th International Conference of the Red Cross and Red Crescent by ICRC President Dr Jakob Kellenberger, 20 June 2006, on the establishment of an emergency and diagnostic centre at Majdal Shams (http://www.gva.icrc.priv/web/eng/siteeng0.nsf/htmlall/conference29-statement-20060606/opendocument) ICRC Archives, file B AI 2006 231-121/2.
and Pakistan on behalf of the member states of the League of Arab States and the
member states of the Organisation of the Islamic Conference.

In parallel, Ambassador Martabit and Ambassador Strommen, vice-
chairmen of the Conference, conducted informal negotiations with the aim of
reaching an agreement on the draft resolution and the proposed amendments.

However, once the Conference had concluded its general debate – during
which time the informal negotiations had continued virtually uninterrupted –
there was still no compromise solution in sight that might lead to a consensus.
In reporting back to the Conference on the work of the informal consultation
group, Ambassador Strommen acknowledged that, despite the enormous efforts
undertaken by the group, the negotiations had been to no avail.

Consequently, the Conference moved towards a vote. In conformity
with Rule 20(1) of the Rules of Procedure of the International Red Cross and
Red Crescent Movement, the chairman first put to the vote the amendments
to the draft resolution submitted by the member states of the
League of Arab States and the member states of the Organisation of the Islamic
Conference.

At the request of 10 delegations, the vote was taken by roll call. The draft
amendments were rejected by 191 votes to 73, with 43 abstentions.

The chairman then put to the vote the draft resolution submitted by the
Federation, the ICRC and the Standing Commission, again by roll call at the
request of 10 delegations. The draft resolution was adopted by 237 votes to 54,
with 18 abstentions.

In the voting, several National Societies demonstrated their independence
by distancing themselves from the positions taken by their governments. On the
whole, more National Societies than state representatives supported the draft
resolution.

When given a chance to explain their vote, several delegations expressed
their regret that the Conference was divided on the question of the emblem and
underscored the importance of getting back to work and restoring unity to the
Movement. Certain delegations stressed their willingness to co-operate with the
new National Societies despite having opposed the draft resolution.

4. Recognition of the Magen David Adom and the Palestine Red
Crescent Society

At the conclusion of the 29th International Conference, Mr Kellenberger
stated that the ICRC’s Assembly had examined the applications submitted by
the Magen David Adom and the Palestine Red Crescent prior to the opening of the

29 Handbook of the International Red Cross and Red Crescent Movement, above note 9, p. 442.
30 Resolution 1 of the 29th International Conference of the Red Cross and Red Crescent, adopted on 22
June 2006, is appended to this article.
Conference and that he could therefore announce the recognition of the two National Societies and their admission to the Movement.\textsuperscript{31}

5. The General Assembly of the International Federation

The statement by the ICRC president enabled the president of the International Federation, Mr Juan Manuel Suarez del Toro, immediately to call a meeting of the Federation’s General Assembly.\textsuperscript{32} The National Societies regrouped while the state representatives left the hall. The Palestine Red Crescent and the Magen David Adom were then admitted to the Federation by acclamation.\textsuperscript{33} Visibly moved, Mr Younis al-Khatib, president of the Palestinian National Society, and Dr Noam Yifrach, chairman of the Magen David Adom’s Executive Committee, climbed onto the podium to general applause. Mr al-Khatib announced that he wished to dedicate the day to all of the volunteers of the Palestine Red Crescent, who carried out their humanitarian duties in extremely difficult conditions, sometimes risking their lives. Mr Yifrach thanked all those who had helped the Magen David Adom become a full member of the Movement.

6. Looking ahead

The simultaneous admission of the Palestine Red Crescent and the Magen David Adom to the Movement was the culmination of almost fifteen years of negotiations that had begun after the publication of an article by ICRC President Cornelio Sommaruga in the \textit{International Review of the Red Cross} in July 1992.\textsuperscript{34} The admission marked a decisive step towards achieving the full universality to which the Movement aspires and which is included among its Fundamental Principles. The fact that the admission of the two new Societies took place by acclamation during the Federation’s General Assembly acted like a healing balm on the wounds caused by the voting over the adoption of Protocol III and the resolution of the 29th International Conference. It was also a sign of the Movement’s unity and endurance.

In the final analysis the Movement has no doubt been strengthened by this ordeal during which it demonstrated its ability to remedy a painful situation that had lasted far too long, one that had jeopardized its unity and clouded its future, and one that was loaded with symbolic but also political and moral consequences, since it was related to the identity of two peoples of the Middle East.

\textsuperscript{31} ICRC press release No. 06/65, “International conference paves way for red crystal”, 22 June 2006.
\textsuperscript{32} The General Assembly of the International Federation had already met on 19 June 2006, prior to the Council of Delegates.
\textsuperscript{33} Press release No. 48/06 of the International Federation of Red Cross and Red Crescent Societies, “The International Federation admits two new National Societies”, 22 June 2006.
\textsuperscript{34} Cornelio Sommaruga, “Unity and plurality of the emblems”, \textit{International Review of the Red Cross}, No. 289 (July–August 1992), pp. 333–8.
By recognizing the humanitarian commitment of the Palestine Red Crescent and the Magen David Adom, and by accepting the two Societies as fully fledged members, the Movement also acquired two operational partners subject to the same rules and benefiting from the same rights as all the other National Societies, a fact that could only enhance the effectiveness of its action.

In divesting itself of an obstacle that threatened its future and limited its potential, and in finding a balanced solution to a question that had consumed its energy and cast a pall over its deliberations for decades – a solution respectful of its Fundamental Principles – the Movement has acquired greater freedom of action and a greater capacity to meet the challenges of the future.

Through the adoption of Protocol III, the Movement has also convinced the states party to the Geneva Conventions to create a new tool that will strengthen the protection afforded to war victims: a distinctive sign that is free of any national, political or religious connotation and that is recognized, alongside the red cross and red crescent, as a means of identifying military and civilian medical personnel, vehicles, installations and objects in wartime. In view of the increasing polarization we have witnessed in recent years, there can be no doubt that this new tool will make it possible, in some situations, to better protect medical services, humanitarian personnel and victims of war, and thus to save lives.

Lastly, the lead-up to the 29th International Conference fostered cooperation between the Magen David Adom and the Palestine Red Crescent, a fact all the more remarkable as the environment in which the two Societies were working never ceased to worsen. The simultaneous admission of the two National Societies to the Movement sent out a message of peace to all the people of the Middle East at a time when their region was once again plunging into crisis.

Annex

Twenty-ninth International Conference of the Red Cross and Red Crescent

RESOLUTION 1 (Adopted on 22 June 2006)

The 29th International Conference of the Red Cross and Red Crescent, noting the report of the Standing Commission of the Red Cross and Red Crescent on the follow up to resolution 3 of the 28th International Conference, taking account of the Third Protocol Additional to the Geneva Conventions adopted on 8 December 2005 in Geneva, and of the Final Act of the Diplomatic Conference on the emblem, acknowledging that the Memorandum of Understanding signed on 28 November 2005 and referred to in paragraph 15 of the Final Act of the Diplomatic Conference was concluded in an effort to facilitate the adoption of the Third Protocol and to pave the way for the membership of both signatory societies in the International Red Cross and Red Crescent Movement,
considering the unique and special situation of the Palestine Red Crescent Society, emphasizing that the recognition and admission of the Palestinian Red Crescent Society do not under any circumstances create a precedent for any other entity or territory, guided by the Fundamental Principles of the Red Cross and Red Crescent, in particular the Principle of Universality,

1. adopts the draft amendments to the Statutes of the International Red Cross and Red Crescent Movement annexed hereto;
2. decides that the Third Protocol emblem will henceforth be designated as the “red crystal”;
3. requests the International Committee of the Red Cross to recognize the Palestine Red Crescent Society, and requests the International Federation of Red Cross and Red Crescent Societies to admit this Society as a member.

Annex to Resolution 1

Proposed Amendments to the Statutes of the International Red Cross and Red Crescent Movement - Statutes of the International Red Cross and Red Crescent Movement

Title

Complete as follows the parenthesis below the title (adopted by the Twenty-fifth International Conference of the Red Cross at Geneva in 1986, amended in 1995 and 2006).

Article 3

Replace as follows the last sentence of Article 3, paragraph 2: “They also cooperate with their governments to ensure respect for international humanitarian law and to protect the distinctive emblems recognized by the Geneva Conventions and their Additional Protocols.”

Article 4

Replace as follows Article 4, paragraph 5: “5. Use a name and distinctive emblem in conformity with the Geneva Conventions and their Additional Protocols.”

Article 21

Replace as follows Article 21, paragraph 2: “2. The present amended Statutes shall enter into force on 22 June 2006.”