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ICRC

**2nd Discussion
on Strengthening Compliance with International Humanitarian Law (IHL)**

Functions of a possible IHL compliance system and their features

8–9 April 2013

Background document

Geneva, March 2013

THE PURPOSE OF THIS DOCUMENT IS TO FACILITATE DEBATE AT THE SECOND DISCUSSION MEETING. IT DOES NOT EXPRESS, EITHER IN WHOLE OR IN PART, THE POSITIONS OF THE INTERNATIONAL COMMITTEE OF THE RED CROSS (ICRC) OR OF THE GOVERNMENT OF SWITZERLAND.

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Functions of a possible IHL compliance system and their features

1. Introduction

Like the first discussion among a group of States held on 8/9 November 2012, the second round is part of the consultations that are being facilitated by the Government of Switzerland and the International Committee of the Red Cross (ICRC) with a view to implementing Resolution 1 adopted at the 31st International Conference of the Red Cross and Red Crescent in December 2011¹.

The discussions follow up on the 13 July 2012 meeting of States where it was concluded that States currently lack an opportunity for a regular and structured dialogue on issues of IHL compliance and that establishing an institutional framework for such a dialogue would be useful. In their exchanges on the possible features of an appropriate institutional framework, participants in the 8/9 November 2012 discussion mentioned that it should focus on issues that would allow the establishment of trust and avoid politicization, and include exchanges of views on good practices. Most participants were of the view that regular meetings of States would be necessary, while some also mentioned that special meetings could be useful as well. While recognizing the important contribution that regional compliance systems can play, a clear majority of participants recognized that a forum for States would have to be of a universal nature.

At the 8/9 November 2012 discussion, a more in-depth analysis of the possible functions of an IHL compliance system and, in particular, of their features, were deemed necessary in order to prepare for further discussions at the next meeting of States, which will take place on 17/18 June 2013 in Geneva.

The 8/9 April 2013 discussions will thus focus on the possible functions that an IHL compliance system would need to perform and on their features.

This background document is structured as follows: Section 2.1 focuses on the four functions discussed during the November 8/9 meeting and their features. Section 2.2 provides an overview of functions that were not fully discussed during the November 8/9 meeting (but could be relevant for an IHL compliance system), and their features. Section 3 deals with the structure and features that a Meeting of States could have. Section 4 provides ideas on the way forward with regard to the Strengthening Compliance with IHL process.

Each section is followed by a list of questions with a view to focusing the debate and to identifying responses to the issues presented for discussion.

¹ http://www.rcrcconference.org/docs_upl/en/R1_Strengthening_IHL_EN.pdf.

2. Possible functions of an IHL compliance system and their features

2.1 Possible functions of an IHL compliance system (preliminarily discussed in November 2012), and their features

a) Periodic reporting

Brief description:

The submission of periodic reports on compliance with the relevant treaty or body of law is a regular function of many international compliance systems. Under those systems, States regularly submit reports on measures they take to ensure the proper implementation of and respect for their obligations with regard to specific treaties or bodies of law. The reporting exercise serves a self-monitoring function as it allows a State to gather, collate and analyze domestic law and practice. It also provides an opportunity for external actors - other States or expert bodies - to engage in a dialogue with the reporting State in order to identify ways of improving its level of implementation with the relevant law. The general aims of a reporting system are thus the identification of challenges and the evaluation of developments in the implementation of a State's obligations. An important characteristic of a reporting system is that it establishes a continuous process and allows the input of a variety of actors in the different phases: the collection of data, its analysis at the national level, the compilation of the report, and, finally, the formulation of recommendations by the relevant review body. The specific procedure varies: some States include non-governmental organizations' (NGO) positions in their reports, others submit the draft reports for parliamentary review prior to transmitting them to the relevant review body, etc.

The following reporting systems have been relied on to extrapolate the main features detailed further below:

- Anti-Personnel Mine Ban Convention (APMBC)/ or Convention on Anti-Personnel Mines;
- Convention on Cluster Munitions (CCM);
- Convention for the Protection of Cultural Property in the Event of Armed Conflict;
- Universal Periodic Review (UPR);
- UN Human Rights Conventions²;
- Monitoring and Reporting Mechanism on Children Affected by Armed Conflict (MRM);
- Convention on Action against Trafficking in Human Beings (adopted by the Council of Europe);
- Reporting Mechanism of the Financial Action Task Force (FATF);
- Inter-American Commission on Human Rights;
- Reporting at the International Conferences of the Red Cross and Red Crescent;

² All UN human rights conventions provide for a reporting procedure: International Covenant on Civil and Political Rights (ICCPR); International Covenant on Economic, Social and Cultural Rights (ICESCR); Convention on the Elimination of All Forms of Racial Discrimination (CERD); Convention on the Elimination of All Forms of Discrimination against Women (CEDAW); Convention against Torture and Other Cruel, Inhuman or Degrading Treatment or Punishment (CAT); Convention on the Rights of the Child (CRC); International Convention on the Protection of the Rights of All Migrant Workers and Members of Their Families (CMW); Convention on the Rights of Persons with Disabilities (CRPD); International Convention for the Protection of All Persons from Enforced Disappearance (CED).

- Resolution adopted by the General Assembly relating to the Status of the Protocols Additional to the Geneva Conventions of 1949 and relating to the Protection of Victims of Armed Conflicts³;
- Conventions of the International Labour Organization (ILO).

Main features:

1. Scope

Reporting systems usually deal with general or thematic issues and not with specific cases or situations⁴.

The majority of reporting systems deal with a single treaty⁵ and require States Parties to report on measures they have adopted to ensure the full implementation of that treaty. However, certain reporting systems deal with a range of treaties, such as the Committee of Experts on the Application of the Conventions and Recommendations of the ILO, which deals with all ILO Conventions⁶. Others deal with a whole branch of law⁷, such as the UPR, or with specific provisions of a treaty⁸, such as the Group of Experts established under the European Convention on Action against Trafficking in Human Beings.

Other systems - such as the Monitoring and Reporting Mechanism on Children Affected by Armed Conflict⁹ - monitor specific violations¹⁰.

2. Voluntary or mandatory basis

The majority of reporting systems are mandatory¹¹.

³ In this resolution - which is adopted biennially by the UN General Assembly - the UN Secretary General is requested to submit a report to the General Assembly on the status of the Additional Protocols relating to the Protection of Victims of Armed Conflicts, as well as on measures taken to strengthen the existing body of international humanitarian law with, *inter alia*, respect to its dissemination and full implementation at the national level, based on information received from Member States and the International Committee of the Red Cross.

⁴ There may be exceptions to this approach. By way of example, the Human Rights Committee, which monitors the implementation of the International Covenant on Civil and Political Rights had, in the 1990s, requested several states (Bosnia and Herzegovina, Croatia, The Federal Republic of Yugoslavia, Burundi, Angola, Haiti, Rwanda, and Nigeria), to present their overdue initial/periodic report without delay or to prepare ad hoc reports on specific issues.

⁵ APMBC (Article 7); Convention for the Protection of Cultural Property in the Event of Armed Conflict; all UN human rights conventions.

⁶ <http://www.ilo.org/global/standards/applying-and-promoting-international-labour-standards/committee-of-experts-on-the-application-of-conventions-and-recommendations/lang-en/index.htm>.

⁷ Annex of Resolution 5/1, "Institution-Building" adopted by the United Nations Human Rights Council on 18 June 2007: "1. The basis of the review is: (a) The Charter of the United Nations; (b) The Universal Declaration of Human Rights; (c) Human rights instruments to which a State is party; (d) Voluntary pledges and commitments made by States, including those undertaken when presenting their candidatures for election to the Human Rights Council (hereinafter "the Council"). 2. In addition to the above and given the complementary and mutually interrelated nature of international human rights law and international humanitarian law, the review shall take into account applicable international humanitarian law".

⁸ Under this Council of Europe Convention, a Group of Experts on Action against Trafficking in Human Beings (hereinafter referred to as "GRETA") evaluates the implementation of the treaty following a procedure divided in rounds. At the beginning of each round GRETA selects the specific provisions on which the evaluation will be based.

⁹ Based on Resolution 1612 (2005) of the UN Security Council, supplemented by Resolution 1882 of 2009 and Resolution 1998 of 2011.

¹⁰ The Monitoring and Reporting Mechanism on Children Affected by Armed Conflict (MRM) focuses on six "grave violations" against children in situations of armed conflict and/or in "other situations of concern", namely: a) the killing or maiming of children; b) the recruitment or use of children as soldiers; c) rape and other grave sexual violence against children; d) the abduction of children; e) attacks against schools or hospitals; f) denial of humanitarian access for children.

¹¹ UN human rights conventions; APMBC; Convention on Action against Trafficking in Human Beings; Convention for the Protection of Cultural Property in the Event of Armed Conflict.

When a reporting system is established by means of a resolution States are not legally required to report; however, in the case of a resolution of the UN General Assembly or of the International Conference of the Red Cross and Red Crescent, States undertake a political commitment to submit the requested reports.

Some regional political organizations also have voluntary reporting systems¹².

3. Periodicity

Several reporting systems - such as those established by the UN human rights treaties - require a State to submit an initial report to the relevant treaty body one or two years after the treaty's entry into force for it and then periodically thereafter (usually every four or five years)¹³. The relevant committee may formulate a list of issues and questions for the State Party, which is invited to send a delegation to attend the committee session and interact with its members. The relevant committee may proceed to examine a State's compliance record even though no report has been received.

Under the UPR, the human rights situation in all UN member States is reviewed every 4 1/2 years. States are required to implement the recommendations identified during the previous reporting cycle and to provide information at the next review on what has been achieved. States are also encouraged to provide an intermediary report to the Human Rights Council.

Under certain weapons' treaties the reporting periodicity is more regular, given the more precise and technical subject-matter involved (confidence-building or transparency reports required by Articles 7 of both the APMBC and the CCM). It should, moreover, be noted that the UN General Assembly resolution relating to Status of the Protocols Additional to the Geneva Conventions of 1949 and relating to the Protection of Victims of Armed Conflicts requests States to provide the necessary information to the UN Secretary General every two years.

The reporting system under the Convention for the Protection of Cultural Property in the Event of Armed Conflict is distinct from those mentioned above in that it leaves States a certain liberty to decide when they will report ("at least" once every four years)¹⁴.

4. Structure

a) Body in charge of examining the report

In most reporting systems, States report to a committee composed of independent experts serving in their personal capacity, as is the case with the committees of experts established by the UN human rights treaties. The committees are tasked to collect information and data, receive State reports, act as a forum for reviewing the

¹² Such as the League of Arab States; Arab Inter-Parliamentary Union (IPU); Commonwealth of Independent States (CIS); Economic Community of West African States (ECOWAS); Organization of American States (OAS). For more details, see the Background Document of the 8/9 November 2012 discussion.

¹³ States are also invited to report every four years to the International Conference of the Red Cross and Red Crescent.

¹⁴ Convention for the Protection of Cultural Property in the Event of Armed Conflict, Article 26 § 2.

performance of States, and to take other measures as may be necessary to accomplish their task.

Another procedure is the peer-review. Within the UN Human Rights Council it is known as the Universal Periodic Review and is carried out by a UPR Working Group which consists of the 47 members of the Council (however, any UN Member State can take part in the discussion/dialogue with the reviewed State). Every review is managed by groups of three States, known as “troikas”, chosen by lot, who serve as rapporteurs. The UPR system receives secretariat support from the Human Rights Council and the Treaties Division of the UN Office of the High Commissioner for Human Rights (OHCHR), to which States are required to submit their reports.

Some treaties ask States to report to the UN Secretary General who then circulates them to the States Parties in advance of a Conference of High Contracting Parties which is entitled to consider the reports¹⁵.

Under the MRM procedure, the drafting of the reports is coordinated by the Special Representative of the UN Secretary General for Children and Armed Conflicts and UNICEF. Once the report has been submitted to the UN Secretary General for approval, it is shared with the concerned government. It is then submitted to and reviewed by the UN Security Council Working Group on Children and Armed Conflict. The Working Group is also tasked to review action plans that parties to armed conflicts must adopt to halt the recruitment and use of children in violation of their international obligations, as well as other violations of children’s rights (Resolution 1612, para. 8)¹⁶. The Working Group may address recommendations to the UN Security Council on possible measures to promote the protection of children affected by armed conflict. Available measures include targeted sanctions, as well as recommendations on appropriate mandates for peacekeeping missions. The Working Group may also address recommendations to other bodies within the UN system.

b) Sources of information

The vast majority of reporting systems require only States to provide a report. However, some systems are open to input from other actors as well. Thus, in the UN human rights treaty body system information may be received from UN partners and NGOs and may be taken into account in the issuance of concluding observations/recommendations to a State. For example, the Committee of the Rights of the Child and the Committee on Economic, Social and Cultural Rights invite written information from NGOs and provide them with an opportunity to present oral information before the respective Committee and its pre-sessional working group. The Human Rights Committee has encouraged States to consult with national entities, including NGOs, in the preparation of their reports.

The UPR process directly involves civil society. The review is based on a national report established by the State, on information contained in the reports of UN entities: independent human rights experts and working groups (known as the

¹⁵ APMBC, Article 7 and CCM, Article 7.

¹⁶ For an overview of existing action plans, see Children and Armed Conflict, Report of the Secretary General, A/65/820–S/2011/250, 23 April 2011.

Special Procedures), human rights treaty bodies and others, and on information from other stakeholders, including national human rights institutions and NGOs.

Under the reporting system of the International Conference of the Red Cross and Red Crescent, States, the ICRC, National Red Cross and Red Crescent Societies and the International Federation of Red Cross and Red Crescent Societies submit their own reports.

Pursuant to the UN General Assembly resolution relating to the Status of the Protocols Additional to the Geneva Conventions of 1949 and relating to the Protection of Victims of Armed Conflicts the ICRC is, in addition to States, requested to provide a biannual report.

The MRM is a bottom-up procedure in which UN agencies, NGOs and other partners collect information in the field and channel it up to the UN Secretariat. In the field, the MRM is implemented through UN-led Task Forces¹⁷, co-chaired by the highest UN authority in the country and by UNICEF. The Task Forces oversee the implementation of action plans signed with parties to the conflict in the relevant country and coordinate the work of child protection advisors who collect and verify information. The collection of such information is made in close collaboration with NGOs, whether or not they are formal members of a Task Force. Resolution 1612 emphasizes the need for the MRM to operate in cooperation with national Governments. This means that national Governments should assist the MRM teams by facilitating contacts and access to conflict affected areas. However, Governments are not required nor expected to take part in the monitoring process themselves, nor to give their consent to the country report.

c) Follow-up of reports

Within the human rights system, treaty bodies have the most elaborate procedure in terms of follow-up of State reports. After the adoption of recommendations/concluding observations, the relevant committee appoints a special rapporteur to establish, maintain or restore a dialogue with a State Party. In order to enable the committee to take further action, the special rapporteur also reports back to the committee.

Under the MRM procedure, the commission of violations by a party to an armed conflict triggers the inclusion of its name in a “list of shame” published in the UN Secretary General’s Report on Children and Armed Conflict in accordance with UN Security Council resolutions 1539 (2004), 1612 (2005) and 1882 (2009)¹⁸. A party to a conflict is listed if it violates international child use and recruitment obligations applicable to it¹⁹ and/or engages in contravention of applicable international law, in patterns of killing and maiming of children and/or rape and other sexual violence against children²⁰. As part of the de-listing process, a party to the conflict, whether State or non-State, is required to enter into a dialogue with the United Nations in

¹⁷ The Task Forces are composed of representatives from all relevant UN agencies and UN mission components and, in some cases, NGOs.

¹⁸ Report of the UN Secretary General to the Security Council, Children and Armed Conflict, UN Doc. A/64/742-S/2010/181, 13 April 2010, p. 179.

¹⁹ UN Security Council Resolution 1379, para. 16.

²⁰ UN Security Council Resolution 1882, para. 3.

order to prepare and implement a concrete, time-bound action plan to cease and prevent the grave violations against children for which it was listed.

Between two UPR rounds, States are due to implement the recommendations contained in what is known as the final outcome. During each subsequent review States are expected to provide information on what they have done to implement the recommendations made during the previous review, as well as on any relevant developments in the field of human rights.

As regards the Anti-Personnel Mine Ban Convention, an Implementation Support Unit (ISU) has been established to support States, including by providing advice and technical support on treaty implementation and universalization²¹. The ISU also assists individual States Parties in preparing transparency reports, particularly by advising States Parties which are in the process of clearing mined areas on how to provide the clarity required by Convention obligations²².

5. Public or confidential nature

In most reporting systems, State reports and discussions of reports are public. The UN treaty bodies and the UPR system provide for public procedures.

As part of the UN treaty body review, States send a delegation to the relevant committee session to answer questions posed by committee members and to listen to their comments, over the course of one or more public meetings. The recommendations/concluding observations issued by the committee are likewise public. NGO representatives may be present during the review meetings but cannot take the floor. In general, UN treaty bodies require States to reply to a prior list of issues and questions in writing. Written replies are usually published on the web pages of the relevant committee²³.

The UPR system also allows for a public review, which is conducted by the UPR Working Group (comprising the 47 members of the Human Rights Council) and, as already mentioned, is based on: the national report, a compilation of UN information, and a summary of stakeholders' information, all of which are public. Any UN member State can take part in the discussion with a State under review. The review begins with the presentation of the national report and is followed by an interactive dialogue, at the end of which the State under review presents its final observations. Then, an “outcome report” consisting of the questions, comments and recommendations made by States to the country under review, as well as the responses by the reviewed State, is prepared by the “troika” with the involvement of the State. During the Working Group session which does not take place until 48 hours after the country review, the reviewed State has the opportunity to make preliminary comments on the recommendations, choosing to either accept or reject them. The report then has to be adopted at a plenary session of the Human Rights Council. During the plenary session, the State under review can reply to questions and issues that were not sufficiently addressed during the Working Group and respond to recommendations that were raised by States during the review. Time is also allotted to member and

²¹ <http://www.apminebanconvention.org/implementation-support-unit/activities/support-to-individual-states-parties/>.

²² *Ibid.*

²³ With the exception of the Committee on the Elimination of Racial Discrimination.

observer States who may wish to express their opinion on the outcome of the review, and for NGOs to make general comments.

Under the APMBC and the CCM, reports are also public and are considered by Meetings of the States Parties.

The MRM procedure is public given that the Secretary General issues an annual Report on Children and Armed Conflict which includes two annexes naming (and shaming) parties who have committed “grave violations” against children. Annex I lists parties who are on the Security Council’s agenda, while Annex II lists parties who are not, but also raise concerns in relation to the protection of children in armed conflict. The lists include both States and non-State armed groups.

Some reporting systems²⁴ - such as the reporting mechanism of the Financial Action Task Force - are confidential in the sense that the report itself and all the information obtained or used during the review remain confidential. An executive summary is, however, included in a public annual report. In the same sense, GRETA addresses a questionnaire to States Parties, the responses to which it treats as confidential unless the Party involved requests publication.

6. Issues related to non-State armed groups

An important feature of the MRM is that it allows for the monitoring of both States and non-State armed groups. Resolution 1612 recognizes that contacts with such groups may, within certain limits, be required for the implementation of the procedure. Paragraph 2(d) “stresses that any dialogue established under the framework of the monitoring and reporting mechanism by United Nations entities with non-State armed groups in order to ensure protection for and access to children must be conducted in the context of peace processes where they exist and the cooperation framework between the United Nations and the concerned Government”. As already mentioned, once a party - whether a State or non-State actor - is included in the “list of shame”, it must enter into dialogue with the United Nations in order to be de-listed. In the case of non-State actors, the consent of the relevant State for such a dialogue is required. Without it, non-State actors may remain listed indefinitely, regardless of whether or not they cease committing violations²⁵. A number of non-State actors have also adopted action plans, whose implementation may be reviewed by the UN Security Council Working Group.

The Optional Protocol to the Convention on the Rights of the Child on the Involvement of Children in Armed Conflict addresses the conduct of non-State actors. However, only States may submit reports. They are, notably, requested to report, when applicable, on the number of children recruited and used in hostilities by armed groups in the State Party²⁶.

²⁴ The FATF is an intergovernmental body established in 1989. It consists of representatives of 34 States and 2 regional organizations. Its aim is to promote the implementation of a variety of measures for combating money laundering, terrorist financing and other related threats to the international financial system.

²⁵ Resolution 1612, para. 2 (d).

²⁶ Revised Guidelines regarding initial reports to be submitted by States Parties under Article 8 § 1 of the Optional Protocol to the Convention on the Rights of the Child on Involvement of Children in Armed Conflict, September 2007, para. 8.

The Inter-American Commission on Human Rights, which considers itself competent to apply IHL, has decided that when receiving and reviewing reports by States, it may monitor the conduct of armed groups, including their compliance with IHL²⁷. This procedure, however, does not permit a dialogue with armed groups and does not provide for the enforcement of its findings with respect to non-State armed groups.

Possible questions for discussion:

What could/should be the features of a possible reporting function by an IHL compliance system as regards:

- Scope;
- Voluntary or mandatory basis;
- Periodicity;
- Structure (body in charge of examining the report, sources of information, follow-up of reports);
- Public or confidential nature;
- Issues related to non-State armed groups.

b) Fact-finding

Brief description:

Fact-finding is a method of ascertaining facts on the basis of information gathered, compiled and analyzed from a range of sources, which serves to shed light on the circumstances, causes and consequences of an event (or events). The purpose of fact-finding is to ascertain controversial facts when there are mutual allegations and denials of violations. Fact-finding generally does not include pronouncements of an authoritative or binding nature on the legal consequences of the facts established.

Without purporting to be exhaustive, the following fact-finding mechanisms have been relied on to extrapolate the main features detailed further below:

- Enquiry Procedure of the Geneva Conventions²⁸;
- International Humanitarian Fact-Finding Commission²⁹;

²⁷ Inter-American Commission on Human Rights, Third Report on the Situation of Human Rights in Colombia, OEA/Ser/L/V/II.102, Doc. 9 rev.1, at 72, para. 6, based on GA Res. 1043 (XX-0/90), 1990.

²⁸ Very few attempts to use the formal enquiry mechanism have been made since the 1929 Convention was adopted, and none have resulted in the actual launching of the procedure. Resort to this mechanism was proposed on four occasions only: a) during the war between Italy and Ethiopia (1935-36), both sides addressed complaints of IHL violations to the ICRC, and the organization offered its services to help them set up an international commission of enquiry. The Parties never reached an agreement on the formation of such a commission; b) following the Katyn Massacre (1943), the German Red Cross asked the ICRC to participate in the exhumation of the victims and the Polish government in exile asked the ICRC to conduct an independent investigation. The ICRC answered that it would be ready to lend its assistance to establish an enquiry commission with the consent of all the Parties. The Soviet government never answered and the Polish government withdrew its request; c) during the Korean War (1952), the Democratic People's Republic of Korea accused the United States of America of using bacteriological weapons. The USA asked the ICRC to conduct an independent enquiry. The organisation answered that it would set up an enquiry commission if all Parties would agree. The DPRK never reacted to this proposal; d) during the war between Israel and Arab States (1973-1974), the parties to the conflict alleged serious violations of IHL against each other and asked the ICRC to investigate. The ICRC proposed the constitution of two bipartite enquiry commissions, but no agreement between the Parties was reached on this procedure.

- Fact-finding system under the Anti-Personnel Mine Ban Convention;
- Commissions of Inquiry established by the Human Rights Council or the Security Council.

Main features:

1. Scope

Most fact-finding mechanisms deal with all allegations of violations of the relevant law by States or other parties to an armed conflict. Thus, Commissions of Inquiry established by the Human Rights Council deal with human rights violations and, in situations of armed conflict, with IHL as well³⁰.

The International Humanitarian Fact-Finding Commission (IHFFC)³¹ is competent to inquire into any facts alleged to be a grave breach as defined in the Geneva Conventions and Additional Protocol I, or other serious violations of the Geneva Conventions or Additional Protocol I. Other mechanisms, i.e. the enquiry procedure established under the 1949 Geneva Conventions provide for a fact-finding function to deal with any alleged violations of the Geneva Conventions³².

Still others, such as the as the Anti-Personnel Mine Ban Convention, aim to facilitate and clarify compliance with the provisions of that Convention, including by means of fact-finding missions whose mandate is established in each case by an authorized body³³.

2. Triggering

Some fact-finding systems require the prior consent of the State(s) concerned. Thus, the IHFFC requires the consent of the involved Parties, whether given in advance by means of formal declarations or granted for a specific situation on an *ad hoc* basis. The competence of the IHFFC is mandatory if the relevant States involved in an international armed conflict are Parties to the Protocol and have made a formal declaration accepting its competence for allegations of grave breaches or of other serious violations of IHL, and one of them requests its services³⁴.

Under the enquiry procedure established by the four 1949 Geneva Conventions³⁵, which is applicable in international armed conflicts only, an enquiry into an alleged

²⁹ The IHFFC has never been triggered.

³⁰ Several Commissions of Inquiry are explicitly mandated to investigate violations of international humanitarian law. This was the case with the "International Fact-Finding Mission to Investigate Violations of International Law, Including International Humanitarian and Human Rights Law, Resulting From the Israeli Attacks on the Flotilla of Ships Carrying Humanitarian Assistance", as constituted under HRC Res14/1 (2 June 2010). However, other Commissions of Inquiry are not mandated to investigate violations of international humanitarian law; rather, the Commission "declares" this competence by investigating both violations of human rights and international humanitarian law.

³¹ The IHFFC was created in 1991 on the basis of Article 90 of Additional Protocol I. The IHFFC is composed of 15 individuals acting in their personal capacity.

³² Enquiry procedure established by Common Article 52/53/132/149 Geneva Conventions I-IV.

³³ A Meeting of States Parties or a Special Meeting of States Parties, APMB, Article 8 § 7 and 8.

³⁴ Apart from consent, or a willingness of those who have made a formal declaration to activate it, there is no other formalized way of ensuring the actual functioning of the IHFFC. The IHFFC has never been triggered in practice, as it has never obtained the agreement of the Parties concerned in a specific situation. The IHFFC has stated its willingness to enquire into alleged violations of humanitarian law, including those arising in non-international armed conflicts, so long as all parties to the conflict agree.

³⁵ Common Article 52/53/132/149 Geneva Conventions I-IV.

violation of the Geneva Conventions may take place at the request of a party to the conflict. The wording used in the relevant articles makes it clear that the holding of the enquiry is compulsory once one of the belligerents has asked for it³⁶.

Contrary to enquiries that may be requested by the parties to an international armed conflict, Commissions of Inquiry established within the UN system are put in place by resolutions adopted by the Human Rights Council or the UN Security Council. They do not depend on the specific or general consent of the State involved. It should, however, be noted that Commissions of Inquiry do not enter the territory of the State(s) concerned without their prior consent.

Article 8 of the Anti-Personnel Mine Ban Convention provides an elaborate process related to the “facilitation and clarification of compliance”. When a State Party submits a “request for clarification” of a question relating to compliance with the provisions of the Convention by another Party, through the UN Secretary General, and the requested State fails to provide the necessary information, a Meeting of the States Parties or a Special Meeting of the States Parties, as the case may be, may authorize a fact-finding mission and decide on its mandate by a majority of the States Parties present and voting.

3. Public or confidential nature

The IHFFC for example provides for a confidential procedure. Following an investigation, the IHFFC is meant to present its conclusions to the parties, together with any recommendation it might deem appropriate. The report is not disclosed publicly, unless all Parties to the conflict agree to do so³⁷.

However, other fact-finding mechanisms, such as Commissions of Inquiry established by the Human Rights Council, or established under the “facilitation and clarification of compliance” procedure of the APMBC, provide for public procedures. A fact-finding mission established under Article 8 of the APMBC reports the results of its findings, through the UN Secretary General, to a Meeting of the States Parties or a Special Meeting of the States Parties. A Meeting of States Parties or a Special Meeting of States Parties may suggest to the States Parties concerned ways and means of further clarifying or resolving the matter under consideration, including the initiation of appropriate procedures in conformity with international law.³⁸

4. Issues related to non-State armed groups

The IHFFC has stated its willingness to enquire into alleged violations of IHL, including those arising in non-international armed conflicts, so long as all parties to the conflict agree. Thus, if it were given a mandate in a non-international armed conflict it would deal with alleged violations of IHL committed by all parties to the conflict.

³⁶ However, the details of the procedure are to be decided by the belligerents or, when the Parties do not reach agreement on the institution of the enquiry, by an umpire whom they should appoint. It is therefore the responsibility of the Parties to agree on the concrete realization of the procedure. As already mentioned, very few attempts to resort to the enquiry mechanism of the Geneva Conventions have been made, and none have resulted in the actual launching of the procedure.

³⁷ Article 90 § 5 let. c Additional Protocol I.

³⁸ APMBC, Article 8 § 19.

Commissions of Inquiry established by the Human Rights Council have been established in relation to situations of non-international armed conflict. In such cases they deal with alleged violations of IHL committed by all parties to the conflict.

Possible questions for discussion:

What could/should be the features of a possible fact-finding function by an IHL compliance system as regards:

- Scope;
- Triggering;
- Public or confidential nature;
- Issues related to non-State armed groups.

c) Early warning and urgent appeal

Brief description:

Early warning and urgent appeal functions are treated simultaneously given that they both essentially aim at preventing and responding to alleged violations of the law. These functions are in practice usually carried out by individual experts, committees of experts, or political bodies.

Early warning may be understood as the process of collecting and analyzing information in relation to situations or areas of crisis for the purpose of identifying and recommending strategic options for preventive measures that could help avert a possible (further) deterioration.

The goal of the **urgent appeal** function is to enable immediate action in response to allegations of violations of the law and to allow a rapid dialogue with the authorities concerned aimed at clarifying the situation and contributing to a change in behaviour. Mechanisms entrusted with an early warning function transmit urgent appeals/communications to the States concerned and submit reports to the body which established them. Thus, Special Procedures regularly submit reports to the Human Rights Council containing summaries of the concerns raised with States since the last reporting period, and the majority also submit annual reports to the UN General Assembly on their activities.

Without purporting to be exhaustive, the following early warning and urgent appeal mechanisms have been relied on to extrapolate the main features detailed further below:

- Special Procedures of the Human Rights Council (urgent appeal);
- Committee on the Elimination of Racial Discrimination (that monitors implementation of the Convention on the Elimination of All Forms of Racial Discrimination) (early warning and urgent appeal);
- Special Adviser of the UN Secretary General on the Prevention of Genocide and Mass Atrocities (early warning).

Main features:

1. Scope and timing

Most early warning and urgent appeals mechanisms are mandated to act either with respect to human rights situations in specific countries or with respect to major rights-related themes. They may take action as and when a situation meriting action arises.

Special Procedures are usually mandated by the Human Rights Council and typically react by means of urgent appeals when a situation in need of rapid reaction comes, or is drawn, to their attention.

The Special Adviser of the UN Secretary General on the Prevention of Genocide and Mass Atrocities acts as a mechanism of early warning by bringing to the attention of the UN Secretary General, and through him to the UN Security Council, situations that could potentially result in genocide or other mass atrocities. He or she is appointed by the Secretary General and bases his or her work on a broad body of norms including: the Convention on the Prevention and Punishment of the Crime of Genocide; international human rights law; international humanitarian law; international criminal law, and relevant resolutions of the UN General Assembly, the UN Security Council, and the Human Rights Council, including the 2005 World Summit Outcome Document. The Committee on the Elimination of Racial Discrimination's early warning measures aim to prevent existing structural problems from escalating into violent conflicts. Its urgent procedures aim to respond to problems requiring immediate attention in order to avert or limit the scale or number of serious violations of the Convention on the Elimination of All Forms of Racial Discrimination³⁹.

2. Triggering

The urgent appeal and early warning mechanisms are self-triggered.

In the case of the early warning procedure, information is needed to identify situations/areas at risk⁴⁰. Thus, the Committee on the Elimination of Racial Discrimination may decide to consider a specific situation under its early warning mandate on the basis of information made available to it by, among others, UN agencies, human rights bodies, Special Procedures, regional human rights mechanisms, national human rights institutions, and NGOs. Once it decides on the

³⁹ UN Doc/A/48/18, Annex III, § 8, let. a and b.

⁴⁰ Under the early warning procedure of the Committee on the Elimination of Racial Discrimination, criteria for early warning measures could, for example, include the lack of an adequate legislative basis for defining and prohibiting all forms of racial discrimination, as provided for in the Convention; inadequate implementation of enforcement mechanisms, including the lack of recourse procedures; the presence of a pattern of escalating racial hatred and violence, or racist propaganda or appeals to racial intolerance by persons, groups or organizations; a significant pattern of racial discrimination evidenced in social and economic indicators, and significant flows of refugees or displaced persons resulting from a pattern of racial discrimination or encroachment on the lands of minority communities. (Guidelines for the Early Warning and Urgent Action Procedures, Annual Report A/62/18, Annexes, Chapter III, § 12 adopted at the 71st session of the Committee on the Elimination of Racial Discrimination in August 2007.)

measures to be taken⁴¹, these can be transmitted to a variety of actors, including, notably, the State concerned⁴².

With regard to urgent appeals, the Special Procedures of the Human Rights Council are in general entrusted by their mandate to receive information from various sources: Governments, intergovernmental organizations, NGOs, alleged victims of human rights abuses, and others. When they receive credible information that human rights violations that come within the scope of their mandate have occurred, some Special Rapporteurs intervene directly with Governments. An intervention can likewise relate to human rights violations that are ongoing, or that will very likely take place if no action is taken. The decision to intervene is at the discretion of the Special Procedure mandate-holder⁴³.

3. Public or confidential nature

The work of mechanisms entrusted with an early warning/urgent appeal function, the essential focus of which is awareness raising, implies public communication as a method of work. Thus, these mechanisms also regularly issue press releases on specific matters of grave concern.

Possible questions for discussion:

What could/should be the features of a possible early warning/urgent appeal function by an IHL compliance system as regards:

- Scope and timing;
- Triggering;
- Public or confidential nature.

⁴¹ The measures may include: a request to the State Party concerned to urgently submit information on the situation considered under the early warning and urgent action procedure; to request the Secretariat (Secretariat of what?) to collect information from field presences of the UN Office of the High Commissioner of Human Rights and specialized agencies of the United Nations, national human rights institutions, and non-governmental organizations on the situation under consideration; to adopt a decision including the expression of specific concerns, along with recommendations for action; to offer to send to the State Party concerned one or more members of the Committee in order to facilitate the implementation of international standards, etc. (Guidelines for the Early Warning and Urgent Action Procedures, Annual Report A/62/18, Annexes, Chapter III, § 14, adopted at the 71st session of the Committee on the Elimination of Racial Discrimination in August 2007.)

⁴² Recommendations can be addressed to the State Party concerned; the Special Rapporteur on Contemporary Forms of Racism, Racial Discrimination and Xenophobia and Related Intolerance; the Special Rapporteur on the Situation of Human Rights and Fundamental Freedoms of Indigenous People; the Independent Expert on Minority Issues; other relevant human rights bodies or Special Procedures of the Human Rights Council; regional intergovernmental organizations and human rights mechanisms; the Human Rights Council; the Special Adviser of the Secretary General on the Prevention of Genocide and Mass Atrocities; and the UN Secretary General through the UN High Commissioner for Human Rights, together with a recommendation that the matter be brought to the attention of the UN Security Council. (Guidelines for the Early Warning and Urgent Action Procedures, Annual Report A/62/18, Annexes, Chapter III, § 14, adopted at the 71st session of the Committee on the Elimination of Racial Discrimination in August 2007.)

⁴³ The intervention usually takes the form of a letter, transmitted through the UN Office of the High Commissioner for Human Rights to the Government concerned requesting information and comments on the allegations and that preventive or investigatory action be taken. Depending on the response received, the Special Procedure mandate-holder may decide to inquire further or make recommendations.

2.2 Possible functions of an IHL compliance system (not discussed in November 2012), and their features

a) Country visits

Brief description:

Some compliance systems provide for country visits by a body or an individual for the purpose of observing the implementation of the relevant treaty or body of law. This serves as a basis for dialogue with the relevant State interlocutors - and sometimes with non-State armed groups - on ways of improving their implementation. Country visits provide an opportunity to raise awareness at the national, regional and international levels of the specific problems under consideration and allow the formulation of recommendations where appropriate.

Without purporting to be exhaustive, the following mechanisms have been relied on to extrapolate the main features detailed further below:

- UN human rights treaty bodies⁴⁴;
- Convention for the Protection of Cultural Property in the Event of Armed Conflict;
- Special Procedures of the Human Rights Council.

Main features:

1. Scope

Some UN human rights treaties authorize the relevant UN treaty body to identify situations in which an inquiry procedure related to treaty compliance - that could include a country visit - may be launched. This decision can be taken by the UN treaty body on the basis of reliable information indicating grave or systematic violations by a State Party of obligations set forth in the relevant treaty.

Special Procedures, whether individuals or working groups, may also carry out country visits. Country specific mandate holders aim to assess the situation of human rights as a whole at the national level. Thematic mandate holders generally aim to evaluate the specific institutional, legal, judicial or other structures in place set up to guarantee the right at issue, based on an evaluation of the situation on the ground. Special procedures do not usually engage in specific fact-finding during country visits, but strive to provide recommendations for improvement or reform of a more general, systemic, nature.

Pursuant to the Convention for the Protection of Cultural Property in the Event of Armed Conflict, a Commissioner-General⁴⁵ is allowed to “deal with all matters

⁴⁴ Article 11 Optional Protocol to the International Covenant on Economic, Social and Cultural Rights (when it enters into force on 5 May 2013); Article 33 International Convention for the Protection of All Persons from Enforced Disappearance; Article 6 Optional Protocol to the International Convention on the Rights of Persons with Disabilities; Article 20 Convention against Torture and Other Cruel, Inhuman or Degrading Treatment or Punishment; Article 11-16 Optional Protocol to the Convention against Torture and Other Cruel, Inhuman or Degrading Treatment or Punishment; Article 8 Optional Protocol to the Convention on the Elimination of All Forms of Discrimination against Women; Article 13-14 Optional Protocol on a Communication Procedure to the Convention on the Rights of the Child (not yet in force).

referred to him in connexion with the application of the Convention in conjunction with the representative of the Party to which he is accredited and with the delegates concerned”⁴⁶. In particular, he may undertake assessments and may also have recourse to the support of an “an inspector of cultural property”, who may be charged with a specific mission⁴⁷.

2. Triggering

Mechanisms entitled to undertake country visits need the consent of the State concerned.

As already mentioned, UN treaty bodies can initiate an inquiry on their own motion upon receipt of reliable information indicating grave or systematic violations by a State Party of any rights set forth in the relevant treaty. The treaties describe the relevant procedure, including the exchanges that are to take place between a committee and the State Party concerned. In agreement with the State Party, the inquiry may include a visit to its territory, but may only be undertaken with respect to States Parties who have recognized the competence of the relevant committee⁴⁸.

Under the Special Procedures system, mandate holders send a letter to the relevant Government requesting to visit the country, and, if the Government agrees, an invitation to visit is extended. Some countries have issued standing invitations, which means that they are prepared to receive a visit from any Special Procedure mandate holder. Visits of mandate-holders may thus be accepted on a permanent or *ad hoc* basis.

Under the Convention for the Protection of Cultural Property in the Event of Armed Conflict, the Commissioner-General for Cultural Property accredited to a State involved in an international armed conflict shall, with the agreement of the Party to which he is accredited, have the right to order an investigation or to conduct it himself⁴⁹.

3. Public or confidential nature

UN treaty body inquiries are to be conducted confidentially and the cooperation of the State Party is to be sought at all stages of the proceedings. After examining the findings, the relevant treaty body is to transmit them to the State Party concerned together with any comments and recommendations it may have. The State Party concerned shall, within six months of receiving the findings, comments and recommendations transmitted by the committee, submit its observations to the committee. After completion of the proceedings, the UN treaty body may, after consultations with the State Party concerned, decide to include a summary account

⁴⁵ He must be chosen among a list of international experts to be prepared by the Director-General of UNESCO and is accredited to States involved in an international armed conflict (Regulations, Article 1, 2(c), and 4 of the Convention for the Protection of Cultural Property in the Event of Armed Conflict. (Hereafter "Regulations").

⁴⁶ Regulations, Article 6 § 1.

⁴⁷ Regulations, Article 7.

⁴⁸ States Parties may opt out of the competence of a committee at the time of ratification or accession, by means of a declaration. Moreover, any State Party having made a declaration accepting the competence of a UN treaty body to lead inquiries may, at any time, withdraw it by notification to the UN Secretary General.

⁴⁹ Regulations, Article 6 § 3.

of the results of the proceedings in its annual report⁵⁰.

Country visits undertaken by Special Procedure mandate holders are public. A mission report, which includes findings and recommendations, is submitted to the Human Rights Council.

The Convention for the Protection of Cultural Property in the Event of Armed Conflict provides for a confidential procedure. The Commissioner-General for Cultural Property is to draw up such reports as may be necessary on the application of the Convention and communicate them to the Parties concerned, as well as to their Protecting Powers. He or she is to also send copies to the Director-General of the United Nations Educational, Scientific and Cultural Organization, who may only make use of their technical contents⁵¹.

4. Issues related to non-state armed groups

Some human rights mechanisms - such as the Special Procedures - issue recommendations directly or indirectly to non-State armed groups and ask all parties to an armed conflict to comply with their obligations or to cease violations⁵².

Possible questions for discussion:

What could/should be the features of a possible country visit function by an IHL compliance system as regards:

- Scope;
- Voluntary or mandatory basis;
- Public or confidential nature;
- Issues related to non-State armed groups.

b) Non-binding legal opinions

Brief description:

Some compliance systems provide for the issuance of non-binding or quasi-judicial opinions on matters of interpretation or application of the relevant treaty or body of law. Legal opinions of this type aim to assist States Parties to promote the further implementation of the relevant treaty or body of law⁵³. For example, most of the human rights treaty bodies have adopted the practice of elaborating their views on

⁵⁰ See, for example, Optional Protocol to the International Covenant on Economic, Social and Cultural Rights, Article 11.

⁵¹ Regulations, Article 6 § 3.

⁵² Compilation of Special Procedures' Recommendations by Country, 2009, para. 99, at <http://www.ohchr.org/Documents/HRBodies/SP/compilation2009.pdf>.

⁵³ Through their general comments, human rights treaty bodies endeavor to distill the experience they have gained in the examination of States' reports with respect to the legal and practical challenges faced in treaty implementation. General comments are intended to benefit all States Parties in order to assist and promote their better implementation of the relevant treaty.

the content of obligations assumed by States Parties in the form of “general comments”(or "general recommendations")⁵⁴.

A particular type of non-binding opinions are advisory opinions, issued by the International Court of Justice upon the request of authorized entities, as provided for in the Court's Statute.⁵⁵

Without purporting to be exhaustive, the following mechanisms have been relied on to extrapolate the main features detailed further below:

- UN human rights treaty bodies;
- International Court of Justice (ICJ).

Main features:

1. Scope

General comments (or recommendations) issued by UN human rights treaty bodies cover a wide range of subjects. They aim, first and foremost, to provide authoritative non-binding guidance on how specific treaty provisions should be interpreted, so that there is no doubt about their scope and meaning. General comments thus aim to contribute to the better implementation of the relevant treaty by allowing a better understanding of its norms, also possibly enabling a more uniform application of the treaty's provisions across different States. General comments can also address the scope of a State Party's obligations⁵⁶, issues such as the effect of derogations⁵⁷, and may examine specific measures that may be undertaken to enhance implementation of a convention. They also often provide guidance to States on how to better comply with their reporting obligations.

The ICJ may give an advisory opinion on any legal question put to it by an authorized entity.

2. Public or confidential nature

The general comments of UN treaty bodies, which are public⁵⁸, are directed at States Parties. During the process of formulation of general comments, consultations take place with UN specialized agencies, non-governmental organizations, academics, human rights treaty bodies and other relevant actors, allowing for broader input into the process of elaboration of a general comment.

ICJ advisory opinions are likewise public.

⁵⁴ The Committee on Migrants Workers has not yet issued any general comments. Two committees refer to these as “general recommendations” (Committee on the Elimination of Discrimination against Women; Committee on the Elimination of Racial Discrimination).

⁵⁵ ICJ Statute, Articles 65-68.

⁵⁶ E.g., Human Rights Committee, General Comment No. 31 on The Nature of the General Legal Obligation Imposed on States Parties.

⁵⁷ E.g., Human Rights Committee, General Comment No. 20 on States of Emergency.

⁵⁸ They are listed on their respective web pages. Moreover, the general comments of all human rights treaty bodies are compiled in a document available on the Internet.

Possible questions for discussion:

What could/should be the features of a non-binding legal opinion function by an IHL compliance system as regards:

- Scope;
- Public or confidential nature.

c) Good offices

Brief description:

Good offices are particular steps usually undertaken within procedures established for the purpose of the settlement of disputes. "Good offices" can take many forms, and may include facilitating contacts between the parties, the communication of conclusions to them on the points of fact, comments on the possibilities of a friendly settlement, the receipt of written and oral observations by the States concerned, etc.

Without purporting to be exhaustive, the following existing mechanisms have been relied on to extrapolate the main features detailed further below:

- International Humanitarian Fact-Finding Commission;
- Anti-Personnel Mine Ban Convention;
- Convention on Cluster Munitions.

Main features:

1. Scope

Some mechanisms entrusted with a good offices function are mandated to also perform other, broader supervision and implementation functions within a specific treaty or body of law. For example, the IHFFC's primary role is fact-finding, but it is also competent to facilitate, through its good offices, the restoration of an attitude of respect for the Geneva Conventions and Additional Protocol I.

Other mechanisms are tasked with a more specific mandate. Within the elaborate process related to the "facilitation and clarification of compliance" established by article 8 of the Anti-Personnel Mine Ban Convention referred to above (as well as under the CCM), pending the convening of a Meeting of States Parties, any State Party concerned may request the UN Secretary General to exercise his good offices to facilitate the clarification requested⁵⁹. Moreover, the Meeting of States Parties may also contribute to the settlement of the dispute by whatever means it deems appropriate, including offering its good offices (as well as calling upon the States Parties concerned to start the settlement procedure of their choice and recommending a time-limit for any agreed procedure)⁶⁰.

2. Triggering

⁵⁹ Article 8 § 4 APMBC and of the CCM.

⁶⁰ Article 10 § 2 APMBC and of the CCM.

The IHFFC requires the consent of the parties concerned, whether given in advance by means of formal declarations or granted for a specific situation on an *ad hoc* basis. The competence of the IHFFC is therefore mandatory if the relevant States involved in an international armed conflict are Parties to the Protocol and have made a formal declaration accepting its competence, and one of them requests its services. When it has taken note of facts which seem to it to constitute grave breaches or serious violations, the Commission is invited to facilitate, through its good offices, the restoration of an attitude of respect for the provisions concerned. In providing such good offices, the Commission is to submit to the Parties concerned such recommendations as it deems appropriate.

Under the Anti-Personnel Mine Ban Convention, the procedure is triggered once any State Party concerned has requested the UN Secretary General to exercise his or her good offices to facilitate the clarification requested. Moreover, a Meeting of the States Parties may also contribute to the settlement of a dispute by offering its good offices.

Possible questions for discussion:

What could/should be the features of a possible good offices function by an IHL compliance system as regards:

- Scope;
- Triggering.

d) State inquiries

Brief description:

Some compliance systems in the weapons' realm provide that if one or more States Parties wish to clarify and seek to resolve questions relating to a matter of compliance with the provisions of a convention by another State Party, they may submit, through the UN Secretary General, a request for clarification of that matter to such State Party⁶¹. A State Party that receives a request for clarification is to provide, through the Secretary General, all information that would assist in clarifying the matter within 28 days to the requesting State Party⁶².

Without purporting to be exhaustive, the following mechanisms have been relied on to extrapolate the main features detailed further below:

- Anti-Personnel Mine Ban Convention;
- Convention on Cluster Munitions.⁶³

⁶¹ Such a request is to be accompanied by all appropriate information. Each State Party is to refrain from unfounded Requests for Clarification, care being taken to avoid abuse (Article 8 § 2 of the APMBC and of the CCM).

⁶² *Ibid.*

⁶³ The procedures under these Conventions have never been used.

Main features:

1. Scope

Both treaties provide for a procedure aimed at clarifying and seeking to resolve (any) questions relating to a matter of compliance with the provisions of the respective Convention.

2. Triggering

The procedures are mandatory once a State Party has submitted a request through the UN Secretary General to another State Party.

3. Public or confidential nature

In a first phase, the inquiry is dealt with through a bilateral exchange of views between the States involved and stays confidential⁶⁴. However, if this does not produce a satisfactory result, the procedure could become public because the requesting State (or States) may submit the matter, through the UN Secretary General, to the next Meeting of States Parties. The Secretary General is to transmit the submission, accompanied by all appropriate information pertaining to the request for clarification, to all States Parties. All such information is to be presented to the requested State Party, which has the right to respond⁶⁵.

Possible questions for discussion:

What could/should be the features of a possible State inquiry function by an IHL compliance system as regards:

- Scope;
- Triggering;
- Public or confidential nature.

e) Dispute settlement

Brief description:

In case of a dispute between States Parties over the interpretation or application of treaty provisions, some compliance systems provide for a specific dispute settlement process⁶⁶

Without purporting to be exhaustive, the following mechanisms have been relied on to extrapolate the main features detailed further below:

⁶⁴ If the State requested to clarify a question gives a response through the UN Secretary General within 28 days which is considered satisfactory the procedure stops.

⁶⁵ Article 8 § 3 of the APMBC and of the CCM.

⁶⁶ These procedures have never been used.

- Human rights treaty bodies;
- Anti-Personnel Mine Ban Convention;
- Convention on Cluster Munitions.

Main features:

1. Scope

Under the Anti-Personnel Mine Ban Convention and the Convention on Cluster Munitions, the States Parties concerned must consult and cooperate with each other to settle any dispute that may arise with regard to the application or interpretation of the respective Convention⁶⁷. The Parties may decide to solicit the support of a Meeting of States Parties, which may contribute to the settlement of the dispute by whatever means it deems appropriate⁶⁸. The procedure provided for in the Convention on Cluster Munitions additionally includes possible referral to the International Court of Justice⁶⁹.

Several UN human rights conventions⁷⁰ provide that any dispute between two or more States concerning the interpretation or application of the respective Convention, which cannot be settled by negotiation shall, at the request of one of them, be submitted to arbitration. If within 6 months from such a request the Parties are unable to agree on the organization of arbitration, any one of them may refer the dispute to the International Court of Justice in conformity with its Statute.

2. Triggering

Under the UN human rights conventions providing for a dispute settlement procedure the procedure is mandatory unless a State Party has opted out of it by means of a declaration deposited at the time of signature or ratification. In this case, the relevant State is barred from triggering the procedure with respect to other States Parties as well. Under the Anti-Personnel Mine Ban Convention and the Convention on Cluster Munitions, the dispute settlement procedure is mandatory.

3. Public or confidential nature

The dispute settlement procedure under the relevant human rights treaties is public. The same is the case with the relevant procedure under the two weapons' conventions once the issue is brought to a Meeting of States Parties or is referred to the International Court of Justice.

Possible questions for discussion:

⁶⁷ Article 10 § 1 of both Conventions, respectively.

⁶⁸ These means include: offering its good offices, calling upon the States Parties to a dispute to start the settlement procedure of their choice and recommending a time-limit for any agreed procedure (Articles 10 § 2 of both Conventions, respectively).

⁶⁹ Article 10 § 2.

⁷⁰ Convention on the Elimination of All Forms of Discrimination against Women (Article 29); Convention against Torture and Other Cruel, Inhuman or Degrading Treatment or Punishment (Article 30); International Convention on the Protection of the Rights of All Migrant Workers and Members of Their Families (Article 92); International Convention for the Protection of All Persons from Enforced Disappearance (Article 42).

What could/should be the features of a possible dispute settlement function by an IHL compliance mechanism as regards:

- Scope;
- Triggering;
- Public or confidential nature.

f) Examination of complaints

Brief description:

International complaints procedures usually comprise both inter-State and individual complaints. This function exists in a number of legal frameworks, at both the universal and regional levels.

Certain UN human rights treaties include provisions allowing the relevant treaty body to receive and consider communications in which a State Party claims that another State Party is not fulfilling its obligations under the treaty (inter-State complaints)⁷¹. The detailed procedure starts with a three-month period during which the States involved communicate with each other, failing which the relevant treaty body may be involved, including through a good offices role. If the matter is not resolved to the satisfaction of the Parties concerned, a treaty body may also establish an *ad hoc* Conciliation Commission, whose procedure and work are likewise outlined in the relevant treaty⁷².

A number of treaty bodies are also competent to receive and consider communications from individuals claiming to be victims⁷³ of violations by a State Party of any of the rights set forth in the relevant treaty (individual complaints)⁷⁴. Certain treaty bodies have established working groups to study individual complaints and make recommendations in this respect to the relevant committee. Most treaty bodies have also established follow-up procedures for individual complaints by designating special rapporteurs entitled to ascertain that States Parties are taking measures to give effect to the committee's views⁷⁵. The relevant treaty body includes a summary of activities undertaken in relation to the examination of individual complaints in its annual reports to the UN.

The complaint mechanisms of the Special Procedures and of the Human Rights Council⁷⁶ also deal with individual complaints.

⁷¹ International Covenant on Civil and Political Rights; International Convention on the Elimination of All Forms of Racial Discrimination; Convention against Torture and Other Cruel, Inhuman or Degrading Treatment or Punishment; International Convention for the Protection of All Persons from Enforced Disappearance; International Convention on the Protection of the Rights of All Migrant Workers and Members of Their Families. The inter-State complaints procedure has never been used.

⁷² Human Rights Committee; Committee on the Elimination of Racial Discrimination.

⁷³ Or by third parties on behalf of individuals, provided the latter have given their written consent, as well as in cases where a victim is incapable of giving consent.

⁷⁴ Human Rights Committee; Committee on the Elimination of Discrimination against Women; Committee against Torture; Committee on the Elimination of Racial Discrimination; Convention on the Rights of Persons with Disabilities; Committee on Enforced Disappearances. The Convention on Migrant Workers also contains provision for allowing individual communications to be considered by the CMW; these provisions will become operative when 10 States Parties have made the necessary declaration.

⁷⁵ Special rapporteurs make recommendations for further action by the relevant committee as may be necessary, and regularly report to the committee on follow-up activities.

⁷⁶ Formerly known as the "1503 Procedure".

As already described, Special Procedures mechanisms usually intervene directly with governments on specific allegations of violations of human rights that come within their mandates. The process generally involves sending a letter to the State concerned requesting information and comments on allegation(s) of violations and, where necessary, asking that preventive or investigatory action be taken⁷⁷. Occasionally, communications are also sent to intergovernmental organizations or non-State armed groups to ensure that there are no protection gaps. Special procedures also submit regular summary reports on their activity related to communications to the Human Rights Council.

Under the complaints procedure of the Human Rights Council⁷⁸, individual complaints can be submitted by a person or a group of persons⁷⁹ claiming to be the victims of violations of human rights and fundamental freedoms.

Main features:

1. Scope

There is no restriction on the subject-matter of an inter-State complaint under the UN human rights treaties. The relevant UN human rights treaty bodies are, likewise, competent to receive and consider communications from individuals claiming to be victims of violations of any of the rights set forth in the relevant treaty.

The focus of other mechanisms is broader. The complaint mechanism of the Special Procedures deals with specific allegations of human rights violations that come within their mandates, which is either thematic or country-specific. For its part, the complaints procedure of the Human Rights Council is established to address consistent patterns of gross and reliably attested violations of all human rights and all fundamental freedoms occurring in any part of the world and under any circumstances⁸⁰.

2. Triggering

The relevant UN human rights treaties provide that a State Party must have made the necessary declaration that it recognizes the competence of a treaty body to receive and consider communications from individuals or group of individuals⁸¹ (opt-in).

⁷⁷ Mandate-holders address their communications to concerned Governments through diplomatic channels, unless otherwise agreed between individual Governments and the UN Office of the High Commissioner for Human Rights.

⁷⁸ Two distinct Working Groups have been established to consider individual complaints: the Working Group on Communications and the Working Group on Situations. An initial screening of individual complaints is undertaken by the Chairperson of the Working Group on Communications, together with the Secretariat (Secretariat of what?), in order to weed out manifestly ill-founded and other inadmissible communications.

⁷⁹ This includes non-governmental organizations (HRC Resolution 5/1, 18 June 2007).

⁸⁰ Pursuant to resolution 5/1 adopted by the Human Rights Council on 18 June 2007.

⁸¹ Committee against Torture; Committee on the Elimination of Racial Discrimination; Committee on Enforced Disappearances; Committee on Migrant Workers; Committee on Enforced Disappearances; Committee on the Rights of Persons with Disabilities; Human Rights Committee; Committee on the Elimination of Discrimination against Women.

This is also the case with most of the UN treaty bodies entitled to deal with inter-State complaints⁸²: the procedure applies only to States Parties who have made a declaration accepting the competence of the committee in this regard. However, the exception is the Convention on the Elimination of All Forms of Racial Discrimination, pursuant to which no declarations are necessary to trigger the inter-State complaint procedure⁸³.

Given that the complaints procedures of the Special Procedures and of the Human Rights Council were established by resolutions, States are not legally bound by their requests, but have undertaken a political commitment to deal with the communications.

3. Public or confidential

The complaints procedures outlined above are public, with the exception of the complaints procedure of the Human Rights Council. However, even that procedure could ultimately result in a public finding, after other necessary steps have been undertaken and failed⁸⁴.

Possible questions for discussion:

What could/should be the features of a possible complaints procedure function by an IHL compliance system as regards:

- Scope;
- Triggering;
- Public or confidential;
- Non-state actors as addressees.

3. Meeting of States: possible structure, features and functions

Brief description:

Most international treaties establish an intergovernmental "forum" - i.e. a Conference of States Parties, a Meeting of States Parties, a Meeting or a Conference of the High Contracting Parties, an Assembly of States Parties (hereafter, collectively, "Meeting of States"). Other inter-governmental bodies such as the Human Rights Council have been established by a UN General Assembly resolution⁸⁵.

Without purporting to be exhaustive, the following instruments have been relied on to extrapolate the main features detailed further below:

- Rome Statute of the International Criminal Court (Assembly of States Parties);

⁸² Human Rights Committee; Committee against Torture; Committee on Migrant Workers; Committee on Enforced Disappearances.

⁸³ Article 11.

⁸⁴ For an outline of the Human Rights Council's complaint procedure see: <http://www.ishr.ch/complaint-procedure>.

⁸⁵ UN GA Resolution 60/251, <http://daccess-dds-ny.un.org/doc/UNDOC/GEN/N05/502/66/PDF/N0550266.pdf?OpenElement>.

- Convention on the Prohibition of the Development, Production, Stockpiling and Use of Chemical Weapons and on Their Destruction (Conference of States Parties);
- Convention on Prohibitions or Restrictions on the Use of Certain Conventional Weapons Which May Be Deemed to Be Excessively Injurious or to Have Indiscriminate Effects as amended on 21 December 2001 (Conference of High Contracting Parties);
- Anti-Personnel Mine Ban Convention (Meeting of States Parties);
- Convention on Cluster Munitions (Meeting of States Parties);
- Convention for the Protection of Cultural Property in the Event of Armed Conflict (Meeting of the High Contracting Parties);
- Human Rights Council;
- International Conference of the Red Cross and Red Crescent.

Main features:

1. Participants

The treaties listed above provide that each State Party shall have one representative in a Meeting of States (who may usually be accompanied by alternates and advisers). Moreover, certain conventions, such as the Anti-Personnel Mine Ban Convention and the Convention on Cluster Munitions provide that States not Parties to the Convention, as well as the United Nations, other relevant international organizations or institutions, regional organizations, the International Committee of the Red Cross and relevant non-governmental organizations may also be invited to attend the Meetings as observers⁸⁶.

2. Possible structure and organs

The **Assembly of States Parties to the ICC** has a Bureau⁸⁷ that has two working groups⁸⁸, and a Secretariat⁸⁹. The Bureau assists the Assembly in the discharge of its responsibilities and is composed of a President, two Vice-Presidents, and 18 members elected by the Assembly for three-year terms. It must have a representative character, taking into account, in particular, equitable geographical distribution and the adequate representation of the principal legal systems of the world.

Between two Meetings of States, certain systems provide for inter-sessional technical discussions. The **Anti-Personnel Mine Ban Convention**⁹⁰ and the **Convention on Cluster Munitions**⁹¹ provide for annual meetings of informal inter-sessional Standing Committees to assist with treaty implementation. The inter-sessional program was established to ensure the systematic and effective

⁸⁶ APMBC, Article 11 § 4; CCM, Article 11 § 3.

⁸⁷ Rome Statute of the International Criminal Court, Article 112 § 3 b.

⁸⁸ http://www.icc-cpi.int/en_menus/asp/assembly/asp_organigramme/Pages/asp_organigramme.aspx.

⁸⁹ The Secretariat operates under the full authority of the Assembly of States Parties and reports directly to the Assembly on matters concerning its activities. (Rule 37 of the Rules of Procedures of the Assembly of the States Parties of the ICC, ICC-ASP/1/3.)

⁹⁰ The Inter-sessional Work Program of the Anti-Personnel Mine Ban Convention was created by the States Parties at the First Meeting of the States Parties in May 1999. See Final Report of the First Meeting of the States Parties to the Anti-Personnel Mine Ban Convention (May 1999), (Final Report of the First Meeting of States Parties (APLC/MSP.1/1999/1); Annex IV, p. 26).

⁹¹ At the Second Meeting of States Parties in Beirut, Lebanon, States Parties decided to convene annual informal inter-sessional meetings in Geneva.

implementation of the respective Conventions through a more regularized program of work⁹². The **Convention on Prohibitions or Restrictions on the Use of Certain Conventional Weapons Which May Be Deemed to Be Excessively Injurious or to Have Indiscriminate Effects** provides for an annual Meeting of the States Parties to review the status and operation of the Convention and its Protocols, and to consider the work done by the Group of Governmental Experts (GGE) which was established in 2001⁹³. In parallel, Amended Protocols II⁹⁴ and V⁹⁵ have their own implementation structure consisting of annual Conferences and meetings of experts to discuss specific problems of implementation.

The **Human Rights Council**, which has been described above, is made up of 47 States. It has established the UPR mechanism and also has an Advisory Committee, composed of 18 experts. The Committee serves as the Council's "think tank", providing it with expertise and advice on thematic human rights issues and also has a role to play in the Council's complaints procedure⁹⁶.

The **International Conference of the Red Cross and Red Crescent** comprises a Chairman, Vice-Chairmen, Secretary General and other officers, a Bureau⁹⁷, as well as plenary commissions, which are subsidiary bodies of the Conference. Between two International Conferences, the Standing Commission is their trustee and carries out functions related to the organization of the next Conference. It is composed of nine members: five of whom are members of different National Societies, two of whom are representatives of the ICRC, and two of whom are representatives of the International Federation of Red Cross and Red Crescent Societies⁹⁸.

3. Regular meetings

The Meetings of States under most of the treaties listed above take place annually⁹⁹.

The Human Rights Council holds three regular sessions a year, for a total of at least ten weeks. They take place in March (four weeks), June (three weeks) and September (three weeks). The UPR takes place twice a year (a week in February immediately before the March session of the Council and a week in August).

At the International Conference of the Red Cross and Red Crescent, representatives of the components of the Movement meet representatives of the States Parties to the Geneva Conventions every four years¹⁰⁰.

⁹² <http://www.apminebanconvention.org/intersessional-work-programme/intersessional-work-programme-background/>.

⁹³ The Meeting of States Parties also decides on the mandate of the GGE and its Meetings of military and technical experts (which may be to negotiate a new Protocol or study a specific problem or weapon), as well as on the number of sessions per year the GGE may need to fulfill its mandate.

⁹⁴ Protocol on Prohibitions or Restrictions on the Use of Mines, Booby-Traps and Other Devices as amended on 3 May 1996 (Protocol II to the CCW as amended on 3 May 1996).

⁹⁵ Protocol on Explosive Remnants of War (Protocol V to the CCW), 28 November 2003.

⁹⁶ Human Rights Council resolution 5/1 of 18 June 2007.

⁹⁷ The Bureau organizes the work of the International Conference. The Bureau is chaired by the Chairman of the Conference and its membership includes the Chairman of the Standing Commission, the heads of the delegations of the International Committee of the Red Cross and of the International Federation of Red Cross and Red Crescent Societies, the Chairmen of the plenary commissions and the Secretary General of the Conference. (Rules of Procedure of the International Red Cross and Red Crescent Movement, Rule 16, <http://www.icrc.org/eng/assets/files/other/rules-of-procedure-int-mvt-rcrc.pdf>.)

⁹⁸ Statutes of the International Red Cross and Red Crescent Movement, Articles 16 and 17.

⁹⁹ Rome Statute of the International Criminal Court, Article 112 § 6; Convention on the Prohibition of the Development, Production, Stockpiling and Use of Chemical Weapons and on Their Destruction, Article 8 § 11; Protocol on Prohibitions or Restrictions on the Use of Mines, Booby-Traps and Other Devices as amended on 3 May 1996, Article 13 § 1; Anti-Personnel Mine Ban Convention, Article 11 § 2; Convention on Cluster Munitions, Article 11 § 2.

4. Special and *ad hoc* meetings

Some treaties provide for the option of special sessions (in addition to regular Meetings) on an "as need" basis.

Thus, the ICC Assembly of States Parties may, when circumstances require, hold special sessions. Except as otherwise specified by the ICC Statute, special sessions are to be convened by the Bureau on its own initiative or at the request of one third of the States Parties¹⁰¹. The Convention on the Prohibition of the Development, Production, Stockpiling and Use of Chemical Weapons and on Their Destruction provides that a special session shall be convened when decided by the Conference the States Parties; when requested by the Executive Council; when requested by any Party and supported by one third of the Parties; or in order to undertake reviews of the operation of the Convention¹⁰². A special session shall be convened no later than 30 days after receipt of the request (by the Director-General of the Technical Secretariat). Under the Anti-Personnel Mine Ban Convention, the UN Secretary General shall convene a Special Meeting of the States Parties if one State requests the UN Secretary General to do so and at least a third of States Parties favour such a meeting¹⁰³.

If a Member States requests it and obtains the support of a third of the membership, the Human Rights Council can decide at any time to hold a special session to address human rights violations and emergencies.

Other treaties provide only for ad hoc Meetings of States. Thus, the Convention for the Protection of Cultural Property in the Event of Armed Conflict stipulates that the Director of UNESCO may, with the approval of its Executive Board convene meetings of representatives of the HCP. He must convene such a meeting if at least one-fifth of the High Contracting Parties so request¹⁰⁴.

5. Scope

There is no prescribed scope for Meetings of States. For its part, the Human Rights Council is responsible for the promotion and protection of all human rights around the world. The mandate of the International Conference of the Red Cross and Red Crescent is to examine and decide on humanitarian matters of common interest and any other related matter¹⁰⁵.

6. Tasks

There is likewise no "model" list of tasks that Meetings of States are meant to perform; rather, they are specifically laid out in the relevant instrument and depend

¹⁰⁰ Statutes of the International Red Cross and Red Crescent Movement, Articles 8 and 11. However, it should be borne in mind that Additional Protocol III to the Geneva Conventions was adopted at an International Conference that took place between two regular sessions.

¹⁰¹ Rome Statute of the International Criminal Court, Article 112 § 6.

¹⁰² Convention on the Prohibition of the Development, Production, Stockpiling and Use of Chemical Weapons and on Their Destruction, Article 8 § 12.

¹⁰³ Anti-Personnel Mine Ban Convention, Articles 11 § 3 and 8 § 5.

¹⁰⁴ Convention for the Protection of Cultural Property in the Event of Armed Conflict, Article 27 § 1.

¹⁰⁵ The Statutes of the International Red Cross and Red Crescent Movement, Article 8.

on the subject-matter at hand. As a general rule Meetings of States are usually mandated to consider any questions, matters or issues within the scope of the relevant instrument and to make recommendations or take decisions on any questions, matters or issues related to the instrument, either on their own motion or when brought to their attention by authorized bodies. Below is a non-exhaustive list of tasks:

- Oversee the implementation of the treaty and review compliance with it¹⁰⁶;
- To take the necessary measures to ensure compliance with the treaty and to redress and remedy any situations which contravene its provisions, including restriction or suspensions of State's Party' rights under the treaty¹⁰⁷
- Promote universal respect for a body of law (all human rights and fundamental freedoms for all)¹⁰⁸;
- Address situations of violations of a body of law and make recommendations thereon (human rights, including gross and systematic violations)¹⁰⁹;
- Review the status and operation of the treaty and its protocols, and consider the work done by an expert body¹¹⁰;
- Consider matters pertaining to national implementation of the treaty, including matters arising from annual reports submitted by States¹¹¹;
- Facilitate exchange of information among States¹¹²;
- Establish subsidiary organs as it finds necessary for the exercise of its functions in accordance with the treaty¹¹³;
- Prepare review conferences when the treaty provides for such conferences or undertake a revision of the relevant treaty¹¹⁴;
- Elect members of Executive and other bodies¹¹⁵;
- Approve the Rules of Procedure¹¹⁶;
- Adopt the budget¹¹⁷.

Possible questions for discussion:

What should be the features of a Meeting of States be as regards:

¹⁰⁶ Convention on the Prohibition of the Development, Production, Stockpiling and Use of Chemical Weapons and on Their Destruction, Article 8 § 20.

¹⁰⁷ Idem, Article 8 § 21 (k) and Article 12.

¹⁰⁸ Human Rights Council, Resolution 60/251 adopted by the UN General Assembly on 3 April 2006.

¹⁰⁹ *Ibid.*

¹¹⁰ Convention on Prohibitions or Restrictions on the Use of Certain Conventional Weapons Which May Be Deemed to Be Excessively Injurious or to Have Indiscriminate Effects as amended on 21 December 2001.

¹¹¹ Protocol on Prohibitions or Restrictions on the Use of Mines, Bobby-Traps and Other Devices as amended on 3 May 1996 (Protocol II to the CCW), Article 13; Anti-Personnel Mine Ban Convention, Article 11; Protocol on Explosive Remnants of War (Protocol V to the CCW), Article 10; Convention on Cluster Munitions, Article 11.

¹¹² UN Convention against Corruption, Article 63.

¹¹³ The draft Arms Trade Treaty. 26 July 2012, Article 21 Convention on the Prohibition of the Development, Production, Stockpiling and Use of Chemical Weapons and on Their Destruction, Article 8 § 21 (f).

¹¹⁴ Convention for the Protection of Cultural Property in the Event of Armed Conflict, Article 27.

¹¹⁵ Convention on the Prohibition of the Development, Production, Stockpiling and Use of Chemical Weapons and on Their Destruction, Article 8 § 21 (c) and (d).

¹¹⁶ Idem, Article 8 § 21 (e).

¹¹⁷ Under the APMBBC and the CCM the costs of the Meetings of States are borne by the States Parties and States not party to these Conventions participating therein, in accordance with the United Nations scale of assessment adjusted appropriately. Under the ICC Statute, the expenses of the Court and the Assembly of States Parties, including its Bureau and subsidiary bodies, is provided by: the assessed contributions made by States Parties and funds provided by the United Nations, subject to the approval of the General Assembly, in particular in relation to the expenses incurred due to referrals by the UN Security Council. Moreover, the Court may receive voluntary contributions from Governments, international organizations, individuals, corporations and other entities, in accordance with relevant criteria adopted by the Assembly of States Parties.

- Participants;
- Possible structure and organs;
- Frequency of the meetings;
- Regular, special or ad hoc meetings;
- Scope;
- Tasks.

4. The way forward

The Swiss/ICRC initiative is based on Resolution 1 adopted by the 31st International Conference of the Red Cross and Red Crescent. The resolution requests that a range of options and recommendations on how to enhance the effectiveness of IHL compliance mechanisms be submitted to the 32nd International Conference in 2015.

The meeting of States held in Geneva on 13 July 2012, to which all States were invited, showed broad agreement on the need to have a more regular dialogue among States and indicated that it would be useful to focus further reflection within the Swiss/ICRC initiative on specific thematic issues related to IHL compliance. Switzerland and the ICRC have pursued their consultations with States on how to move the process forward and, pursuant to this recommendation, also focused on the possible format of a more regular dialogue of States, as well as on the possible functions of IHL compliance mechanisms.

In light of Resolution 1 and given the outcome of the meeting of 13 July 2012 Switzerland and the ICRC intend to continue to convene meetings of all States. These meetings will allow for an open, transparent and inclusive discussion about the structure that a regular dialogue among States could have and on the role an IHL compliance system could play in furtherance of respect for IHL. The next such meeting will be held on 17/18 June 2013 in Geneva.

Committed to a working method that ensures the representativity of the process, Switzerland and the ICRC will likewise continue to consult in between such meetings of all States with a regionally balanced group of States on how to advance the process and on the contents of the agenda of future meetings.

In parallel, Switzerland and the ICRC will continue to hold both bilateral talks with interested States and to inform the International Red Cross and the Red Crescent Movement, National Committees for the Implementation of IHL, as well as international and regional organizations, and others, on the development of the initiative.

At the meeting of States on 17/18 June 2013 Switzerland and the ICRC, based on Resolution 1, and in particular in view of the report to be submitted to the 32nd Conference, will seek to provide States with a summary of the discussions held thus far on the functions that an IHL compliance system should have, and will also seek their guidance on the elaboration of proposals for the establishment of a possible universal forum of States that could help strengthen compliance with IHL.

Questions for discussion:

In view of the meeting of States that will be held on 17/18 June 2013 in Geneva and the relevant guidance document to be prepared:

- The meeting of States of 17/18 June will be presented with all the possible functions of an effective IHL compliance system, as mentioned above. Are there functions that should, in your view, be given special focus having in mind the discussions of 8/9 November 2012 and 8/9 April 2013?
- The meeting of States on 17/18 June will also be presented with a summary of the 8/9 April 2013 meeting's discussions related to the need for the possible establishment of a universal forum of States/Meetings of States to allow for a regular dialogue among States on issues of IHL compliance. Should States be invited to present preliminary proposals at the June meeting as regards how such a State forum might be structured and what functions it could perform?
- What should the desired outcome of the June meeting of States be in terms of next steps in the process? How should the support of States for a further examination of the possible format of a forum/Meeting of States and its functions be expressed in the concluding remarks of the June meeting?
- Are there other issues that should be examined at the June 17/18 meeting?