

## FIRST CONSULTATIONS

## GLOBAL INITIATIVE TO GALVANIZE POLITICAL COMMITMENT TO INTERNATIONAL HUMANITARIAN LAW

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## INTRODUCTION

The International Committee of the Red Cross (ICRC) is pleased to announce the launch of the first consultations and other events as part of the Global Initiative to Galvanize Political Commitment to International Humanitarian Law.

#### **OBJECTIVE**

Consultations with all states will be held for **each of the seven workstreams** of the initiative. By engaging in these consultations, states will have the opportunity to share **perspectives**, **experiences and good practices**, fostering collaborative solutions to strengthen respect for international humanitarian law (IHL) worldwide.

#### **PARTICIPATION**

**All states are invited** and strongly encouraged to participate actively in the consultations for all the workstreams, to ensure the exchanges represent the full range of views.

Participation is **voluntary**; each state may decide to participate in one, several or all workstream consultations. Each state may also freely determine who and how many representatives they wish to send to each consultation. A state may therefore send a different governmental expert to each workstream or be represented by the same person in all workstreams, if needed, including by their permanent mission in Geneva. States may also be represented by more than one expert in each consultation, to bring expertise from different ministries or departments.

#### **DATES AND FORMAT**

The first consultations will be held in **April and May 2025**. To facilitate broad and inclusive dialogue, the state consultations will primarily be held **online**. When possible, some consultations will be held in person (for instance, in conjunction with a global conference of governmental experts specialized in the area).

#### **APPROACH**

The ICRC and the co-chairs of each workstream will facilitate the discussions for each consultation, ensuring that they are **inclusive**, **constructive**, **non-politicized and solution-oriented**. To foster inclusivity and universal participation, all state consultations will have **simultaneous interpretation** in Arabic, Chinese, English, French, Russian and Spanish.

#### **QUESTIONNAIRE**

In addition to the consultations, a questionnaire will be circulated towards the end of March to offer a parallel opportunity for all states to share their perspectives on the workstreams.

#### **OTHER EVENTS**

In parallel to the state consultations, the ICRC will organize throughout the two years of the initiative a series of supporting events, such as panel discussions, round tables, and public events providing multiple avenues for other organizations and subject-matter experts to take part. The conclusions of each of these events will be shared with all states and will aim to inform the state consultations.

In addition, Brazil, China, France, Jordan, Kazakhstan and South Africa – the six states that launched the initiative together with the ICRC – will organize regional events, high–level discussions or expert meetings to attract the interest and secure the commitment of political leaders around the world.

#### **RESULTS**

The outcomes of the state consultations and other events will be compiled in a **progress report**, scheduled for publication at the end of September 2025. The report will present summary discussions and consolidate insights and preliminary recommendations, serving as a benchmark for continued engagement in the second half of 2025 and in 2026.

The ICRC looks forward to seeing all states take an active part in this initiative. Together, through sustained dialogue and collective action, we can strengthen the framework of IHL and improve humanitarian outcomes for people affected by armed conflicts worldwide.

## **CALENDAR OF EVENTS**

#### **CONSULTATIONS WITH ALL STATES**



WORKSTREAM 4

15 April | Online

**Protecting Civilian Infrastructure** 



**WORKSTREAM 2** 

29 April | Online

**National IHL Committees** 



WORKSTREAM 1

13 May | Online

**Prevention Good Practices** 



WORKSTREAM 6

**Upholding International Humanitarian Law in the Use of Information and Communication Technologies During Armed Conflict** 



**WORKSTREAM 7** 

19 May | Online

**Naval Warfare** 



WORKSTREAM 3

26 May | Online

**IHL and Peace** 



**WORKSTREAM 5** 

27-28 May | In person

**Achieving Meaningful Protection for Hospitals in Armed Conflict** 

## **SUPPORTING EVENTS**



#### WORKSTREAM 3

From respect to reconciliation – IHL in action for lasting peace



#### **WORKSTREAM 3**

The missing and mediation



#### WORKSTREAM 3

Leveraging IHL for effective mediation and sustainable peace



#### WORKSTREAM 1

Preventing violations of IHL through training: Exchange of practice



#### WORKSTREAM 7

**Naval Warfare** 



#### **WORKSTREAM 2**

Consultation integrated into the Second Regional Conference of European Committees for International Humanitarian Law



#### **WORKSTREAM 5**

**Protection of medical facilities in armed conflict** 



#### **WORKSTREAM 1**

**Preventing violations of IHL: Exchange of practice** 

## PREVENTION GOOD PRACTICES

#### **PROBLEM ANALYSIS**

The philosophical aim behind many of the rules contained in the Geneva Conventions is, first and foremost, to prevent violations of IHL from being committed in the first place. To prevent violations, it is crucial to ratify treaties; implement IHL in domestic legislation, practice and policy; set up domestic bodies; and ensure that IHL is taught, understood and applied within the society. The ICRC has worked for many decades to support states in this endeavour. Based on its continual collection of good practices across the globe, the ICRC has gained a wealth of information and established expertise on what works to prevent IHL violations. Further, significant advancements have been made in the field of prevention, including in other areas and other bodies of law, both in terms of substance and methodology. Academic research has flourished on structural prevention, and there has been substantial progress in understanding behavioural influences that can support prevention efforts. Key among them is the *Roots of Restraints in War* study, published by the ICRC in 2018. In parallel, an increasing number of organizations have engaged in prevention work, bringing fresh insights and diverse methodologies to the field.

The ICRC witnesses every day that lives are saved and human dignity preserved when the rules of IHL are complied with. Yet, the number of IHL violations remains far too high, and each violation diminishes the capacity of IHL to protect populations affected by armed conflict. There is therefore an urgent need to reflect on the methodologies that have proven effective in preventing IHL violations, understand why other methodologies have failed and redouble efforts to strengthen respect for IHL.

#### **OBJECTIVE**

This workstream will build on the experience accumulated across the globe related to prevention. It will aim to identify good practices, strategies and methodologies which help to prevent IHL violations. The workstream will also support all other workstreams of the Global IHL Initiative in identifying good practices in preventing violations of IHL.

#### FIRST CONSULTATIONS AND EXPERT DISCUSSIONS

The first consultations for this workstream will take stock of concrete measures states have taken to prevent violations of IHL. The results of both regional events will be shared with all states, with the view to informing the state consultation.

#### Regional workshop: Preventing violations of IHL through training: Exchange of practice

- Focus: exploring how best to use training to foster a deeper sense of ownership of IHL norms through state representatives exchanging experiences and practices and identifying methodologies that help reinforce values at the core of preventing IHL violations
- Format: in person
- Participants: representatives of European Union Member States, with a particular emphasis on capital-based governmental representatives specializing in international law, alongside representatives of the European Union and of European Union Member States in Brussels
- Date and location: 6 May, Brussels
- Duration: one day

#### • Regional workshop: Preventing violations of IHL: Exchange of practice

- Focus: states sharing concrete measures they have taken or could take to prevent violations of IHL within their own states or in the context of African Union missions (for those that are a troop-contributing country or host state)
- Format: in person
- Participants: representatives of African states, with a particular emphasis on capital-based governmental representatives specializing in international law, alongside representatives of the African Union and of African Union missions in Addis Ababa
- Date and location: First half of June (exact date TBC), Addis Ababa
- Duration: one day

- Focus: Exchanging practices, lessons learned and experiences on preventing violations of IHL
- Format: online
- Participants: open to all interested states, with a particular emphasis on capital-based governmental representatives specializing in international law, alongside representatives from permanent missions in Geneva
- Date: 13 May, with two replicated sessions to accommodate different time zones
- **Duration:** four hours

## **NATIONAL IHL COMMITTEES**

#### **PROBLEM ANALYSIS**

National committees and similar entities on IHL (national IHL committees) are advisory bodies established by governments to promote and implement IHL at the domestic level. There is no single template for national IHL committees; however, they are typically composed of representatives from various government ministries, most frequently foreign affairs, defence and justice. Committee members may also come from other related ministries (such as education and the interior), the judiciary, the National Red Cross or Red Crescent Society and academia. The composition and specific functions of national IHL committees vary from country to country and depend on national priorities and legal frameworks.

Today, there are 120 national IHL committees established across the globe. Among the most active ones, the mandates and ways of working vary greatly, from acting as a simple coordination mechanism among governmental agencies to having an advisory role on a wide range of issues regarding the domestic implementation of IHL. Where they have broader mandates, national IHL committees have proven to be powerful tools for effecting domestic change: initiating legislative reform, advocating for treaty ratification, establishing comprehensive training programmes for domestic audiences and leading the publication of voluntary reports on the domestic implementation of IHL.

However, there is still room for many national IHL committees to become more efficient and effective in promoting respect for IHL. To encourage progress, it would be beneficial to identify good practices that lead to effective and outcome-oriented strategies and to encourage positive exchanges among national IHL committees.

#### **OBJECTIVE**

This workstream will foster exchange between states on current experiences across the globe on the mandate, composition, ways of working and duties of national IHL committees. If deemed beneficial, it may result in the establishment of a document outlining recommendations for impactful national IHL committees. Depending on the discussions with national IHL committees over the course of the two-year process, an additional outcome could include the creation of a global alliance of national IHL committees to create a universal space for exchanges, open to all national IHL committees on a voluntary basis.

#### FIRST CONSULTATIONS AND EXPERT DISCUSSIONS

Over the course of 2025, regional and subregional groupings of national IHL committees will be convened to exchange lessons learned on their mandate, composition, duties, good practices and challenges. The purpose of these regional meetings will be to identify common standards and practices that ensure the effectiveness and efficiency of national IHL committees. The findings from the regional consultations will be compiled and shared with all committees and states. These findings will be further discussed during consultations with all national committees in 2026 and used to inform the state consultation.

- Focus: exchanging on the mandate, composition, duties, good practices and challenges of national IHL committees
- Format: online
- Participants: open to all interested states, with a particular emphasis on capital-based governmental representatives involved in their state's national IHL committee, alongside representatives from permanent missions in Geneva
- Date: 29 April, with two replicated sessions to accommodate different time zones
- **Duration:** four hours

#### Regional conferences of national IHL committees Europe

- Focus: exchanging good practices of national IHL committees on a range of thematic issues
- Format: in person
- Participants: representatives of European national IHL committees. This regional consultation will seek to
  convene representatives of national committees well versed in the functioning of their committees. It will
  be for states to determine the preferred profiles and affiliations of such experts. States that do not have a
  national IHL committee but are interested in the discussions are also invited to participate.
- Date and location: 21 May, Warsaw
- Duration: half a day, during the Second Regional Conference of European National Committees for IHL

#### Other regions

- Dates: second half of 2025; will be announced in due course

## **IHL AND PEACE**

#### **PROBLEM ANALYSIS**

With over 120 active armed conflicts worldwide, involving over 60 states and over 120 non-state armed groups, the global security landscape is increasingly complex. Many conflicts occur in countries already grappling with protracted violence, trapping generations in cycles of war and instability. Beyond the immediate human cost, violations of IHL exacerbate grievances, fuel radicalization and obstruct pathways to sustainable peace.

Respect for IHL can be a first step towards building trust between parties to a conflict, facilitating de-escalation and the eventual path to peace. By preventing atrocities, ensuring humane treatment of detainees and protecting civilians from war's worst effects, IHL also helps create conditions conducive to dialogue and long-term stability. Moreover, by limiting the destruction of critical civilian infrastructure, IHL plays a crucial role in reducing the human and societal toll of war, enabling faster recovery and laying a foundation for peacebuilding efforts. In contrast, disregard for IHL increases suffering, prolongs conflicts and deepens societal divisions, making long-term peace more difficult to achieve.

#### **OBJECTIVE**

This workstream will identify some of the links between respect for IHL and peace, demonstrating how compliance with IHL can:

- reduce harm and enable dialogue by preventing IHL violations and breaking cycles of violence that hinder
  peace negotiations
- **support mediation efforts** by fostering trust through humanitarian action, facilitating ceasefires and addressing key issues such as the treatment of detainees and the fate of missing people
- **strengthen transitions in the aftermath of combat** by aiding reconciliation and promoting respect for human dignity, essential for sustainable peace.

#### FIRST CONSULTATIONS AND EXPERT DISCUSSIONS

The first round of consultations will focus on **mediation and IHL**. It will explore the reciprocal relationship between IHL and peace negotiations: how adherence to IHL facilitates peace by preventing violations that fuel conflict, and likewise, how peace negotiations must consider IHL obligations to ensure durable and lawful resolutions. Key topics include the humane treatment and proper handling of the dead, the issue of missing people, the release of detainees, and how IHL can help remove barriers to peace by addressing long-standing grievances and fostering trust between warring parties.

The results of the events in Geneva and Doha will be shared with all states, with a view to informing the state consultation.

#### • Panel discussion: From respect to reconciliation – IHL in action for lasting peace

- Focus: exploring how the practical application of IHL contributes to de-escalation and sustainable peace,
   bringing together experts to highlight the role of IHL in peacebuilding and conflict resolution
- Format: in person
- Panellists: permanent missions, the ICRC and experts
- Participants: representatives from permanent missions in Geneva, the academic community, civil society
- Date and location: 20 March, Geneva
- Duration: two hours

#### · Panel discussion: The missing and mediation

- **Focus:** addressing the issue of missing people through the lens of IHL to support mediation processes and build trust in peace efforts
- Format: in person
- Panellists: former mediators, state representatives experienced in mediation, and experts on mediation practices
- Participants: representatives from permanent missions in Geneva
- Date and location: 8 April, Geneva
- **Duration:** two hours

#### • Workshop: Leveraging IHL for effective mediation and sustainable peace

- Focus: integrating IHL into mediation processes: examining how states can operationalize IHL principles
  in peace negotiations, sharing good practices from past mediation efforts, and addressing key protection
  concerns that arise during mediation
- Participants: state representatives in a closed-door round table, to foster candid dialogue and peer learning
- Format: in person
- Date and location: 30 April, TBC
- **Duration:** four hours

- Focus: exploring how states can operationalize IHL commitments in peace negotiations, reflecting on
  insights gained from previous discussions, identifying challenges in implementing IHL in mediation
  efforts, and proposing ways to strengthen the connection between IHL and peace at the policy level
- Format: online
- Participants: open to all interested states, with a particular emphasis on capital-based governmental representatives specializing in international law, alongside representatives from permanent missions in Geneva
- **Date:** 26 May, with two replicated sessions to accommodate different time zones
- **Duration:** four hours

## PROTECTING CIVILIAN INFRASTRUCTURE

#### **PROBLEM ANALYSIS**

Today's armed conflicts, especially in urban settings, are characterized by widespread destruction of private and public civilian infrastructure and other civilian objects. The discrepancy between the undisputed basic tenet of IHL – that attacks must be strictly limited to military objectives – and the reality we witness today raises questions about how the rules and principles governing the conduct of hostilities are being interpreted and applied. The protection of civilian infrastructure, and the civilian population more generally, hinges on respect for the complementary principles of distinction, proportionality and precautions. All three must be respected for an attack to be lawful under IHL. Of these equally crucial principles, distinction is the cornerstone. It is the centre that must hold for the others to function.

Hence, this workstream begins by focusing on the distinction between "civilian objects" and "military objectives". Under IHL, all objects are by default considered civilian, unless they fall under the definition of military objectives. The latter are only those which by their nature, location, purpose or use make an effective contribution to military action, and whose partial or total destruction, capture or neutralization, in the circumstances ruling at the time, offer a definite military advantage. There is broad agreement regarding these constitutive elements of the notion of military objectives, but the common understanding of what that encompasses and how it applies in specific situations remains debated. Moreover, expansive interpretations of the notion of "military objectives", beyond its ordinary meaning, and contrary to its object and purpose, undermine the entire protective framework established by the rules governing the conduct of hostilities.

The principle of precautions also deserves attention.¹ Greater clarity on what this principle entails will go a long way toward ensuring civilian infrastructure is protected. Moreover, the question of what precautions, whether active or passive, are feasible evolves over time with the development and sharing of technology, tactics and procedures that make it possible to avoid or minimize harm.

#### **OBJECTIVES**

This workstream will aim to address outstanding legal questions relating to the notion of military objectives and relevant facets of the principle of precautions in order to provide concrete recommendations on how to improve the protection of civilian infrastructure in armed conflicts.

#### FIRST CONSULTATIONS AND EXPERT DISCUSSIONS

#### Consultation with all states

- **Focus:** exploring what is at stake from legal and humanitarian perspectives with respect to the notion of military objectives under IHL
- Format: online
- Participants: open to all interested states, with a particular emphasis on capital-based governmental representatives specializing in international law, alongside representatives from permanent missions in Geneva
- Date: 15 April, with two replicated sessions to accommodate different time zones
- Duration: four hours

#### Expert meeting

Later in the year, a geographically diverse group of select experts will hold intensive, largely scenario-based discussions, hosted by the ICRC and the Blavatnik School of Government at Oxford University. These, in turn, will feed back into and inform further state consultations in 2026.

While equally important and relevant, this workstream does not intend to directly address the principle of proportionality to avoid duplicating efforts. For an examination of this principle, see, for instance, ICRC, *International Expert Meeting Report:*The Principle of Proportionality, 2018, available at: <a href="https://www.icrc.org/en/document/international-expertmeeting-report-principle-proportionality">https://www.icrc.org/en/document/international-expertmeeting-report-principle-proportionality</a>.

## ACHIEVING MEANINGFUL PROTECTION FOR HOSPITALS IN ARMED CONFLICT

#### **PROBLEM ANALYSIS**

Hospitals and other medical facilities save the lives of wounded and sick people, be they friend or foe. Protection specific to these facilities has been written into IHL since its origin in 1864, so that they can carry out their medical functions without attack or military interference. For example, medical facilities are protected against attack, armed entry and misuse for military purposes. This specific protection is the rule – losing it is the exception. The only circumstance in which hospitals can lose their specific protection is when they are used to commit acts harmful to the enemy outside their humanitarian function and a warning is provided setting a reasonable time limit to cease such acts which goes unheeded. IHL still places constraints on any possible reaction. A loss of specific protection does not automatically justify an attack. An attack would be lawful only if the hospital or a part thereof has turned into a military objective according to IHL rules, and if the rules on proportionality and precautions are respected.

Despite the comprehensive codification of these rules in the Geneva Conventions of 1949 and Additional Protocols of 1977, attacks against and misuse of medical facilities have been a hallmark of armed conflicts in recent decades, with devastating immediate and long-term impacts. In response to this extremely worrying trend, in 2011 the International Committee of the Red Cross (ICRC) launched the landmark Health Care in Danger initiative. Building on this momentum, the UN Security Council in 2016 adopted Resolution 2286 on the protection in armed conflict of the wounded and sick, medical personnel and their means of transport, and medical facilities.

But the problem remains. The World Health Organization's Surveillance System for Attacks on Health Care reported hundreds of attacks in the early months of 2024 in conflict-affected countries. It is unclear whether or how parties to armed conflict are currently addressing the impact of such attacks. Much more must be done to uphold the letter and spirit of the law so that medical facilities can enjoy the specific protection they are entitled to.

#### **OBJECTIVE**

This workstream will seek to reassert the scope of the protection of medical facilities under IHL with a view to influencing belligerents to avoid or minimize attacks on hospitals, misuse of health facilities and interference with their medical functions. It will delve into some core concepts for the specific protection of medical facilities under IHL, aiming to reach a shared understanding of how they should be applied in practice.

#### FIRST CONSULTATION AND EXPERT DISCUSSIONS

The results of this expert meeting will be shared with all states to inform the state consultation.

#### • Expert meeting: Protection of medical facilities in armed conflict

- Focus: reviewing existing recommendations and identify gaps, in order to raise awareness of both the immediate and long-term consequences of attacks on, or the use of, medical facilities for acts harmful to the enemy
- **Format:** in person
- **Participants:** academics and legal scholars, military professionals and civil society representatives, with the aim of fostering interdisciplinary discussion
- Date and location: 26-27 May, Geneva
- Duration: two days

- Focus: current challenges of safeguarding medical facilities during armed conflict
- Format: in person
- Participants: open to all interested states, with a particular emphasis on capital-based governmental representatives specializing in international law, alongside representatives from permanent missions in Geneva
- Date: 27-28 May
- Duration: two half days

# UPHOLDING INTERNATIONAL HUMANITARIAN LAW IN THE USE OF INFORMATION AND COMMUNICATION TECHNOLOGIES DURING ARMED CONFLICT

#### **PROBLEM ANALYSIS**

As societies become increasingly digitalized, the use of information and communication technologies (ICTs) in armed conflict poses growing risks to civilian populations. Cyber operations that target critical civilian infrastructure – such as electricity, water and health care – can disrupt essential services and cause severe humanitarian consequences. Harmful information, when spread through ICT activities – especially on social media – can have amplified and far-reaching consequences owing to its scale and speed.

While it is widely agreed that IHL imposes limits on the use of ICTs in armed conflict, the specificities of the ICT environment raise questions about how these rules apply in practice. Many states have stressed the need to continue discussions on this critical issue; however, a dedicated space is essential for in-depth exchanges and fostering convergence of views, complementing existing multilateral processes.

#### **OBJECTIVE**

The ICT workstream aims to foster shared understanding on how IHL imposes limits on ICT activities in armed conflict, with a view to safeguarding civilian populations from harm. Building on Resolution 2 of the 34th International Conference of the Red Cross and Red Crescent, "Protecting civilians and other protected persons and objects against the potential human cost of ICT activities during armed conflict", it will focus on key legal issues, including the limits that IHL imposes on ICT activities that:

- disrupt the functionality of civilian infrastructure and damage or disrupt civilian data
- interfere with medical and humanitarian operations
- spread information in violation of IHL
- involve private actors, such as hacker groups and technology companies.

#### FIRST CONSULTATIONS AND EXPERT DISCUSSIONS

The first consultations will aim at facilitating exchanges among states and gathering input from stakeholders on the challenges posed by the unique characteristics of the ICT environment and activities related to the protection that IHL affords to civilians, as well as medical personnel and humanitarian actors, and on how these challenges should be addressed.

- Focus: exploring key legal issues outlined above on IHL limits to ICT activities in armed conflict
- Format: in person
- Participants: open to all interested states, with a particular emphasis on capital-based governmental representatives specializing in international law and/or cybersecurity, alongside representatives from permanent missions in Geneva; also open to other stakeholders (e.g. technology sector, civil society and academia)
- Date and location: 15 May, Geneva
- Duration: one day

## **NAVAL WARFARE**

#### **PROBLEM ANALYSIS**

States anticipate that armed conflict at sea will increase in importance in the future. Rapid technological advancements and new tactics have transformed how naval warfare is and will be conducted; states are becoming increasingly aware of the humanitarian consequences that may arise as a result. States must increasingly reflect on their legal obligations to ensure compliance with international law in this area and to mitigate the humanitarian impact of modern armed conflict at sea. Emerging concerns include: how to uphold robust protections for civilians and civilian infrastructure in all domains of warfare; how to ensure measures are in place to protect those affected by armed conflict at sea (e.g. the wounded, sick or shipwrecked); how to safeguard civilian seafarers and merchant shipping.

#### **OBJECTIVE**

This workstream will offer a space for states to identify the most critical humanitarian issues emerging from potential modern naval conflicts and collect states' views on those considered a priority, such as protection of civilians and critical civilian infrastructure across all domains; protection of the wounded, sick, shipwrecked and dead at sea; the environmental impact; and the safety of merchant shipping.

#### FIRST CONSULTATIONS AND EXPERT DISCUSSIONS

The first consultations will focus on identifying the most critical humanitarian issues emerging from potential modern naval conflicts. The results of the expert meeting will be shared with other states, with a view to informing the state consultation.

#### • Expert meeting on naval warfare

- Focus: exploring the most critical humanitarian issues emerging from potential modern naval conflicts
- Format: in person
- Participants: cross-regional selection of government policymakers, naval warfare experts serving in governments, and renowned academics
- Date and location: 6-7 May, Bangkok
- Duration: two days

- Focus: state representatives presenting their concerns either by making oral statements or submitting written statements
- Format: online
- Participants: open to all interested states, with a particular emphasis on capital-based governmental
  and armed forces representatives specializing in naval warfare, alongside representatives from permanent
  missions in Geneva
- Date and location: 19 May, with two replicated sessions to accommodate different time zones
- **Duration:** four hours









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