THE ICRC, THE LEAGUE

AND

THE TANSLEY REPORT

Considerations of the International Committee of the Red Cross and of the League of Red Cross Societies on the Final Report on the Reappraisal of the role of the Red Cross

Geneva, August 1977
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INTRODUCTION

Consideration of the Report on the Re-appraisal of the Role of the Red Cross is the major theme of the Twenty-third International Conference of the Red Cross and of the meeting of the Council of Delegates which precedes the Conference.

It will be recalled that the Council of Delegates at its meeting in October, 1975 requested the ICRC and the League "to enter into a thorough examination of how the recommendations of the Report could improve the functions of the International Red Cross movement" (Resolution No. 3).

In following up this request together, the ICRC and the League - represented by four Vice-Chairmen appointed by the Committee of Chairman and Vice-Chairmen - found that while some parts of the Report related primarily to the responsibilities of one Institution and not to the other, there were numerous matters where both organisations have responsibilities.

We felt it would be useful if the results reached up to the present time by the Institutions in their examination of the Report were shared with all the other participants in the Conference. The attached comments are offered for this purpose. For the reasons explained above, the comments fall into three categories, each of which is printed on a different colour of paper for ease of identification:

- Comments made jointly by the ICRC and the League (white pages).
- Comments made by the ICRC (green pages).
- Comments made by the League (grey pages).

The texts do not necessarily represent the final positions of the Institutions on these issues - they are simply submitted for information and as a basis for discussion. They are classified according to the agenda of the International Conference.

Alexandre Hay
President
International Committee
of the Red Cross

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President
League of Red Cross Societies
Commissions I, II and III

BASIC ROLE OF THE RED CROSS

(Provisional agenda item: Commission I: IV/I)
(Provisional agenda item: Commission II: IV/I)
(Provisional agenda item: Commission III: III/I)

In his Final Report, Mr. Tansley expressed the view that the Red Cross should adopt a definition of its basic role, which would tend to strengthen the cohesion of the Red Cross movement. He proposed the following definition:

"to provide emergency help, on an unconditional and impartial basis, whenever and wherever human needs for protection and assistance exist because of a natural disaster or conflict" (p. 129).

The question whether it is expedient to define the basic role of the Red Cross will be debated at the Bucharest Conference by each of the three Commissions and in plenary session. If such a definition is formulated, then the question will arise on the most appropriate place which it should occupy in the various texts governing the Red Cross movement and, in particular, whether it should form the subject of a resolution by the International Conference of the Red Cross.

In any case and without prejudgment on the problems outlined above, it became apparent that any discussion of this important matter should be based on a definition other than the one proposed by Mr. Tansley.

At the meeting of 30 October 1976, attended by about 80 National Societies, the League and the ICRC, it was found that Mr. Tansley's definition of the basic role of the Red Cross did not meet with much favour among members of the Red Cross movement. In particular, those present considered that insufficient emphasis had been given in Mr. Tansley's text to health and social welfare.
This question gave rise to thorough consultations between the ICRC, the Committee of the Chairman and Vice-Chairmen of the League, and the members of the Standing Commission. As a result of those discussions, the following draft was produced and is submitted by the League and the ICRC to the International Conference of the Red Cross.

"The Red Cross, by virtue of the fundamental principle of humanity, endeavours to prevent and alleviate human suffering wherever it may be found. Its purpose is to protect life and health and to ensure respect for the human being.

The Red Cross provides impartially, without discrimination as to race, religious beliefs or political opinions, protection and assistance to those who need it, in the event of armed conflicts and other disasters.

It contributes to the promotion of health and social welfare.

It stimulates individual dedication and voluntary service.

In carrying out its humanitarian activities, the Red Cross promotes mutual understanding, friendship, co-operation and lasting peace amongst all peoples".

The parts in italics are quoted from the first of the fundamental principles of the Red Cross, the principle of humanity.

The authors of the draft found that this principle enjoyed universal acceptance within the movement and was considered to be the most important principle of all, constituting the essence of the Red Cross role, objectives and ideals. In addition, it had the decided advantage in such an important text, that its wording is already established and has already been universally accepted, thus allowing discussion of the draft to be concentrated upon what is new.
Commission I

ASSISTANCE IN THE EVENT OF NATURAL DISASTERS

PROPOSALS OF A GENERAL NATURE

(Provisional agenda item IV, 2 (a))

1. Introduction

The Tansley Report makes four general proposals on assistance, which are commented upon below. Certain other more specific proposals, having to do with the effectiveness or efficiency of assistance work, which may appropriately be considered in this context, are also examined hereunder.

2. Effectiveness of assistance activities

(a) The Report proposes that:

"Red Cross should seek to establish itself firmly as the leading non-governmental assistance organisation within whatever international disaster relief system evolves in the coming years" (p. 74).

The League considers that this could be the result of effective work by the Red Cross movement, but it is inappropriate to think of pre-eminence as an aim in itself.

At national level, several Societies are the leading assistance organisations in their countries, and others may become so in the future. We feel that Societies can often give leadership at national level and that practical, and not only legal, public recognition of their special status as natural auxiliaries of their governments is a key to such leadership.

(b) Confining interventions to the emergency phase

The Report (pages 76 and 77) urges the need for a basic policy and "binding guidelines" confining assistance interventions to the "emergency phase". We consider this desirable in theory, but we see practical difficulties
in defining objectively the end of the "emergency phase". Subjectively, the emergency phase for Red Cross often, but not always, ends when governmental help arrives, either bi-laterally or through inter-governmental agencies. As an alternative to attempting to define "emergency phase", it should be possible to define the specific types of assistance services which the Red Cross can provide - they are limited; the emergency could be considered as terminated when none of those services is required any longer.

Despite problems of definition, we consider it important to stress the emergency, or temporary character of Red Cross assistance, and to avoid effectiveness being weakened by dispersion of effort and resources. We should like to see more emphasis on the quality of the services, and less upon their variety.

Surplus funds remaining after the end of the emergency phase should be used for developing the disaster preparedness of the National Society concerned.

(c) Famine

The Report calls for "a clear policy on Red Cross responsibilities in famine" (p. 77).

The definition of Red Cross responsibilities in famine situations, and the formulation of practical measures to carry out those responsibilities, are subjects which have received, and continue to receive, particular attention from the League and many of its member Societies. In 1975 a working group of the Disaster Relief Advisory Committee prepared a statement on "Red Cross policy towards famine situations" and subsequently the Board of Governors adopted a resolution (No. 12/1975) on the subject. Further study has resulted in a draft statement on nutrition policy, which will be discussed by the Disaster Relief Advisory Committee at its meeting in October, 1977.

In order to bring a more professional approach to nutrition in disaster feeding programmes and in services to National Societies in the related health and welfare field, it has been decided that the League Secretariat will establish a new post of Nutrition Adviser. This position will be financed for at least the first two years from sources outside the League's ordinary budget.
(d) Study of efficiency at international level

It is difficult to comment in this suggestion because we do not know what was the "sufficient evidence" which "appeared during the Re-appraisal to suggest that the League Secretariat would profit from a systems analysis of its relief bureau" (p. 78). In our view there exist no serious problems on the level of systems and procedures in the relief sector of the Secretariat. The organisation of the work, and the routines employed, are not static, but evolve gradually in response to changing conditions. Furthermore, a certain turnover of staff ensures that existing methods are looked at appraisingly by new arrivals on the staff, many of whom are highly experienced people transferred from National Societies.

On the other hand, we have recognised that there is a need to improve the information support for disaster relief operations - and preparedness - particularly to enable donor National Societies to provide more timely and pertinent information to the publics upon whom they are dependent for support. Accordingly, it has been decided to create a new position of Relief Information Officer in the Secretariat. The position will be financed from outside the Ordinary Budget.

(e) The Report discusses the financing of Red Cross assistance activities, and notes that there is dependence upon funds raised ad hoc after a disaster has occurred. Mr. Tansley considers that "the goal which Red Cross should adopt in future is to move as far as possible from this ad hoc and highly unpredictable method of financing" (p. 80). Two steps in this direction are proposed by the Report: first, to enlarge existing guarantee schemes, and secondly to tap more systematically the resources of governments in advance of disaster.

It is our opinion that the Red Cross should continue to use ad hoc financing when disasters occur. But in addition it is necessary to supplement this by other measures, and in this connection the two suggestions made in the Report are of interest.

The League is at present discussing methods of enlarging its existing guarantee scheme, which is now four years old. Under this scheme a certain number of National
Societies have agreed to place specific sums of money at the immediate disposal of the League Secretariat upon request, without waiting for the results of a public appeal.

There is a need also for a reserve fund for giving assistance in disasters which do not have great appeal to the general public, and where the results of the traditional appeal system do not always meet emergency needs. National Societies, selected foundations and other sources might be approached regarding the initial financing and subsequent replenishment of such a fund, but clearly this is a difficult enterprise, and it will take time to establish.

3. Personnel

(a) the Report proposes that:

"Red Cross should recognise the need to professionalise those aspects of its assistance activities which are not purely voluntary in nature" (p. 74).

The League believes that too much emphasis can never be placed on the importance of effective voluntary effort in assistance activities. Trained and available volunteers in sufficient numbers are the basic strength of the Red Cross movement, not only in assistance work. Knowledge of how to set about recruiting technically qualified volunteer personnel is still lacking in several National Societies and greater efforts are needed to deal with this problem.

In short, we see no contradiction between professionalism and volunteerism. They are simply different forms of service which are complementary to one another.

The Report suggests that "Red Cross at the international level might also give thought to the style of its operation in developing countries" (pp. 77-78), and goes on to give some reflections on this subject, which we support. The League Secretariat has, in fact, been endeavouring to work along the lines proposed for some years past but its efforts are influenced, and often limited, by the capacity and willingness of Societies to cooperate fully with the Secretariat in planning and carrying out relief operations.
4. **Pre-disaster Planning**

The Report proposes that:

"Red Cross at all levels should place greater emphasis upon pre-disaster planning, broadly defined" (p. 74).

In view of the importance of this matter, the League's and the ICRC's comments upon it are the subject of a separate chapter, entitled "Planning for action in natural disasters and in armed conflicts" (see, provisional agenda of Commission I, item IV, 4).

5. **Wider View of Possibilities**

The Report proposes that:

"Red Cross should take a wider view of the possibilities open to it in the assistance field" (p. 74).

The League agrees basically with this, provided the Red Cross stays within its capacity and its fields of competence. One of the most important possibilities open to the movement is to be a spokesman, or advocate, for disaster victims who in some cases may have no other way of making their plight known to the world, and thus seeking assistance.

Throughout the world the movement has influence which it may not have fully appreciated, let alone used, as a knowledgeable and trusted spokesman for those who are, or who may become, victims of natural disasters. At the local level alone this influence could be used, for example, to encourage suitable safety standards in the construction of buildings, and in relation to other kinds of legislation intended either to prevent disasters or to minimise their effects if they do occur.
Commission I

ASSISTANCE IN THE EVENT OF NATURAL DISASTERS

COLLABORATION WITH OTHER ORGANISATIONS

(Provisional agenda item IV, 2 (b))

In the chapter of the Report dealing with assistance, Mr. Tansley discusses briefly the question of collaboration between the Red Cross and other organisations:

"While Red Cross enjoys a close working relationship with certain UN agencies such as WHO and UNICEF, this is not true for UNDRO. The mutual reluctance of UNDRO and the League to cooperate is particularly striking given the similarity of their mandates. UNDRO is to coordinate international disaster assistance of the UN system, the League that of its National Society network. Given the pressures now building in the international community for cooperation among disaster assistance organisations this relationship now seems unjustifiable, whatever factors led to it in the past" (p. 79).

The League rejects as quite unfounded this criticism of the relations between itself and the United Nations Disaster Relief Coordinator (UNDRO). The remarks made below therefore should be regarded as corrections rather than comments: the statement made in the Report does not correspond with the facts.

From the inception, a few years ago, of the UN Relief Office, the Red Cross has shown a very positive attitude to it and declared its willingness to cooperate. This has been manifested on several occasions, also publicly, during sessions of the UN economic and Social Council. The Coordinator himself has never missed an occasion during his public presentation of the work of his office at ECOSOC and also at the United Nations General Assembly in New York, to mention his excellent cooperation with the League.

The contact between the two organisations has not been limited to general declarations on mutual cooperation and usefulness. There is a close contact at different levels between the Secretariats, and during a period
of three years a qualified representative of the League Secretariat in the relief and development field was put at the disposal of UNDRO and served on several occasions as UNDRO's major spokesman during a series of important disasters. On occasions he represented both UNDRO and the League of Red Cross Societies in the field. His, and other officers' work in the field has given, notably to governments and the public in countries hit by disasters an impression quite different from the one mentioned in the Report, and has shown that the two offices do cooperate closely.

There are also many other examples of this contact, for instance, exchange of all relevant material, establishment of a system for immediate exchange of telexes and other information on relief situations, possibilities for relief personnel to take part as a routine in briefings at the UNDRO office and vice versa, a standing invitation from the League to UNDRO to take part in monthly meetings with non-governmental organisations regarding relief problems, etc. It can be stated that there is no UN organisation which is in such permanent, almost daily, contact with the League Secretariat as UNDRO - which is only natural.

The Report also states that close cooperation with other UN Agencies is warranted at field level. Such a cooperation has for a long time been organised and the Red Cross has pioneered - for instance by its joint efforts with UNDP and UNICEF - in organising field relations for non-governmental organisations with the UN in a more efficient way.
In his chapter on assistance, Mr. Tansley gave prominent place to the idea of an "international relief convention"; he added that the League and the ICRC might consider heading a movement to draw up such a convention. To justify such an initiative, Mr. Tansley reproduced the following opinion submitted at the time of his Study:

"For a number of reasons ... there is concern with the inadequacy of international law pertaining to the administration of emergency aid, both governmental and non-governmental, in the aftermath of both natural and man-made disasters. Current international law, which is largely based on traditional practice, does not obligate a state in any way to accept emergency aid even when its population is in extremely grave danger. An International Relief Convention, while not repudiating the ancient doctrine of national sovereignty and non-interference in the internal affairs of other states, could nevertheless establish a set of reasonable criteria outlining when and through what administrative mechanism states would be expected to accept humanitarian aid on behalf of their populations. Furthermore, the attempts by donor states to use emergency aid for their own political purposes have at times resulted in the donation of useless equipment and supplies and even in undue political interference in the affairs of the recipient state. An international emergency assistance convention would set down the terms under which the donor states would make their gifts as well as stipulating that donor states would give only those supplies which respond effectively to the assessed needs of the affected population. Finally, lack of coordination of relief operations has often caused delays and complications in alleviating the effects of disaster situations. Any new Convention on International Emergency Relief would wish to address itself to the problems of coordination and administration of international emergency relief operations" (p. 80).
This proposal involving the two Institutions would merit more detailed examination and prolonged development. The League, in its capacity of Institution more especially concerned with situations resulting from natural disasters, and also the ICRC, would however at this stage confine themselves to jointly formulating some general considerations.

The Convention proposed in the Tansley Report is directed at three objectives:

- to make sure that the State concerned will accept the necessary humanitarian assistance;

- to make sure that this assistance is adapted to the needs of the inhabitants;

- to guarantee the greatest possible efficiency of international aid operations.

The first and most important point to be mentioned is that, if it existed, such a Convention would lay down rules in international law on situations which normally come within the purview of internal legislation. It may be wondered to what extent the community of States is prepared not only to accept that a humanitarian body offers its services in an internal situation, but also to make the acceptance of such an offer obligatory.

In practice, it may be feared that clauses making the efforts of humanitarian organisations still more difficult will be introduced into a possible international Convention.

Far from increasing its action potential, the Red Cross would come up against the risk of being deprived of its present opening of going into action immediately in the event of emergency situations. There might also be a threat to its independence and to the implementation of the basic principles governing its intervention. It might - as Mr. Tansley rightly pointed out in another part of his Report - come up against "the increasing tendency to introduce a jarring political flavour to humanitarian matters which Red Cross neither needs or wants" (p. 120).
At the XXIst International Conference in Istanbul, the Red Cross fixed the Principles and Rules for Red Cross Disaster Relief. These principles and rules are periodically re-examined and supplemented, when this is deemed necessary. These provisions have proved their effectiveness and are well adapted to the needs of our movement.

One of the rules provides that the Red Cross takes into account the relief made available by other organisations and coordinate its action with them. This coordination was still in an embryo stage when Mr. Tansley undertook his study and has since then developed. It can and should be further reinforced, and the ICRC and the League are giving their attention to this (see chapter "Assistance in the event of natural disasters: Collaboration with other organisations", provisional agenda item IV, 2, (b) Commission I).

At a more specific level, there is a category of cases which was not long ago the subject of proposals concerning the distribution of tasks between the League and the CICR: cases of natural disasters aggravated by political circumstances. Disasters have in fact occurred, due to essentially natural causes, such as drought for example, or on the contrary floods, whose consequences were made more serious by lack of information or faulty distribution due to political causes.

In the division of responsibilities between the League and the ICRC, there is a twilight area and it cannot be clearly determined in advance which of the two organisations would be theoretically responsible for coordinating the efforts of the movement in aid of the victims of such circumstances. However, it seems that the coordinating body provided for in the 1969 ICRC-League Agreement is specifically there to decide, from case to case, which of the two Institutions would be likely to work with greater efficiency in a given situation. Each time such cases arise in the future, the League and the ICRC will study them to determine which of them is best placed to coordinate Red Cross assistance.

In general, and despite their reservations vis-à-vis a "Convention on International Emergency Relief" (p. 80), the League and the ICRC hope to participate in the different deliberations aimed at regulating relief in the most
appropriate way. This question is not only on the agenda of the Bucharest Conference, but is also the subject of a permanent study by the Red Cross Institutions, in cooperation with all those who, in one respect or another, give their attention to continually improving the effectiveness of international natural disaster relief actions.
Commission I

PROTECTION AND ASSISTANCE IN THE EVENT OF ARMED CONFLICT

PROPOSALS OF A GENERAL NATURE

(Provisional agenda item IV, 3 (a))

1. Introduction

This is undoubtedly one of the important items which the Twenty-third International Conference of the Red Cross will have to consider. The concepts of assistance and protection are obviously of fundamental significance for the Red Cross and it was therefore appropriate for Mr. Tansley to devote nearly two-thirds of his study to them.

It also seems proper that both questions should be dealt with by the same Commission, as they are linked in a number of ways, especially in armed conflicts and similar situations. In such situations, assistance activities often assume the character of protection operations and vice versa, to such an extent that they become inseparable. That is one reason why the International Red Cross, in article 6 of its Statutes, entrusted the ICRC with the final responsibility for carrying out the humanitarian work of the Red Cross in the event of armed conflict.

The idea of entrusting both functions to a single body derives its source and justification from experience; to protect an adversary in captivity or in occupied territory is not the same as to bring relief to the needy inhabitants of the country concerned. Admittedly, a humanitarian body will not refuse to distribute relief supplies even if it is not allowed to protect the victims; but, in the event of armed conflict, the co-operation of the authorities will vary both in matters of assistance and of protection; under such circumstances it is necessary, if unity in humanitarian action is to be maintained, that a single body should have a global view, and have final responsibility for the conduct of these operations.
Basically protection and assistance cannot be separated in situations of conflict, even though it may be possible, in the interest of clarity, to consider them separately, as will be done here.

2. Protection

2.1 The Report does not define the meaning of "protection", (1) but it obviously refers to the protection of victims of armed conflicts or internal disorders who are in the hands of an adverse authority or of an authority which does not afford them appropriate guarantees. Thus, the action of protection is linked with the ICRC's role as a neutral intermediary entrusted to it by the Geneva Conventions, the Statutes of the International Red Cross and the resolutions of International Conferences of the Red Cross, and has in practice frequently been exercised in situations beyond the scope of the Conventions.

Neutrality is a fundamental principle which is binding on all Red Cross components, not only on the ICRC. However, the multinational structure of the League and the fact that the National Societies are auxiliaries to the public authorities make it more difficult for any of them to act as a neutral intermediary than for the ICRC, which is uni-national and whose members are co-opted. This view is supported in the Geneva Conventions which refer nearly forty times to assistance and protection activities to be entrusted to the ICRC (whether named specifically or not), in its capacity as an impartial humanitarian body (2).

(1) Like the Report, the Geneva Conventions and the Red Cross Statutes contain no definition of "protection", undoubtedly because it is a concept that is easily understood. Yet if a definition were required one might say that, in Red Cross action, "to protect" implies preserving victims of conflicts who are in the hands of an adverse authority from the dangers, sufferings and abuses of power to which they may be exposed, defending them and giving them support.

In a broader context, one might say that "protection" also includes developing, publicising and ensuring application and respect for international humanitarian law.

(2) Conv. I: art. 3,9,10,11,23
Conv. II: art. 3,9,10,11
Conv. III: art. 3,9,10,11,56,70,72,73,74,75,77,79,81,122,123,124,125,126, Annex II et III
Impartiality, like neutrality, is not the prerogative of the ICRC alone; it is an obligation both for National Societies and for the League. However, the States chose to assign to the ICRC the task of protecting and assisting the victims of armed conflicts without discrimination.

2.2 Mr. Tansley has made a number of practical suggestions regarding participation by National Societies in protection. Most of these suggestions should be supported. National Societies are in fact associated by the ICRC in the function of protection wherever circumstances permit. To discharge its responsibilities, the ICRC directs and co-ordinates their action.

In cases of armed conflict or disorder National Societies are of course generally engaged in assistance tasks, but they can also play a useful part in protection. They can do so all the more effectively if the manner in which they exercise their responsibilities is clearly defined and in harmony with that of the ICRC.

2.3 The National Society of a country stricken by armed conflict or some similar situation can play its part in various ways, namely by:

- having its government ensure that the Geneva Conventions are fully respected and implemented;

- making its government aware of the paramount importance of protection by the ICRC;

- organizing assistance operations;

- making occasional visits to detainees pending ICRC visits and in close liaison with the ICRC.

2.4 The National Societies of countries not involved in a conflict may:

- participate in assistance action, as a number of them have done;

- undertake protection tasks when asked to do so by the ICRC or by all parties to a conflict.
2.5 All National Societies can and should co-operate in preparations for protection, especially through the dissemination of knowledge of humanitarian law, and the ICRC should arouse their interest in such activity and co-ordinate their operations.

2.6 The League should obviously take an active part in protection in the wide sense given to it by Mr. Tansley. Article 5, para. 1 (j), of the League's new Constitution says that one of its functions is "to assist the ICRC in the promotion and development of international humanitarian law, and collaborate with it in the dissemination of this law and of the Fundamental Principles of the Red Cross among the National Societies".

This article, which was almost unanimously adopted by the League members and fully approved by the ICRC, indubitably constitutes a further step forward in ICRC-League co-operation.

Moreover, article 5, para. 1 (i) of the League's new Constitution enjoins the League "to bring help to victims of armed conflicts within the framework of the agreed functions of the League as a member of the International Red Cross and in accordance with the agreements concluded with the ICRC".

This article confirms article 2 (Red Cross action in the event of conflict) of section I (Relief actions of National Societies for the civilian population) of the ICRC-League Agreement of 25 April 1969, while leaving the door open for other similar future agreements. Here too, the text was adopted almost unanimously and was welcomed by the ICRC.

3. Assistance

3.1 In case of an armed conflict

- The 1969 ICRC-League Agreement provides that where the civilian population stricken by an international conflict is in its own national territory, and particularly where displaced persons are involved, the ICRC assumes general leadership of international action on behalf of the Red Cross as a whole. As we have seen above, this is necessary because of the close links between protection and assistance in the event of conflict and in order to reach all victims, including those who would otherwise be left without help. This also holds good where action is
to be for the benefit of the civilian victims of a domestic conflict. In both cases it is necessary to protect certain categories of the population from discrimination. The League of course maintains full relations with National Societies of countries involved in a conflict. It might even, at times, intensify them within the framework of articles 4 and 5 of the 1969 Agreement.

- To ensure protection in countries at war, the ICRC considers that it may have to direct all operations, including those relating to civilians who have taken refuge in a third country, sometimes even when the intervention of a neutral intermediary is theoretically not or no longer necessary. Sometimes, as in cases where frontiers are easily crossed or where neighbouring countries may exert considerable influence, a global approach by a single institution is indispensable if the unity of Red Cross action is to be maintained.

- In situations where in the victims' interest the ICRC has to direct assistance operations, it will do so in close contact with the National Societies of the countries concerned. It may also appeal for the co-operation of other National Societies and, depending on circumstances, of the League pursuant to the League-ICRC Agreement of 25 April 1969.

3.2 In case of a mixed situation: armed conflict and natural disaster:

Action in favour of victims of natural disasters falls within the competence of the League and National Societies. In exceptional cases where a natural disaster coincides with armed conflict or political or social unrest, it might be necessary for the ICRC, in consulting with the League, to take the initiative of intervening in its capacity as neutral intermediary to ensure that the governments agree to the provision of relief to the entire stricken population.

3.3 Common elements:

Insofar as there are factors common to armed conflicts and natural disasters, the ICRC favours planning and a more thorough standardization of relief operations. To this end it is prepared to consider the establishment of a joint study group. This matter will be developed in the chapter on relations between the ICRC and the League (agenda item IV, 8 and IV, 9).
Commission I

PROTECTION AND ASSISTANCE IN THE EVENT OF ARMED CONFLICT

PROPOSALS OF A GENERAL NATURE

(Provisional agenda item IV, 3 (a))

References to the responsibilities of the League in the event of armed conflict are contained in the Agreement entered into in April, 1969 between the ICRC and the League "for the purpose of specifying certain of their respective functions", the new Constitution of the League approved by the Board of Governors in 1976, and in Protocol I additional to the Geneva Conventions of 1949, which was approved by the Diplomatic Conference in June, 1977.

The ICRC/League Agreement states in Article 2 that:

"In countries where there is an international war, civil war, blockade or military occupation, the ICRC, in virtue of the functions of a neutral intermediary devolving on it under the Geneva Conventions and the Statutes of the International Red Cross, shall assume the general direction of the Red Cross international action.

If, in these countries, as a result of special circumstances or in the event of a natural disaster, the League is, at the request of a National Society, called upon to give assistance to the civilian population of its country, the ways and means of the intervention of the League as well as its cooperation with the ICRC and the National Societies concerned shall be defined from case to case in accordance with Articles 5 and 6 of the present Agreement.

When the intervention of a neutral intermediary is not or is no longer necessary, the ICRC shall reach agreement with the League with a view to associating it with the relief action or even handing over to it the entire responsibility".

Article 5, 1, i of the new Constitution of the League states that one of its functions is:

"To bring help to victims of armed conflicts within the framework of the agreed functions of the League as a member of the International Red Cross and in accordance with the agreements concluded with the International Committee of the Red Cross (ICRC)".
Article 81 of Protocol I additional to the Geneva Conventions, states in paragraphs two and three that:

"The Parties to the conflict shall grant to their respective Red Cross (Red Crescent, Red Lion and Sun) organisations the facilities necessary for carrying out their humanitarian activities in favour of the victims of the conflict, in accordance with the provisions of the Conventions and this Protocol and the fundamental principles of the Red Cross as formulated by the International Conferences of the Red Cross.

The High Contracting Parties and the Parties to the conflict shall facilitate in every possible way the assistance which Red Cross (Red Crescent, Red Lion and Sun) organisations and the League of Red Cross Societies extend to the victims of conflicts in accordance with the provisions of the Conventions and this Protocol and with the fundamental principles of the Red Cross as formulated by the International Conferences of the Red Cross".

Since two out of the three texts quoted above are new, it would be appropriate for the League and the ICRC to study together their practical implications for their future work.
Commission I

DISSEMINATION OF INTERNATIONAL HUMANITARIAN LAW
AND OF RED CROSS PRINCIPLES

(Provisional agenda item IV, 3 (c))

The Tansley Report does not devote a special heading to the problem of dissemination, its remarks on this subject being scattered in various chapters. In the interest of greater clarity, the ICRC and the League felt it would be useful to bring them together, to synthesize them, so as to identify the general concepts.

Mr. Tansley's thoughts may thus be divided into two groups.

1. General considerations

There are two important general considerations in Mr. Tansley's approach to the dissemination of humanitarian law and of Red Cross principles: ignorance of the subject within the movement and the difficulty of disseminating it.

Mr. Tansley notes that "the general public did not know very much about Red Cross" (p. 13), and that "Red Cross leaders and members know very little about what Red Cross is and does outside their own activity" (p. 49).

This is true both for the content and meaning of the principles of the movement which are "not well understood by the majority of Red Cross members" (p. 49).

According to Mr. Tansley, great confusion prevails about the exact meaning of the essential functions of protection and assistance and of concepts of human values.

We share Mr. Tansley's opinion; these notions need to be clarified and explained. It has been observed in particular in the course of armed conflicts -- to refer only to these -- the extent to which ignorance of Red Cross principles and of the Geneva Conventions can prejudice humanitarian activities of the Red Cross and hence cause harm to the victims. The ICRC, profoundly concerned over this situation, wishes to continue and intensify its efforts at dissemination, in co-operation with the National Societies and the League, and with Governments and the mass media.
The Tansley Report furthermore recognizes that "dissemination of the Geneva Conventions is a difficult task" (p. 23).

It is difficult because it is a long-term effort which offers no hope for immediate results. We must also recognize that speaking of war, even for the purpose of attenuating its effects, is an unpopular venture. It is nevertheless essential, since it would indeed be useless to develop and codify humanitarian law if it were finally to remain unknown to those responsible for applying it.

It is against this background that the "First European Red Cross seminar on the dissemination of the Geneva Conventions" (Warsaw, 1977) endorsed three basic principles, which we believe to have a very general value and merit to be presented here as guiding rules in matters of dissemination:

"1. Although dissemination of knowledge of international humanitarian law is a responsibility of governments, it should be a direct concern of the Red Cross in general and particularly of each National Society in its own country.

2. The dissemination of the Red Cross ideals must not be limited to the Geneva Conventions but should cover Red Cross principles and be included within the broad concept of man's responsibilities to man.

3. Dissemination cannot be dissociated from the propagation of a spirit of Peace by all members of the Red Cross family. Dissemination should never make war appear "acceptable".

2. Particular proposals

2.1. Presentation of the law in simplified form

"A first step might be to simplify the law, in information terms..." (p. 69).

The ICRC and the League share Mr. Tansley's opinion on this point. Taking into account suggestions which have been made, the ICRC has set up a working group in conjunction with the League which has attempted to summarize the fundamental principles of humanitarian law in order to facilitate its dissemination.

The group has produced a draft upon which we await the comments of participants in the Twenty-third International Conference of the Red Cross.
2.2. Information for those concerned

"In information terms, there is a need for something between Jean Pictet's "The Principles of International Humanitarian Law" and the brief "Soldier's Manual" published by the ICRC" (p. 69).

The range of ICRC publications is more extensive than one might suppose from Mr. Tansley's comment. For several years, the ICRC has been making a considerable effort to expend the field of its publications, with regard to subjects, translations, audio-visual presentations and the different circles addressed -- such as the armed forces, schools, universities and the general public. A total of over 20 different publications try to cover the varied and wide range of readers susceptible to be interested in humanitarian law or the Red Cross and its principles of them, the "School Manual" and its accompanying "Teacher's book", has reached over two million copies, was translated in more than a dozen languages and introduced in some 40 countries in all continents.

As for the future, in the next three years, the ICRC intends to put out the following publications

2.2.1. Commentary to the Additional Protocols
This publication would be the counterpart of the Commentary to the Geneva Conventions of 1949.

2.2.2. Brief commentary to the Additional Protocols
This publication would be in response to the wish expressed by many National Societies for a simple teaching aid to be used in their dissemination programme.

2.2.3. Handbook of the laws and customs of war
This handbook would be primarily for the armed forces and would summarize, for every subject, the essential points of the laws and customs of war from 1907 to 1977.

2.2.4. Text book on international humanitarian law
This text book is at present being prepared in conjunction with UNESCO and the Henry-Dunant Institute.
2.2.5. Geneva Conventions and Additional Protocols
There would be a need for the Geneva Conventions and Additional Protocols in a single volume, in which the supplementary nature of the various articles would be clearly apparent by the use of differentiated type.

2.2.6. Essential rules of the Geneva Conventions and of the Additional Protocols
The present booklet ("Essential Rules") should be re-issued so as to include the essential provisions of the Additional Protocols.

2.2.7. Index to the Geneva Conventions and the Protocols
The present index to the Geneva Conventions should be re-edited and supplemented with references to the Additional Protocols, a task which might be entrusted to the Henry-Dunant Institute.

2.2.8. Book on the ICRC's principles
Collection of articles stating the ICRC's principles on about a dozen specific points.

2.2.9. Practical guide for National Societies in the event of conflict
The issue of such a guide would fulfil a recommendation of the World Red Cross Conference on Peace held at Belgrade in 1975.

2.2.10. Booklet on identification systems
This booklet would summarize all that has been done in this field, taking into account the Additional Protocols.

Apart from these definite, the ICRC would like, if possible, to issue two manuals giving examples of the implementation of humanitarian law; one for armed forces; the other for National Societies and the general public.

Several National Societies have produced publications in these areas, and many have also made use of ICRC publications. The ICRC and the League consider that these valuable activities by National Societies should be continued and developed.

2.3. Regional approach

"A regional approach could take into account cultural values and practices as well as associating Red Cross values more directly with the values found in a particular culture" (p. 69).
It was precisely in the spirit of this pertinent comment that the ICRC organized a mission for Miss Diallo, a Doctor of Laws, of Sengalese origin, who studied African traditions for similarities and differences between African humanism and the fundamental principles of humanitarian law as expressed in the Geneva Conventions.

In these studies, the ICRC does no more than suggest lines for possible research, since it is up to the countries themselves to follow up the studies, through specialized institutes, universities, etc.

ICRC regional delegations play an important role in this connection, through their contacts and the knowledge they gain of principles and traditions in the places where they are working.

Encouraging the staff of National Societies to attend regional seminars is also a reflection of the ICRC's desire to take regional cultural values into consideration. To cite some examples:

- Organization of a Regional Training Institute for National Society leaders in Central Africa at Kinshasa, Zaïre (August 1973);

- Seminar on the Conventions, humanitarian law and first aid at Kampala, Uganda (February 1976);

- National seminar on Red Cross principles and international humanitarian law at Ouagadougou, Upper Volta (March 1976);

- Seminar on international humanitarian law and methods for its dissemination at the Henry-Dunant Institute (October 1976);

- National seminar on the Geneva Conventions at Bogota, Colombia (November 1976);

- First European seminar on the dissemination of the Geneva Conventions at Warsaw, Poland (March 1977);

- First African English-speaking seminar of the Red Cross and Red Crescent Societies on the dissemination of the Geneva Conventions at Mombasa, Kenya (scheduled for the summer of 1978);
- First African French-speaking seminar of the Red Cross and Red Crescent Societies on the dissemination of the Geneva Conventions in Tunis, (scheduled for 1979);


2.4. Officer responsible for dissemination

"At a bare minimum, every National Society should have a protection officer who would be responsible for dissemination efforts, reporting and liaison with ICRC" (p. 70).

In October 1975, in a memorandum distributed to all National Societies, the ICRC encouraged all those which had not yet done so to appoint a person responsible for dissemination.

Resolution XII on implementation and dissemination of the Geneva Conventions, adopted unanimously at the International Conference of the Red Cross at Teheran, asked the ICRC to support the efforts of Governments and National Societies in dissemination, in particular by preparing information material suited to the spheres and areas it was proposed to reach, advising National Societies on drawing up plans of action in this field, systematically publicizing the achievements of Governments and National Societies, and organizing or participating in seminars on international humanitarian law. To put this resolution into effect, the ICRC must be able to reply upon the participation of the National Societies.

The appointment of an officer by each Society should ensure the exchange of information and continued activity at the national level.

The ICRC would thus be in a position to act as co-ordinator of information on dissemination, on the basis of the particulars it receives, or should receive, from the National Societies in reply to its inquiries.

2.5. Co-operation between the ICRC and the League

The Tansley Report does not refer to co-operation between the ICRC and the League in this connection.
Generally speaking, the Red Cross has everything to gain from increased support by the League for the ICRC's efforts at dissemination. This co-operation will be greatly facilitated now that Article 5.1.j of the League "to assist the ICRC in the promotion and development of international humanitarian law, and collaborate with it in the dissemination of this law and of the fundamental Principles of the Red Cross among the National Societies".

Two other sub-paragraphs in article 5 of the League's Constitution will also necessitate a close collaboration between both Institutions for their implementation:

"g) to encourage and coordinate between National Societies the exchange of ideas for the education of children and young people in humanitarian ideals and for the development of friendly relations between young people of all countries;

h) to assist National Societies to recruit members from the population as a whole and inculcate the principles and ideals of the Red Cross".

When dealing with the dissemination of Red Cross Principles and humanitarian ideals, particularly among young people, co-operation between the League and the ICRC is essential. Both Institutions will define the nature of this collaboration and establish guidelines for it.

3. Conclusions

3.1. To give greater effect to its work of dissemination, the ICRC believes that its policies in this field must be characterized by:

(a) attempts to find methods and language suited to the various recipients;

(b) priority efforts directed to the armed forces, primarily responsible for the application of humanitarian law;

(c) development of personal contacts and establishment of dialogue;

(d) the determination, in any complete programme for dissemination, to give a prominent place to the contribution of the Red Cross to peace and a spirit of peace.
The League considers that these policies of the ICRC should receive its full support. To this end, the ICRC and the League reproduce the following concrete suggestions that have been adopted at the "Seminar on international humanitarian Law and Methods for its Dissemination", gathered at the Henry-Dunant Institute in October, 1976:

3.2. Guidelines

Dissemination, being the propagation of an ideal, must be done by strongly motivated individuals who believe in that ideal.

Dissemination must be adapted to the categories of people for whom it is intended (military, medical personnel, students, children, public administration, members of National Societies of the Red Cross, the general public, etc.)

Methods of dissemination must be diversified according to the various parts of the world in which they are used.

Dissemination needs money: all National Societies which can afford it should have a "dissemination programme" on their regular budget and should envisage financing a similar programme for less fortunate Societies, with ICRC technical assistance.

Each development programme of the League should include a budget for dissemination; the programme budget should be established jointly by the participating National Society, and the ICRC, in consultation with the League Secretariat and the operating society (International Review of the Red Cross, No 188, November 1976, p. 566).
Commission I

PROTECTION AND ASSISTANCE IN SITUATION NOT COVERED BY INTERNATIONAL HUMANITARIAN LAW

(Provisional agenda item IV, 3 (e))

1. Protection in extra-Conventional situations

Originally, and up to 1949, the law of Geneva protected only victims of wars between States. Article 3, common to the four Conventions of 1949, is applicable to all non-international armed conflicts; the Second Protocol additional to these Conventions covers non-international armed conflicts in which hostilities reach a certain degree of intensity; it does not apply to "situations of internal disturbances and tensions, such as riots, isolated and sporadic acts of violence and other acts of a similar nature, as not being armed conflicts" (Draft Protocol II, art. 1, par. 2).

These internal disturbances and tensions are precisely the situations in which, according to Mr. Tansley, the ICRC should provide a protection he describes as "ad hoc protection", to distinguish it from protection "under law" (pp. 72-74).

In this respect, Mr. Tansley uses a new and interesting terminology for the distinction between situations commonly characterized as "Conventional" and those described as "extra-Conventional". Whatever the terminology, it means "protection attempts which lack specific authorisation in international law" (p. 72) or, more specifically, in the law of armed conflicts.

What are these "internal disturbances and tensions" which justify the ICRC's "ad hoc" protection outside the field covered by the Geneva Conventions and the Protocols?

The ICRC has tried to define them. The two concepts were presented to a group of experts in 1970. On the basis of their comments, the ICRC gave the first Conference of Government Experts (1971) the following description of internal disturbances:
'This involves situations in which there is no non-international armed conflict as such, but there exists a confrontation within the country, which is characterized by a certain seriousness or duration and which involves acts of violence. These latter can assume various forms, all the way from the spontaneous generation of acts of revolt to the struggle between more or less organized groups and the authorities in power. In these situations, which do not necessarily degenerate into open struggle, the authorities in power call upon extensive police forces, or even armed forces, to restore internal order. The high number of victims has made necessary the application of a minimum of humanitarian rules" (Conference of Government experts, Document V submitted by the ICRC: Protection of victims of non-international armed conflicts, p. 79).

One may say that internal tensions have some or all of the following characteristics:

- sequel to a civil war or internal disturbances;
- state of serious political, religious, racial or social tension;
- the suspension of legal guarantees, recourse to emergency measures and procedures as a result of which the rule of law normally guaranteeing individual freedom under the State constitution is not or is no longer applied;
- administrative internment or deportation of persons considered a danger to States security;
- particularly heavy penalties for relatively minor offences;
- apparently justified complaints of inhuman treatment;
- disappearance of detainees.

In short, as some experts have stated, internal disturbances exist when, in the absence of an armed conflict, the State uses armed force to maintain order; internal tensions exist when, in the absence of internal disturbances, force is employed as a preventive measure to maintain respect for law and order.

It is in such situations that the ICRC seeks to provide "ad hoc protection". It carries out this activity by virtue of its universally recognized right of humanitarian initiative, of several resolutions by International Conferences of the Red Cross and on the basis of Article 6, paragraph 5 of the Statutes of the International Red Cross which states that the ICRC:
"As a neutral institution whose humanitarian work is carried out particularly in time of war, civil war, or internal strife, it endeavours at all times to ensure the protection of and assistance to military and civilian victims of such conflicts and of their direct results."

Contrary to the "Conventional" situation of international conflict, a State to which the ICRC offers its services under such circumstances has no formal obligation to accept them. It is therefore at the pleasure of the State and on terms of confidence that the ICRC is permitted to act. Sometime, it is on the invitation of the government concerned that the ICRC undertakes an action in a country.

2. Persons incarcerated in situations of internal disturbances or tensions

Internal disturbances and tensions have a general characteristic: The incarceration of certain categories of persons by the authorities. These persons have in common the fact that their actions, statements or writings are regarded by the authorities as constituting such opposition to the existing political system that they must be dealt with by depriving them of their freedom. The legal or material nature of the sanctions imposed may vary. It may be aimed at punishment, prevention, re-education or reintegration; it may be the result of a sentence imposed under the regular laws in force or by virtue of emergency laws and regulations; it may be the result of an administrative measure of limited or unlimited duration.

While it does not express itself on the reasons for the detention of these persons, the ICRC is nevertheless concerned with the conditions of their incarceration. Experience has proved that even when the government of a country wishes to have its prisoners humanely treated the everyday reality of their life in detention often could and should be improved. In many cases they are treated as "enemies" by officials in direct contact with them and do not always have the practical possibility of making their grievances known to the national authorities who might be both able and willing to guarantee them decent and humane treatment. Under these circumstances, not only during the period of interrogation but afterwards as well -- when the only security involved is that of the place of detention itself -- ICRC delegates have had many occasions to observe how far the situation of these persons falls short of what it should be.
The ICRC has had long and abundant experience in this field, since its first visit to such detainees was on 28 April 1919 in the Hungarian Soviet Republic. Between the two World Wars, similar visits were made in Ireland (1923), Poland (1924), Montenegro (1924), Italy (1931), Austria (1934), Germany (1935 and 1938) and Lithuania (1937).

Such visits were however occasional and constituted only the beginnings of a custom that began to be established when, after the Second World War, and particularly in relation to the process of decolonization, the ICRC increased the number and frequency of its visits to persons incarcerated in their own countries. In exceptional cases, such visits took place without any relation to internal disturbances or tensions and as a form of technical assistance to the prison authorities in developing countries.

Whether the visits had the character of technical assistance, or, much more frequently, that of protection for victims of internal disturbances or tensions, the ICRC, since the Second World War, has visited some 300,000 detainees in 72 countries on four continents, in situations not covered by the Geneva Conventions.

In about twenty of these countries, it made no more than 5 visits, either because it was not permitted to make more or because it did not seem necessary. In most countries, it made from 5 to 50 visits and in some countries more than 100.

In all, more than 2,000 visits were carried out, most of them under conditions conforming to ICRC practice, particularly with regard to the possibility for delegates to meet detainees of their choice without witnesses.

Some governments have refused the ICRC's offers of its services, or have considered permitting visits only under conditions which the ICRC regarded as unacceptable. In some instances, the ICRC itself has chosen not to offer its services, when preliminary inquiries or objective circumstances made it clear that such offers would either be refused or would be prejudicial to the detainees themselves. Finally, the increased number of situations of internal disturbances or tensions has compelled the ICRC to keep its activities within the bounds of its limited means.
Despite uneven results, the ICRC, since the last International Conference of the Red Cross (Teheran 1973), has visited persons detained on the occasion of internal disturbances or tensions or -- exceptionally -- as a measure of technical assistance, in the following countries and territories:

AFRICA : Angola (Portuguese), Burundi, Cameroon, Congo (Brazzaville), Ethiopia, French Territories of the Afars and Issas, Gambia, Liberia, Mauritania, Mozambique (Portuguese), Rhodesia/Zimbabwe, Rwanda, South Africa, Togo, Uganda, Zambia

ASIA : Indonesia, Malaysia, Philippines, Singapore, Sri Lanka, Thailand

EUROPE : Northern Ireland, Portugal, Spain

MIDDLE EAST : Arab Republic of Yemen

LATIN AMERICA: Argentina, Bolivia, Brazil, Chile, Colombia, Dominican Republic, Ecuador, El Salvador, Guatemala, Haiti, Honduras, Jamaica, Mexico, Nicaragua, Panama, Paraguay, Peru, Uruguay, Venezuela

3. ICRC procedure for visits

Periodic and detailed visits are carried out by professional ICRC delegates, all of them Swiss, to the places of detention and persons concerned, followed by discussions at all levels with the detention authorities and ending with the sending of confidential reports addressed only to the detaining Government. These reports, describing objectively and in detail the conditions of detention and containing specific suggestions for improvement, where appropriate, are not intended to be published. The ICRC confines itself to publishing the places and dates of the visits, the number of persons seen and the fact that the delegates have been able to talk to the prisoners without witnesses. It never comments publicly on the material or psychological conditions observed. It never gives its views -- publicly or otherwise -- on the reasons for detention. As occasion arises, the ICRC supplies material assistance to detainees, if there is need and if the authorities are willing.
In order to provide effective protection, the ICRC delegates ask to see all persons detained as a result of the events, to meet freely and without witnesses with prisoners of their choice and to return to the places of detention as the needs require.

In their criteria for evaluation in these visits, the delegates take local conditions and customs into consideration. This procedure, as a rule, leads to positive results and the governments which have decided to use the services of the ICRC are generally satisfied.

Furthermore, no State has complained to the ICRC that its security has been compromised by such visits or that the legal status of the persons visited has been affected by them. This is well worth pointing out since, as noted above, it was in 1919 that the ICRC first visited prisoners under circumstances other than those of international conflict or civil war.

It is a field in which, Mr. Tansley concludes:

"The ICRC should seek to enlist the support of the rest of the movement in terms of understanding, in terms of co-ordinated initiatives of public authorities, and co-operation in providing protection through assistance where required. The action of a few National Societies in this work can be used by the movement as a model of what can be done" (p. 73).

The ICRC will always be willing to accept such assistance in the framework of the division of labour outlined under Provisional agenda item IV, 3 (a) of Commission I.
Commission I

PLANNING FOR ACTION IN NATURAL DISASTERS AND ARMED CONFLICTS

(Provisional agenda item IV, 4)

1. Introduction

The Tansley Report stresses the importance of preparedness for natural disasters and conflicts in the following terms:

"Red Cross at all levels should place greater emphasis upon pre-disaster planning broadly defined" (p. 74).

According to the Report the following will be characteristic of the "future environment of Red Cross action":

"1. Disasters are likely to occur with more frequency and with greater impact, particularly in the developing world;

2. New types of disaster may be expected;

3. Conflict situations are likely to increase" (p. 58).

Finally, in his conclusions, Mr. Tansley states that:

"For Red Cross, pre-disaster planning should be applied broadly to include:

1. natural disasters and conflicts

2. donor and recipient National Societies

3. the League and the ICRC" (p. 75).

The ICRC and the League share, to a very great extent, Mr. Tansley's opinions on this important question. Naturally, the planning for relief actions differs in some respects according to whether it is related to natural disasters or to armed conflicts. However, there are important common elements in this planning which merit development and joint study by the ICRC and the League.
It is clear that, in principle, the priority for Red Cross action in this field is in emergency situations. It is in the emergency phase that the resources of the Red Cross, in particular its volunteers, should be involved.

It is necessary to find a balance between the need to integrate Red Cross resources in an overall national or international plan and the need on the other hand to maintain the independence which is necessary to enable the Red Cross nationally and internationally to act without delay in an emergency and to do so in freedom from organisational or other restraints.

The Red Cross should not seek to maintain a monopoly but to develop its effectiveness, which is based on specific and limited mandates.

2. Natural Disasters

There is no detailed definition of the term "preparedness" in the Final Report, and in the interest of uniformity and in order to avoid confusion, we feel that it is necessary to give this definition. The official definition is given in a joint publication of the League; World Meteorological Organization; Economical and Social Commission for Asia and the Pacific; supported by the United Nations Disaster Relief Office (UNDRO), and entitled "Guidelines for Disaster Prevention and Preparedness in Tropical Cyclone Areas":

"Disaster Preparedness may be described as an action designed to minimise loss of life and damage, and to organise and facilitate timely and effective rescue, relief and rehabilitation in cases of disasters.

Preparedness is supported by the necessary legislation and means a readiness to cope with disaster situations or similar emergencies which cannot be avoided. Preparedness is concerned with forecasting and warning, the education and training of the population, organisation for and management of disaster situations, including preparations of operational plans, training of relief groups, stockpiling of supplies and the earmarking of the necessary funds".

From this definition, it would follow that we will have to concentrate on the following functions:

- Legislation
- Forecasting and Warning
- Education and training of the population
- Operation plans
- Training of relief personnel
- Relief supplies
- Finances.

In addition to the listed functions there are two, tracing and coordination which are very important and they will be treated under training of personnel and operations plans respectively.

Legislation

The basis for all activities related to preparedness and operations on the national level should be found in the National Law or in the form of a Decree, or any other official government document. It is important that such a document defines emergency, responsibilities and the necessary delegation of authority to the various bodies carrying responsibilities in emergency situations. If such a document does not exist, the National Society, the ICRC and the League should use all possible contacts with the government to promote such legislation. The main responsibility remains with the National Society.

In natural disasters the Red Cross has the "Rules and Principles in Red Cross Disaster Relief". They have the strength of being adopted by the International Red Cross Conference where governments are taking part, and cover most of our needs for legal support when fully applied. (The possibility of a more formal convention is discussed in the Chapter entitled "Assistance in the event of natural disasters: new ventures", provisional agenda of Commission I, item IV, 2 (c)).

Forecasting and warning

Forecasting of disasters, in most cases, involves a highly sophisticated technology and demands very substantial resources: this is a task which falls within the responsibilities of governments and certain inter-governmental organisations, rather than the Red Cross. Warning of the population may take different forms in different
countries depending on the development of communications. Red Cross may play an important role in countries where runners or messengers or even Red Cross radio networks exist.

**Education and training of the population**

This field gives responsibilities to all components of the International Red Cross, and is one where Red Cross can offer a substantial service. The National Societies supported by the League should increase their efforts in preparing the population to face natural disasters. It is important that these educational tasks are carried out in close cooperation with the National authorities.

**Operational plans**

Any National Red Cross plan should be an integrated part of the Government National Plan, based on the authority delegated to the Society. If such a governmental plan is not established it should be the duty of the Society to influence the government to undertake this planning.

While it is the duty of the National Society to establish its own plan, it should be supported by the League and the ICRC in doing so, maintaining the principle that the plan should be written by people carrying responsibilities in the relief operations.

Although it is usually practicable to establish a plan for natural disasters, it is naturally more difficult for a National Society to plan for internal disturbances. However, the fact that the National Societies have a plan, and trained personnel for certain relief functions in natural disasters, may well be useful in situations of conflict.

In the field of coordination and cooperation we may make a distinction between the international level and the national level.

On the international level the ICRC and the League maintain a close cooperation with UNDRRO. Training events have been jointly organised, and on relief operations contacts are permanent.
Contacts are maintained and expanded on a practical level with the other major UN Agencies active in disaster relief, such as WHO (World Health Organisation), UNICEF (United Nations Childrens' Fund), WFP (World Food Programme), FAO (Food and Agriculture Organisation), WMO (World Meteorological Organisation), and with certain regional organisations such as ESCAP (United Nations Economic Commission for Asia and the Pacific) and PAHO (Pan American Health Organisation), among others.

Our co-operation and contacts with these organisations are satisfactory. However, with UNDRO, which is a coordinating body, much the same as the League but on a different level, a more systematic arrangement for coordination and procedures would be desirable. The Red Cross responsibility here lies with the ICRC and the League.

On the national level, much remains to be done. It is on this level most of the management problems in disaster assistance are met. It is therefore of utmost importance that the National Society coordinate its activities with other national agencies and international organisations active in disaster situations, in order to assure the optimal use of available resources. If no such coordination is initiated by the Government, the Red Cross, thanks to its special position, could play an important role in this field.

While the responsibility for National Red Cross planning lies with the National Society, the League should increase its support of such planning either by despatching planning delegates or with the necessary funds.

Training of relief personnel

This can be divided into two categories:

- training of personnel at the national level to perform particular tasks in the Society's operation plan, and,

- training of delegates and teams to be despatched to another country to assist in a disaster situation.

The first category is definitely the most important, and of greatest magnitude. A National Red Cross plan without trained personnel has no meaning. This training is primarily the responsibility of the National Society, but the League has a very important role to play in
assisting such training either with instructors or funds. As the main problem today is met at the national level, this training should have first priority.

Training of delegates and teams (medical, surgical, nutritionists, etc.) will take place within Societies with capacity and capability to offer such assistance to disaster-stricken countries. Recent experiences (Cyprus, Lebanon) have shown that such personnel is of equal importance to meet natural disasters as well as conflict situations. In this type of training the ICRC and the League should take a stronger lead with closer cooperation. In order to ensure that such training is harmonised to the degree possible, a joint training group could be envisaged. It is in particular with training of teams that this closer cooperation is required, as training of delegates is undertaken both by the ICRC and the League for their particular needs, but always in cooperation with the other.

One particular function which should be included in the training of personnel is that of tracing missing persons. This work, which is traditionally carried out on the international level by the ICRC, is also necessary in many natural disasters. There is thus a need for personnel suitably trained in this special field within National Societies. It is clear, however, that the tracing of many persons poses different problems and has different legal bases, depending on whether the persons concerned are missing as a result of a natural disaster or of an armed conflict.

Relief supplies

In the event of natural disasters, relief supplies may be provided from the following sources:

- National Societies
- local purchases
- purchases made in other countries
- relief warehouses in other countries.

In principle, each National Society should have a stock of relief supplies sufficient to enable it to meet the first emergency phase of a disaster. However, many National
Societies in disaster-prone countries are not in a position
to themselves establish the totality of such stocks and
they, therefore, need help from the League and sister
Societies. This help can take the form of shipments of
merchandise or gifts of money. Basic stocks can be supple-
mented in the event of disaster by local purchases in
the affected country because, generally, all parts of
a country are not affected by a disaster; for this the
National Society needs to have reserve funds available.
The League is in a position to act as a purchasing agent
in other countries on behalf of a National Society, often
in cooperation with the ICRC. Stronger cooperation in
this field would be desirable. Finally, the use of relief
warehouses in different parts of the world can be extremely
useful provided that they are established and operated
systematically.

Financing

Comments on the Tansley Report proposals on the financing
of assistance activities, including preparedness, are
given in two other chapters of this report and need not
be repeated here. The two chapters in question are:
"Assistance in the event of natural disasters: proposals
of a general nature" and "League of Red Cross Societies"
(provisional agenda of Commission I, item IV, 2 (a),
and provisional agenda of Commission II, item IV, 9).

3. Armed Conflicts

Most of the preparations made by a National Society to
deal with natural disasters can also be valuable in the
event of armed conflicts: notably recruitment and training
of personnel, the establishment of stocks and the creation
of reserve funds. On the other hand, those preparations
which have to do with warning and prevention of disasters
are clearly not applicable in the event of armed conflict.
It is obvious also that a national plan for relief in
armed conflict is different from one applicable in natural
disasters, and that therefore the role of the National
Society within it is likely to be different.

It should be noted that in armed conflicts the tracing
of missing persons is carried out on a different basis
from that applicable in natural disasters. In fact, there
are several categories of persons (prisoners of war,
civilian internees, detained persons) of whom the parties
to the conflict are obliged to provide information. There
are precise rules about this in the Geneva Conventions of 1949 and also in the two additional Protocols which were adopted in June, 1977 by the Diplomatic Conference. National Societies will find in these texts the legal basis and authority for their activities in this field.

With regard to the best ways of planning relief activities in times of international armed conflicts or internal conflicts, reference can usefully be made to the conclusions of a seminar held in Geneva in August, 1963 on Red Cross activities for victims of armed conflicts. Even though it is now 14 years old, this document and its conclusions remain very largely applicable and can be re-read with advantage. In addition, the ICRC in collaboration with the League is in the process of preparing a practical manual containing guidelines for National Societies in their preparations for situations of conflict.

4. Conclusions

While it is evident that the International Red Cross has made, and is making, an effort in the field of disaster preparedness, there is scope for improvement and enlargement of these activities. In the legislative field the National Societies should pursue the establishment of national disaster Laws/Decrees, supported by ICRC/League.

On forecasting and warning the National Societies should concentrate their efforts on warning and on the training of volunteers as a part of their operation plan only. In the training of the population the Red Cross, due to its massive membership, is in an excellent position to take the lead. The ICRC and the League should make a joint effort in cooperation with National Societies in this field.

Operational plans should be made flexible in such a way that the plan and its organisation, while being prepared for disasters, also may be useful for other situations.

Training of relief personnel to perform within their National Plan must be given highest priority. The ICRC and the League should harmonise and coordinate their training efforts on the international level, in particular with reference to training of relief teams. The ICRC and the League should train people within each National Society to ensure that each Society has a nucleus of trained staff for tracing activities. In the field of relief supplies it seems clear that a closer cooperation between ICRC and the League could benefit the disaster-prone countries.
Commission II

THE FUNDAMENTAL PRINCIPLES OF THE RED CROSS

(Provisional agenda item IV, 2)

In the Tansley Report the historical background to the principles of the Red Cross is summarized in the following words:

"Red Cross survived for its first sixty years with no articulated principles at all. In 1921, the ICRC adopted four principles: charity, universality, independence and impartiality. In 1946, the League embraced these and added thirteen other basic principles and six "rules". In 1948, the International Conference of the Red Cross adopted ten rules for the recognition of National Societies. In 1952, an International Red Cross Conference adopted four "tenets": universality, impartiality, independence and equality. In 1956, Jean Pictet produced a well-reasoned book which articulated a set of values for Red Cross which were the foundation of a set of "Fundamental Principles" approved by an International Conference of the Red Cross in 1965. This litany, embodies in the headings of Humanity, Impartiality, Neutrality, Independence, Voluntary Service, Unity and Universality, is widely regarded today as the Red Cross statement of principles, though all previous versions still exist unrescinded" (p. 33).

This historical note serves as an introduction to a section in which Mr. Tansley deals with what he calls the "humanitarian values" (p. 32) of the Red Cross movement, and in which he outlines the constitutive elements of its fundamental role. His analysis leads him to make the following conclusions:

"While it may not be well articulated, there clearly is a set of Red Cross values which can be discerned from its history, literature and actions. This set of values is not, however, in a form which can be easily understood or transmitted. Red Cross seems not to have adequately considered, or at least explained, the consequences of these values for its activities. It has not explained itself well to the world.

A complete re-thinking and restatement of the Red Cross philosophy is needed, a restatement in a language and in a form which can be easily understood, which has equal meaning and application to all
Red Cross organs and which lends itself to wide dissemination within the Red Cross and elsewhere. As a major means of strengthening the Red Cross movement, it is suggested that a long-term project should be initiated to define the Red Cross ideals in a simple and articulate manner" (p. 35).

It is not quite appropriate to discuss under this particular item of the agenda, such notions as Red Cross "humanitarian values", Red Cross "philosophy" or Red Cross "ideals". These concepts may be interesting, but they are vague, subjective notions. There is a danger that, were they to be the subject of debate, we would lose sight of one essential fact: that the Red Cross has its own fundamental principles, seven in number, which have been unanimously adopted in Vienna in 1965 and which are formally proclaimed at the opening of each International Conference of the Red Cross.

There are three important questions concerning those fundamental principles:

(a) are they still valid in 1977?
(b) are they widely known and properly understood?
(c) are they observed in practice?

It has taken the Red Cross a hundred years to define its fundamental principles. Their final adoption by the whole of the Red Cross movement was the outcome of sustained efforts, begun in 1958 at the Standing Commission's request, pursued over many years of debate before the adoption of what have come to be known as the "Vienna Principles". Their wording may not be entirely flawless, for they are after all the fruit of human endeavour, but they have the merit of being stated, they have charity and they have obtained unanimous approval. It is doubtful that attempts to improve their wording would produce a much better text; at all events, there would be a wide disproportion between the magnitude of the effort involved and the meagreness of the result. In fact, there is no certainty that the inestimable unanimity displayed over the 1965 text would be renewed in the case of a new draft.

Apart from this problem regarding their substance, serious questions of form would be raised if the Red Cross fundamental principles were to be re-examined. These principles
are not only incorporated in the League's new Constitution, they are referred to in several places in the Geneva Conventions and in the Protocols as well. This means that they have a universal and recognized value within the community of States. One cannot therefore very well see what the Red Cross movement might gain by putting them forward for re-examination.

The "humanitarian values" of the Red Cross, its "philosophy", its "ideals" would appear to be rather vague subjects for a discussion, which, after all, would be of no utility in view of the seven principles, so lucidly set down and so definitely accepted by the movement.

There is no denying the fact that those same principles deserve to be better known, more clearly explained and more widely applied. The ICRC and the League must do considerable work in this respect: for their popularization and propagation among people of all ages and all nations, and for their observance by all governments.

Furthermore, in response to a wish repeatedly expressed, the Henry-Dunant Institute - the director of which is Mr. Pictet - will undertake the publication, in a form readily understood by everyone, of a Commentary to the Fundamental Principles proclaimed in Vienna. A much-needed want will be met by this publication.

In conclusion, its fundamental principles are the most valuable asset of the Red Cross: they constitute binding force, a set of guide-lines, a programme of action, the source and expression of an ideal, and a guarantee of universality. There is no need to re-formulate them; the main thing is to live up to them, and make them known and respected.
As was to be expected, the Tansley Report gave its attention to the multiplicity of emblems and it put forward the following four proposals:

1. to return to the original symbol;
2. to adopt a single new symbol;
3. to use the original symbol as the dominant one, and permit each National Society to add its own in conjunction with the original symbol;
4. to admit further symbols without limitation - up to the number of National Societies" (p. 126).

Without concealing its preferences for the first, or possibly the third of these proposals, the ICRC recognizes that the consideration of the Tansley conclusions would be incomplete without a thorough discussion of this question.

The League, for its part, shares the opinion of the ICRC that, in view of the innumerable implications of this problem and of the need to reach a general consensus, there can be no hope of reaching an early solution. The problem must be given the thorough study which its importance and complexity demands.

For that purpose, the ICRC and the League are of the opinion that the Twenty-third International Conference should appoint a working group to study all questions relating to the emblem and to report to the Twenty-fourth International Conference.
Commission II

THE RED CROSS AND PEACE

(Provisional agenda item IV, 4)

The question of Peace is among the most important problems which the Red Cross has to consider. In this chapter the ICRC and the League set out their own thoughts, which must be read in conjunction. With all due knowledge of and respect for the other's considerations, each Institution attempts to bring its own specific contribution to the study and advancement of that universally cherished aspiration Peace.
PART I

CONSIDERATIONS OF THE ICRC ON THE RED CROSS AND PEACE

I. Proposals in the Report on the re-appraisal of the role of the Red Cross

Mr. Tansley outlines three forms of Red Cross contribution to peace that have been either put into effect or advocated, and in connection with each of them he puts forward the following proposals:

1. The adoption and publicizing of general resolutions, as a form of peace education.

According to Mr. Tansley the resolutions on peace passed by the International Conferences of the Red Cross have generally had no specific follow-up and their effects, particularly upon Governments, have been limited. "The Red Cross could well profit from a careful evaluation of the effectiveness of conference resolutions in making a contribution to peace" (p. 41).

2. The indirect contribution the Red Cross makes to peace through all of its traditional humanitarian activities.

It is not sufficient to assert that the activities of the Red Cross in protection, assistance, health and social welfare contribute undeniably to the promotion of peace by eliminating the scourges which threaten it. The assertion must be proved, by planning and evaluating those activities in terms of their effects on maintaining or restoring peace.

3. Direct action, as proposed by some Societies, consisting mainly in mobilizing public opinion against particular groups or Governments whose conduct may constitute a threat to peace.

"Such action as the naming of aggressors and injustices will not be viewed as non-political, impartial, neutral and humanitarian", Mr. Tansley says. It can "only damage and probably destroy the useful protection and assistance activity of Red Cross ...". The movement should therefore recognize and state that "certain forms of direct action for peace are simply incompatible with other Red Cross primary roles" (p. 40).
Summing up, and taking into account the differences of opinions existing within the movement itself on the means whereby the Red Cross can contribute to peace, and also the effect of such a contribution, regarded as slight as compared to the effectiveness of other activities, Mr. Tansley says that "it seems unwise for Red Cross to consider 'work for peace' as a separate function parallel to or of the same nature as protection or assistance, or its health and welfare activities" (p. 40).

II. The position of the ICRC

In a report to the World Red Cross Conference on Peace (Belgrade 1975), the ICRC defined as follows what it felt the concept of peace implied:

"We should never forget that the fundamental reason for the existence of the Red Cross is to work for peace. It is also useful to recall what the Red Cross means by that glorious word: peace.

For too long, people considered peace to be only the absence of war. Nowadays, we know very well however that when the guns are finally silenced, a real state of peace does not necessarily ensue. Right before our eyes, there are so many examples of violence, arbitrary exercise of power, injustice and contempt for the most basic principles of humanity that we are compelled to recognize that the spirit of war predominates over the spirit of peace. The more or less veiled refusal to concede to large communities of people the right to their national identity, discrimination against certain minorities, obstacles to the essential freedoms of the individual - all these testify to a spirit of war. The will to destroy an adversary, whether physically or morally; the killing of innocent people; the systematic practice of torture and terror; the deliberate teaching of hatred; all are diametrically opposed to true peace - and thus to the principles of the Red Cross" (p. 1).

Despite the undeniable difficulties in finding within the movement a common approach to peace, the ICRC believes that over and above differences in culture, religious beliefs and political convictions the members of the Red Cross are in agreement on certain essential points in this field. It is generally recognized, for example, that the Red Cross, being in the best position of all to understand the unutterable suffering produced by any war, cannot be indifferent to the aspirations of the peoples for peace and is duty-bound to contribute to peace.
Furthermore, as stated on the occasion of the World Red Cross Conference on Peace (Belgrade 1975) and at various other times, all the members of our movement concede that there can be no true peace, even in the absence of war, whenever the human person is not respected.

Finally, no one can dispute the fact that by its impartial relief activity and by the application of its fundamental principles the Red Cross makes an irreplaceable contribution to peace by strengthening the spirit of solidarity and understanding among men and among peoples.

1. The adoption and publicizing of general resolutions

The Red Cross must explain why its preventive action designed to limit the suffering of victims of conflicts does not in any way imply a resignation to war, for which the Red Cross has often been reproached, but testifies on the contrary to the horror it feels in the face of war. It is possible, as Mr. Tansley observes, that the resolutions on peace adopted by the International Conferences of the Red Cross do not elicit from the governments responsible for organizing peace a response in proportion to the hopes they express. Their importance should not be underestimated however, for they reveal a permanent Red Cross concern; they express its constant desire to explain the long-term significance of humanitarian action and its search for all possible means to strengthen its contribution to peace. They also demonstrate its determination to make its voice heard generally on the problems of peace and disarmament.

It is nevertheless clear that such appeals and declarations will have a real impact only if they are the expressions of a unanimous will and not simply of a majority decision within the movement. It must be emphasized that the participants in International Conferences of the Red Cross, whatever their different points of view, have so far always insisted that their resolutions on the contribution of the Red Cross to peace should be unanimously adopted, being conscious of the fact that on this subject only unanimity will confer upon such resolutions the necessary authority within the movement and ensure them a hearing outside.

Finally, to hold the attention of those for whom they are intended, it is essential for these declarations to be kept in proper proportion, both in their frequency and in their language.
2. The indirect contribution to peace

The ICRC cannot but endorse Mr. Tansley's wish to see the Red Cross analyze and evaluate more systematically its role in protection, assistance, health and welfare in order to demonstrate how these activities contribute effectively to peace.

It is no doubt an exaggeration to assert that the approach to the problem thus far has been purely empirical and without consideration for effectiveness (p. 39, paragraph 7). Henry Dunant himself and later Max Huber, to mention only the most outstanding thinkers, analyzed the role of the Red Cross in relation to peace and showed how our movement's concrete humanitarian activities, in propagating the spirit of peace and understanding among men and peoples, contribute to the solution of political and social differences which divide mankind.

In its report to the Belgrade Conference, the ICRC mentioned some of the practical activities of the Red Cross which, in periods of armed conflict, may open the way to reconciliation, e.g:

- assistance of every kind provided by National Societies to victims belonging to the adverse party (wounded, prisoners of war, civilian internees, separated families, etc.);

- interventions designed to ensure the application of international humanitarian law and respect for humanitarian principles by all parties to the conflict;

- support by the National Societies directly concerned for the initiatives of a neutral intermediary, such as the ICRC, to encourage a resumption of talks between the belligerents and to find solutions for humanitarian problems.

The foregoing measures are only examples. They are obviously not the only ones which, in time of war, have special relevance with regard to peace.

Apart from the indirect contribution to peace resulting from traditional humanitarian activities, other and more specific forms of action have been studied and put into effect, corresponding to an unceasing concern within our
movement. As stated in Resolution XXV of the Fourteenth International Red Cross Conference (Brussels 1930):

"... the Red Cross, by its efforts to establish these points of contact will bring the support of its moral force and prestige to the world movement towards comprehension and conciliation, the essential guarantees for the maintenance of peace, ..." Later meetings of Red Cross leaders organized by the ICRC in 1933, 1967 and 1969, and studies published on this subject in 1951 in the Revue internationale de la Croix-Rouge showed that, while not being unlimited, there were nevertheless numerous and concrete means, deserving methodical study, whereby our movement could act more specifically for peace. Among these activities, it is appropriate to mention in particular those of value in education for peace: teaching Red Cross principles and ideals to youth; the organization by the League and National Societies of international youth meetings; preparation of suitable educational material, such as the secondary-school teachers manual proposed at Belgrade by the ICRC; the Action Programme for Peace; and so forth.

The ICRC does not share the scepticism which permeates the comments by Mr. Tansley on this type of activity (p. 41, paragraph 3). Convinced as it is that such exchanges and such teaching effectively propagate a spirit of peace and better understanding among men and peoples, the ICRC, on the contrary, advocates intensifying and extending the measures already taken in this field.

With regard to a hypothetical role which might be played by resolutions of the International Conferences of the Red Cross as a form of education for peace (p. 41, paragraph 4), it does not appear that any such function has ever been ascribed to them within the movement.

There is certainly no doubt that the effort at planning and evaluation proposed by Mr. Tansley could better orient and hence render more effective Red Cross work for peace through its traditional and specific tasks referred to above. This effort might attempt in particular to give a more systematic and more convincing presentation of these activities as indirect contributions to peace.

3. Direct contribution

Mr. Tansley only considers as direct action for peace action that "involves criticizing specific groups as aggressive or responsible for the causes of war" (p. 38).
Let us make it clear at the outset that the tendencies which appear within the Red Cross in favour of open criticism of governments and parties described as responsible for tensions or conflicts have never been followed by the movement as a whole.

The ICRC itself believes that any direct intervention by the Red Cross in the event of a threat to peace or of an armed conflict is conceivable only in the limits of respect for our movement's principles and of its permanent concern to avoid everything which might interfere with efforts to assist the victims.

One of these principles is that of neutrality, which provides that the Red Cross shall abstain from taking sides for either of the adversaries. This prudence, with regard to controversies which are alien to it, is based upon profound wisdom and must be maintained at all costs, for the life of the Red Cross depends on it. By entering the arena of conflicting interest and opinions which divide the world and align peoples against one another, the Red Cross would be rushing headlong toward its own destruction. However slightly it might venture upon this slippery path, it would not be able to stop.

We should note, furthermore, that it is only through the satisfactory discharge of its duties of protection, assistance and community service that the Red Cross has gained its moral force and prestige, without which its appeals and statements on peace would have no influence. It could not therefore work effectively for peace by taking action which would compromise its traditional activities.

The ICRC shares Mr. Tansley's opinion that it would be unwise for the Red Cross to denounce publicly and by name those responsible for aggression and injustice, and that any such declarations would be of worse than dubious value as contributions to peace.

Fortunately, however, there are other ways in which the Red Cross can act more directly in favour of peace. This subject must be dealt with in more general terms and be studied more thoroughly. Taking into account the development of the international community and of weapons, it is important to know to what extent and by what means the Red Cross can act, in addition to its traditional humanitarian activity, to maintain or restore peace, while remaining true to itself and its principles.
As recent experience has shown, discussions entered into, at the instigation of the ICRC, by National Societies of countries with serious differences between them have contributed, by settling certain humanitarian problems, to easing tensions which might have led to armed conflict. In other cases, such talks have led to a resumption of negotiations between belligerents.

These actions demonstrate, as confirmed by Resolution XXI of the Twenty-first International Conference of the Red Cross (Istanbul 1969), that the Red Cross, over and above its traditional humanitarian activity, should always be ready to act in the search for means to promote peace.

From this point of view, Red Cross work for peace cannot be regarded as secondary. On the contrary, its importance and significance are vital, even if we recognize that it does not actually constitute "a separate function parallel to or of the same nature as" the traditional activities of the Red Cross.
1. Run-up

The League of Red Cross Societies was born of an immense longing for peace - the longing shared by all who, horrified by the First World War, thought that a new universal order based on cooperation and concord would be set up for future generations to enjoy. Just as the League of Nations was founded to give life and substance to this longing for peace, the League of Red Cross Societies was born of the desire to harness the activity, energy and goodwill shown by National Societies during the war for effective peacetime activities, under the auspices of a federation.

In 1921, at the request of the Xth International Conference of the Red Cross, the League and the ICRC jointly made a solemn appeal to all the peoples of the world to resist the spirit of war. Since then the governing bodies of the League have year after year reminded the world of the Red Cross duty of showing itself as a spiritual and moral force dedicated to humanitarian work and helping to create a feeling of international brotherhood inspiring detestation of war and love of peace.

In his examination of the work for peace done by the Red Cross, Mr. Tansley has been primarily concerned with evaluating the kinds of contributions made by the Red Cross to the cause of peace, namely adopting and disseminating resolutions and its indirect and direct contributions to peace. He has pointed out its merits and limitations, concluding that the Red Cross should not look upon work for peace as a separate function, parallel to or identical with, protection, assistance or health and welfare; but that it should confine its ambitions to improving the planning, analysing, sharing and evaluating of these activities if it aspires to doing effective work for peace.

2. Adoption and Dissemination of Resolutions

Ever since the League was founded, there has not been a session of the international Conference of the Red Cross, the Board of Governors of the Executive Committee which
has not shown the interest in and concern of the Red Cross for world peace. The rich harvest of resolutions adopted by the statutory bodies of the International Red Cross shows the feeling shared by National Societies, the International Committee of the Red Cross and the League that the Red Cross as a whole cannot be indifferent to the disasters threatening humanity, and their conviction that even if it cannot do anything to stop wars that have started it can at least help to maintain and develop an atmosphere that is favourable to peace.

We have to recognise that since the First World War the Red Cross attitude has steadily evolved from a general desire to combat the spirit of war and work for peace towards a more specific attitude directly related to the consequences of the Second World War and the new world balance of power.

The Red Cross can even be said to have done pioneer work by taking the initiative in ways considered daring at the time. Thus the danger of the use of atomic weapons leading to a world cataclysm was constantly in the minds of Red Cross governing bodies in the fifties, and was condemned by Red Cross meetings.

Now, not only does the Red Cross work for peace by means of protection, assistance and development, or calling for scrupulous observance of the Geneva Conventions; it also calls upon the Powers to come to a peaceful solution of conflicts.

The Board of Governors, the Executive Council and even the Committee of the Chairman and Vice-Chairmen have made a point of re-affirming the principles of respect of the Geneva Conventions and the defence of an ideal of peace in times of very specific events likely to endanger world peace.

At the same time the Red Cross is aware that there can be no spirit of peace when self-respect is violated and inequality, injustice and discrimination prevail; and it has consequently made appeals in which it associates itself with campaigns against prejudice, discrimination and racism and calls for development activities and education campaigns to be stepped up.
These resolutions are in many cases inspired by current events; they spring from humanitarian impulses. They show that the Red Cross is careful not to mould its expression of opinion on definitions of peace which would impose restrictions on the universality of its mission, and that it makes every effort to be directly "geared" to events when it condemns war, violence, injustice and violations of human rights.

The Red Cross makes its voice heard whenever evil is perpetrated against mankind. Its resolutions have the merit of reminding world opinion of the objectives it sets itself by its work for the preservation of peace and the protection of the peoples of the world.

National Societies have used its resolutions as the theme of their recruitment and publicity campaigns, to attract all those wishing to spare their contemporaries the horrors of modern war. There is no doubt that the accession of new members to the humanitarian activities of the Red Cross has lent sinew to its work of reconciliation and unification in accordance with its fundamental principles and to its contribution to safeguarding and promoting peace.

3. The Contribution to Peace

The contribution to peace is what matters most, especially to the League, which owes its foundation to the hope of no more war and the intention of developing humanitarian activities unconnected with war. The League looked upon itself as an institution which existed to serve peace when its Board of Governors unanimously adopted in 1961 the motto "Per humanitatem ad pacem" which admirably supplemented and supported the first Red Cross motto "Inter arma caritas". The Board inserted this double motto into the new League Constitution of 1976.

It may be asked whether the year 1976 will be considered, later on, as a milestone in League history. It may reasonably be looked upon as such, judging from the adoption of the new League Constitution which opens up new prospects to it. The League has adopted, and inserted in its Constitution, the fundamental principles of the Red Cross adopted in Vienna in 1965. They include humanity, which stresses Red Cross responsibility for promoting mutual understanding, friendship, cooperation and a lasting peace between all peoples of the world.
Even more remarkable is the general object of the League, as defined in Article 4 of the new Constitution. It reads:

"The general object of the League is to inspire, encourage, facilitate and promote at all times all forms of humanitarian activities by the National Societies with a view to the prevention and alleviation of human suffering and thereby contribute to the maintenance and the promotion of peace in the world".

Article 5 of the League Constitution completes, specifies and codifies various functions which although not new were not explicitly mentioned in previous statutory texts and are contributions to the spirit of peace. They include relief to victims of disasters and armed conflicts, activities for safeguarding public health and the promotion of social welfare, the education of young people in humanitarian ideals and the development of friendly relations between young people of all countries, as well as assisting the ICRC in the promotion and development of international humanitarian law and dissemination of this law and of the fundamental principles of the Red Cross among the National Societies.

The World Red Cross Conference on Peace, organised jointly in 1975 by the Red Cross of Yugoslavia and the League, is a considerable event in Red Cross history; for it adopted a Red Cross Programme of Action of the Red Cross as a factor of Peace defining the principles of Red Cross action to promote peace, and lays down a set of guidelines in the form of plans to guide National Societies, the League and the ICRC in their work for peace.

Following this Conference and pursuant to Resolution No. 20/1975 of the Board of Governors, a Commission on the Red Cross and Peace has been formed. It is composed of the National Societies of Australia, Canada, Egypt, El Salvador, France, Democratic Republic of Germany, Indonesia, Mauritania, Philippines, Senegal, Yugoslavia and the Republic of Zaire, under the Chairmanship of Mr. Barroso.

This Programme of Action is described and commented on in other documents submitted at the Bucharest Conference. It may surely be considered a valid and important effort to systematise and give better direction to traditional kinds of work for peace, and to improve the allocation of responsibilities among the various components of the Red Cross in the light of their respective areas of competence.
Like Mr. Tansley, the Belgrade Programme of Action distinguishes activities which contribute indirectly to peace, like assistance and protection, from a direct contribution to peace. In the latter connection we are well aware that all members of the Red Cross do not see the direct contribution to peace in the same light; but this could not be otherwise in a movement characterised by such widely differing cultures, opinions and approaches.

The Programme of Action of the Red Cross as a factor of Peace is a conclusive example of this; some of its recommendations have evoked the comment and criticism of some of the delegations present at the Belgrade Conference.

These points have been investigated by an ad hoc working group formed in pursuance of a resolution of the Council of Delegates, which has made every effort to arrive at a consensus on the way these plans are to be interpreted.

4. The indirect contribution to peace

The League's work for peace is wholly contained in its various activities applying the principle of international mutual aid and strengthening friendship and understanding between one nation and another, without which there is no true peace.

As the federation of National Red Cross, Red Crescent and Red Lion and Sun Societies, the League puts special emphasis on the universality of the Red Cross and is also the means whereby its members give effect to their solidarity.

The often-repeated statement that the traditional activities of National Societies and of the League - protection of health and social welfare, disaster relief and the development of community services - are an indirect contribution to peace may seem trite. Many detractors do not fail to urge the smugness of such statements when the real problem is notoriously to attack the roots of the evil and the causes of tension and war.

We shall come back to this later. May we be allowed to endorse Mr. Tansley's view that in the above the Red Cross is on its surest ground, for its contribution to an atmosphere of peace spares it from occupying positions forbidden to it by its principles.
The League Development Programme for turning every National Society into a living organised force has enabled the League to set up a widespread technical cooperation network of the most varied scope, which is backed by a spirit of understanding and concord.

In the first place, exchanges between National Societies of developing and other countries make for solidarity and understanding; and secondly they are a means of developing traditional peacetime activities. The League's multilateral assistance programme recognises the right to assistance of underprivileged Societies; by so doing it helps to lessen the inequality among nations which is such a prolific cause of dispute.

The League aims at creating a collective conscience free from any clannish spirit of exclusiveness or prejudice, and from any obstacle to social progress and self-respect. It also aims at propagating a humanitarian ideal without which all achievement is incomplete. The Red Cross Development Programme makes its active contribution to the promotion of an ideal of peace primarily by means of work done in common.

The idea of international mutual aid and solidarity is particularly significant when it relates to the relief of victims of disasters, refugees and displaced persons.

Red Cross international relief operations for victims of natural disasters, conflicts or internal unrest quite clearly encourage a spirit of union and peace in the countries affected, and strengthen international understanding and solidarity.

The movement has allotted to Red Cross Youth the unique task of establishing true brotherhood between the young people of all countries. The League arranges for young people from all countries to meet in international study centres or seminars; it promotes participation by teams of young people from certain countries in work useful to communities in other countries; it makes young people active in upholding or disseminating humanitarian ideals and principles. By so doing it encourages young people to respect and better understand each other, and does away with the only real barrier between nations, mutual ignorance and the perpetuation of past outworn hatred.
Red Cross Youth sets up friendly relations and live contacts between young people the world over, and so serves the cause of peace; for it appeals to the imagination and stimulates friendly rivalry among the young people of today, who are characteristically receptive to universal values.

Examples of activity are innumerable. Statistics are imposing and speak for themselves. But what seems even more important to us is the moral benefit - however small - of these activities. It helps to lessen tension and set up a spirit of cooperation and mutual help in which peace can flourish.

We do not think it is fanciful to say that these activities help to maintain peace. That seems to us an impartial modest judgement on an experiment that has been going on for more than half a century.

Admittedly, Mr. Tansley points out that the contribution has not been sufficiently measured - but can you measure solidarity? And he suggests that the Red Cross should give careful consideration to the effect of its assistance and development programmes.

It has to be recognised that over the last few years the National Societies have called for more direct action, and more systematic programmes, for peace, regretting that traditional Red Cross activities have not been considered more from the angle of their promotion of peace or better conceived as a factor of peace.

5. The direct contribution to peace

It is not for the Red Cross to make any pronouncement on the contradictions inherent in the notion of peace, or to act as if peace legitimised and consolidated hierarchies or hegemonies set up by war.

The duty of the Red Cross is to rise above quibbling and make a frank - but reasonable - approach to the problems caused by the outrage on human dignity entailed by deprivation of the means of subsistence, health and life - and of freedom and dignity.

No one can gainsay that the Red Cross must not take up a political stance; that would be against its principles. But as Chairman Barroso said in his message to the opening meeting of the Belgrade Conference: "in some cases it is impossible to maintain absolute neutrality, and an attitude of defence against
evils should be adopted and precautionary measures taken in order that peace be respected. It is not a right, but a duty, although some people do not wish us to adopt this attitude. We must be something more than a voice sounding the alarm. We must be an instrument which prevents, even attacks the problems which could provoke armed conflicts, and act before it is too late, so as to mobilise public opinion. The logical result is that, alone, we cannot solve all the problems, and that we need the help of countries and international institutions. But, in our efforts, it is necessary to maintain our impartiality, neutrality and universal character.

In short, the question is whether to agree with Mr. Tansley that work for peace must not be a separate function co-existing with the other main functions of protection and assistance. The basis is there. The general object of the League is first and foremost to alleviate suffering and thereby contribute to peace. But beyond academic schools of thought and definitions we are tempted to ask another question, which is how the Red Cross can better contribute to the maintenance and the promotion of the spirit of peace. Differences of opinion on methods of contributing to peace, or of implementing some controversial plans, must not be considered an insuperable obstacle to the work for peace of the Red Cross.

The first thing that has to be recognised is that no humanitarian action can be isolated from its political context. This means that humanitarian organisations like the Red Cross have to lay down a humanitarian policy that is valid in the long term and is based on a thorough analysis of current trends and the new world order. This policy entails drawing up a "humanitarian strategy". The Red Cross has its principles. Its responsibilities are clear. Its strategy is taking shape. Whether its principles and strategy are applicable whether they get things done, remains to be seen. The challenge is a real one. But in the words of Poincaré: "Peace is a continuous creation".

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Commission II

INTERNATIONAL CONFERENCES OF THE RED CROSS AND COUNCIL OF DELEGATES

(Provisional agenda item IV, 5)

The Tansley Report states:

"Two possible reforms might be considered. The first is to hold the Conference at less frequent intervals, perhaps every six or eight years. This would in no way diminish the positive purposes which the Conference serves, and would ensure that there are at least fewer occasions for providing an international platform for those governments who choose to use it for non-humanitarian purposes.

A second possibility would be to hold more frequent meetings, sponsored by International Red Cross and with invitations to governments, on specific issues, such as the topic of pre-disaster planning. (The ICRC has used this technique to good effect, particularly in development of law). The attendance at such meetings would consist more of specialists in the topic rather than those with political concerns. Again the positive aspects of such meetings would be achieved and the negative aspects would be minimised.

A final proposal: as a means of reinforcing the special relationship which Red Cross enjoys with governments, thought might be given to providing a formal place for the United Nations as a member of the International Conference of the Red Cross. If the League enjoys a separate status at the Conference, aside from its members, there would seem to be no reason to deny the United Nations that same status. It could serve as one further way of stressing the importance that International Red Cross places on its relations with the UN system" (pp. 120-121).

1. Frequency of International Red Cross Conferences

A report submitted to the Standing Commission, at its request, by the League and ICRC secretariats in 1974 pointed out that the wish had been expressed in some quarters for the Conference to take place only every five years, whereas others advocated every six years. However, the authors of the report also stated that
most National Societies were in favour of maintaining the present frequency, i.e. normally every four years, which, incidentally, leaves a certain amount of latitude.

After examining the report, the Standing Commission took the view that the four years provided for in the Statutes of the International Red Cross seemed suitable to the institution's needs. It was pointed out that to exceed the four years period would be to break the continuity of Red Cross work and that the International Conference would no longer be - to quote the Statutes - "the supreme deliberative body of the International Red Cross". It was also pointed out that the League officials were elected for four years and that the League budget was drawn up every two years.

In view of the foregoing, the League and the ICRC consider that there is no reason to change the Statutes on this point.

2. Government participation in other International Red Cross meetings

This proposal has already been put into effect on a number of occasions particularly by the ICRC when convening meetings of experts appointed by governments as well as by National Societies. One wonders whether such a practice should be "institutionalized". This does not seem essential; nothing in the Statutes of the International Red Cross or in the International Conference Rules of Procedure stands in the way of such a practice. There can, of course, be no question of such meetings being substitutes for the International Conference itself.

3. United Nations participation in the International Red Cross Conference

In this connection the Report points out that in both International Conferences and meetings of the Council of Delegates all National Societies have a vote while the League also has one as an institution. It concludes therefore that, by analogy, a single vote could be given to the United Nations as an organization whose member States are also members of the International Conference.
The statutes of the International Red Cross provide that the States which are parties to the Geneva Conventions are members of the International Conference. Up to the present, the United Nations Organisation has not declared itself a party to the Conventions. Its position, therefore, is not analogous to that of a State party to these Conventions. However, if in future the United Nations Organisation should decide to become party to them, consideration could be given to the proposal made in the Tansley Report.

At present the United Nations has the status of a privileged observer to the International Conference and, in this capacity, it is traditionally given the floor to convey a message from the United Nations' Secretary General.

4. Conference duration

The report does not discuss this question. This is regretted because there have been complaints that the Conference lasted too long and that several agenda items were taken up by various Red Cross bodies so that participants became indifferent if not positively weary. This is particularly true of those who participate in meetings preceding the International Conference itself. One measure which seems necessary is for the League General Assembly - which takes place between International Conferences - to elect the League Chairman, Vice-Chairmen, and Executive Council. This would enable the League General Assembly - which meets also on the occasion of the International Conference - to be as short as possible. The duration of the International Conference and of the meetings which precede it might be reduced further by a better distribution of topics for discussion among the International Conference, the League General Assembly, and the Council of Delegates, with a view to avoiding repetition of proceedings.

5. Council of Delegates

According to the Report, the Council of Delegates

"... could meet much more often; its mandate could be broadened to include Red Cross problems of real substance, to take decisions on matters of doctrine and other questions which affect all organs of the Red Cross movement. While its composition does not lend itself to the handling of operating problems, it could nonetheless
become an important forum for the discussion and even solution of broad problems affecting the movement. It would be, for example, an obvious body in which to discuss those aspects of this Report which affect the movement as a whole" (p. 181).

As a matter of fact, during the last ten years or so there has been a tendency to convene the Council of Delegates more frequently and to entrust it with the study of problems of real substance in addition to the duties it has officially to perform under the Statutes of the International Red Cross, such as the preparation and organization of the International Conference. The Council of Delegates met in 1963 at the Centenary Congress, which was held in place of the International Conference. Since then, every time that the Board of Governors (now, the General Assembly) met, the Council of Delegates was also convened (The Hague, 1967, Mexico, 1971, Geneva, 1976). Moreover, when the Council of Delegates met at the same period as an International Conference, questions of substance were referred to the Council to be examined and dealt with in order to free the Conference of such matters so that it might concentrate on those subjects where government participation was required. This was, in particular the case at the Twenty-second International Conference (Teheran, 1973) and will be at the Twenty-third at Bucharest, according to the programme which has been adopted.

As regards the last part of the suggestion in the passage quoted above, it has already been decided that at Bucharest the Council of Delegates will devote seven sessions to consideration of those parts of the Tansley Report which most concern the Red Cross.

6. Structure of the International Red Cross

The foregoing comments are the reactions of the ICRC and the League to the specific proposals made in the Tansley Report on the International Conference and Council of Delegates. Their comments on a closely related subject, the Standing Commission, are given in a separate chapter (provisional agenda item IV, 6).

The ICRC and the League feel, however, that whatever view is taken of those proposals, their adoption would do little to provoke basic changes in a situation which
many regard as rather unsatisfactory. The structure of
the International Red Cross is of great complexity, one
consequence of which is that the proceedings at meetings
are repetitious, and this should be avoided.

The International Red Cross, as defined by its Statutes,
consists of three elements: National Societies, the League
and the ICRC. Each of these elements has its own structure,
and by nature they have to be different. The supreme
deliberative body of the International Red Cross is the
International Conference, which includes delegations
of the States parties to the Geneva Conventions.

What is desirable is an international structure which,
while respecting the characteristics of every element,
would simplify procedures and strengthen cooperation.
The aim should be to promote the unity of the movement,
keeping efficiency and economy in mind.

In order to permit these matters to be examined in a
manner which their importance and their difficulty merit,
the XXIIIrd International Conference, as a first step,
could ask the ICRC and the League to examine all aspects
of this matter including any suggestions made about it
during the meetings of the Conference, with a view to
presenting an interim report and possible suggestions
at the 1979 Council of Delegates. It would then be for
the Council of Delegates, on this occasion, to decide
what further steps to take in the matter.
Commission II

STANDING COMMISSION OF THE INTERNATIONAL RED CROSS

(Provisional agenda item IV, 6)

1. Introduction

The Tansley Report says of the Standing Commission:

"There may come a time when the need for harmony of effort within International Red Cross is required at more frequent intervals than the Council of Delegates can meet. The Standing Commission is a logical candidate for such a role. It is submitted, however, that the bestowal of such a role is unrealistic until such time as the following conditions have been reached:

1) the Standing Commission derives its existence from a purely Red Cross body, such as the Council of Delegates;

2) there is an equality of membership between the ICRC and the League, with no members at large.

These conditions would seem to indicate a change in role in the long-term, rather than the immediate future" (p. 122).

Other suggestions have been made during meetings of the Standing Commission and during the drawing up of the draft revised League Constitution.

Before examining the various points raised, the ICRC and the League would recall that the Statutes of the International Red Cross specify that the Standing Commission shall comprise nine members, of whom two shall be representatives of the ICRC; two representatives of the League and five members elected in a personal capacity by the International Red Cross Conference. The Statutes describe the functions of the Standing Commission, including its role in the organisation of International Conferences, as well as its tasks between sessions of the Conference when it acts in some ways as a representative of the Conference. The Standing Commission is also empowered to settle any questions which may be submitted to it by the ICRC or the League in connection with differences that may arise between them.
The various points raised by the Tansley Report are examined below.

2. Election of members by the International Conference, or by the Council of Delegates

It has been mentioned, and not only by Mr. Tansley, that it seems strange that members of the Standing Commission should be elected by a body which is not exclusively a Red Cross assembly, and this leads to a proposal that the Commission should be elected by the Council of Delegates instead of by the Conference. However, since the Standing Commission is required to represent the International Conference between its sessions, it seems logical that it should be elected by the body which it is supposed to represent, or at least that the majority of its members should be elected by that body.

Election by the Conference, including as it does government representatives, gives the members of the Standing Commission a more broadly-based authority than they would have if they were elected by an exclusively Red Cross body such as the Council of Delegates.

3. Composition of the Standing Commission

The widest possible variety of proposals have been made. As far back as 1972 the then Chairman of the Standing Commission put forward two alternative possibilities:

(a) four representatives of the ICRC, four representatives of the League and two members elected by the Conference (a chairman and vice-chairman);

(b) five ICRC representatives, five League representatives, the chairman and vice-chairman being alternately League and ICRC representatives.

The present Chairman has suggested another tripartite system: three ICRC representatives, three League representatives and four members elected by the International Conference or by the Council of Delegates.

During the June 1976 meeting of the Standing Commission, one of its members expressed a preference for three ICRC representatives, three League representatives and five elected members.
Suggestions involving an increase in the size of the Standing Commission may be justified to some extent on the grounds that the number of National Societies members of the Conference has increased substantially over the years without any corresponding change in the size of the Commission. The ICRC and the League believe, however, that the Standing Commission should represent not a geographical cross-section of Red Cross leadership, but a concentrated source of good judgement on international affairs and Red Cross subjects; they consider therefore that its size should be judged not from the point of view of proportions, but in terms of what is best for the working arrangements and unity of the Commission itself. The present size has proved workable, but a larger size could result in losses of efficiency and cohesion. For these reasons the ICRC and League advocate that the present size of the Commission be maintained, at nine members.

The Tansley Report suggests that the Standing Commission should be composed only of League and ICRC representatives, with no other members. However, it would be difficult for a Commission so composed to represent adequately the International Conference between its sessions. Furthermore, since such a Commission would be no more than a high-level joint ICRC/League body it would not be well-placed to settle any disagreement which might arise between the two Institutions. The ICRC and the League feel at this stage that it would be better to retain the existing system, with "members at large", which has given satisfactory results.

4. Method of election of members

The present system is indeed too complicated. No doubt, when the time comes for the Statutes of the International Red Cross to be revised the system could be simplified and limited to two ballots; the candidates obtaining an absolute majority in the first ballot would be elected, whilst in the second ballot a relative majority would suffice for election.

5. Status of Standing Commission Members

A basic point should be borne in mind: the elected members of the Standing Commission are chosen in their personal capacity as individuals with a profound knowledge of international affairs as well as Red Cross matters.
Suggestions have been made in the past that the choice of members for the Standing Commission should be limited to those who represent either National Societies, the League or the ICRC at the International Conference. However, if the Standing Commission is to be able to give an independent judgement in difficult situations, there is much to be said for keeping open the possibility of choosing as members other persons than the official representatives of the National Societies, the ICRC and the League at the International Conference. Persons who have been active in the Red Cross, but who are not at the particular time of the election official representatives of a Red Cross body, might be able, in principle with the agreement of their National Society, to serve as members of the Standing Commission.

Should there be elected members of the Commission who do not belong to a delegation to the International Conference, they could take part in the Conference proceedings as privileged observers.

6. Functions of the Standing Commission

The Standing Commission has not been called upon in modern times to act as the supreme arbiter between the ICRC and the League, as provided for in the Statutes of the International Red Cross, because neither institution has referred any matters of this kind to it. Nevertheless the Commission keeps itself informed about cooperation between the League and the ICRC and would be in a position to carry out its arbitration function if requested.

The ICRC and the League feel that there is a certain value in maintaining this system for settling any differences that might arise between them, even if it is seldom or never used. The possibility always exists that it might be needed at some future time.

The more usual tasks of the Standing Commission also bring with them problems where good judgement is necessary. On both counts, therefore, it is important to ensure that the Standing Commission continues to have a strong composition.
7. Conclusions

While some purely technical improvements concerning the Standing Commission may be desirable, they would not at this stage justify by themselves a revision of the Statutes of the International Red Cross. These aspects could be taken into consideration in the examination of the structure of the international Red Cross suggested in paragraph 6 of the chapter on the International Conference of the Red Cross and the Council of Delegates (see, provisional agenda of Commission II, item IV, 5).
Commission II
RELATIONS BETWEEN THE NATIONAL SOCIETIES AND THE ICRC
(Provisional agenda item IV, 7: National Societies)

The ICRC should be in constant touch not only with the League, but also with the League members, the National Societies. It intends to strengthen these ties.

Although, the ICRC works in close contact with governments, who wanted it to be unination - a character which was approved on two occasions by International Conferences of the Red Cross - it has always considered that one of its basic tasks was to contribute, to the best of its ability, to uniting the movement more closely and to strengthening the bonds among its members.

It was with this aim that, over the last few years, the ICRC opened several regional delegations which have enabled it to establish closer links with many National Societies. Other steps also in the same direction were taken prior to the Tansley Report. These included the setting up in 1969, at the Geneva headquarters, of a Division to deal with problems relating to the dissemination of knowledge of the Geneva Conventions in collaboration with National Societies and, in 1973, of the National Societies and Principles Division. Mention should also be made of the seminar organized in 1963 on the work of the Red Cross, particularly of the National Societies, on behalf of victims of armed conflicts.

It seems necessary for the ICRC to continue its efforts in this direction and, as Mr. Tansley suggests, for it to work closely with the League to promote a clearer understanding on the part of all members of our movement of the primary objectives of the Red Cross.

In its own sphere of activities (protection and assistance to victims of armed conflicts; preparation for such operations; dissemination of knowledge of and development of international humanitarian law), the ICRC should continue to act as the co-ordinator and prime mover of the Red Cross at an international level. It is, however, essential that it should continue to seek ways and means for the federation of National Societies to help it in these same activities.
1. Public relations and contacts with the leaders of National Societies

Anxious to pursue the policy of closer human relations initiated by its past Presidents and to increase the exchange of views on the main problems now confronting the Red Cross movement, the ICRC intends to make use of every opportunity for meetings between its members and the leaders of National Societies.

2. Information

Nobody disputes the need for the ICRC to explain more clearly what it does and why it does it -- as was mentioned several times in the Tansley Report. The efforts of the ICRC Press and Information Division to make the style of its publications more direct should be combined with improved oral communications during the sessions organized by the ICRC at Geneva for those taking part in meetings of National Societies.

The National Societies should have the opportunity of discussing more thoroughly the questions of particular concern to them and of making known to the ICRC their views on such questions.

In this respect, it is desirable that National Societies should take part, not only in the preparation of certain publications, but also in their printing and distribution.

3. Co-operation in thought and deed

3.1. Protection and assistance

The foregoing observations concerning the need for National Societies to participate in certain of the tasks related to the protection of victims of conflicts presuppose rapid and systematic communication to Societies in countries directly concerned of information about measures taken by the ICRC, and periodic reports for circulation to other, in particular donor, Societies.

It is also important that Societies directly concerned provide the ICRC with all information and recommendations relevant to the tasks to be undertaken and to the means required.
3.2. Dissemination of knowledge of the principles of the Red Cross and the Geneva Conventions

The ICRC strongly encourages the implementation of the recommendations of the Tansley Report aimed at increasing National Society participation in propagating the principles of the Red Cross and the Geneva Conventions, notably in co-operating with their own governments, and by appointing someone within the Society to keep constantly well informed of protection activities in their broadest sense, as described by Mr. Tansley.

3.3. Studies and special assignments

As it has constantly done in its work to promote the development of international humanitarian law, the ICRC is ready to call upon experts in National Societies to study particular problems relating to other aspects of assistance to victims of conflicts and, if need be, to appoint advisory committees.

In addition, it would be pleased to entrust certain matters of a legal or doctrinal nature to specialists who would be made available by National Societies.

4. Contribution to general information and to the training of National Society personnel

Within the scope of the technical assistance provided by the ICRC and the League for the development of newly formed National Societies, the ICRC is ready, in co-operation with the League, to contribute to the training of personnel of these Societies, particularly in the following ways:

(a) general information for senior executives of National Societies with special emphasis on:

- the structure of the International Red Cross;

- the special role of the ICRC and the Central Tracing Agency;

- the tasks that could fall to National Societies in the event of conflict.
(b) training of personnel of National Societies to equip them with a thorough knowledge of "protection" in its broadest sense; dissemination of knowledge of international humanitarian law; tracing service; etc.

This training could be either by seminars or courses held regionally or at Geneva, and also by temporary attachments at the ICRC headquarters of staff from National Societies.

5. Analysis of National Societies

Generally speaking, the ICRC endorses Mr. Tansley's analysis of the institutional characteristics of a strong and active Society. But, it should be clearly understood that such an examination is not intended to establish a comparative evaluation of the different Societies. Such a comparison, in view of their widely varying environments and conditions, would be impossible. Its aim is, rather, to supply useful information on those areas where their development efforts should be concentrated. Moreover, although many Societies do not measure up in every respect to the ideal described by Mr. Tansley, it must be borne in mind that over one third of them came into being relatively recently and have not, therefore, yet reached their full capacity.

Some of the positive characteristics cited by Mr. Tansley are especially important for preparing for the tasks incumbent on National Societies in the event of internal or international conflict. He stressed the need for a clear understanding, on the part of all members of the Society, of the principles of the Red Cross, for recruitment of members and leaders from a broad base, representative of the various elements the population and, above all, for a proper balance in the implementation of the complementary principles of the auxiliary yet autonomous nature of the Society. Mr. Tansley has admirably illustrated the practical implications of these two principles and the ICRC can only express its whole-hearted support for the recommendations he makes on these fundamental issues.
Almost all National Societies and States consider the independence, neutrality and impartiality of the ICRC to be essential for the performance of its tasks, as well as important factors in the cohesion and unity of the Red Cross movement. In the main, that independence, neutrality and impartiality are based on three special characteristics of the ICRC:

- its members are co-opted, thereby excluding any kind of external influence;

- its members are all of the same nationality, thereby preventing governments from influencing the ICRC in reaching its decisions;

- being Swiss, its members are citizens of a country which is bound by neutral status in perpetuity.

The Statutes of the International Red Cross give expression to the determination of National Societies and of States that the ICRC shall be Swiss -- hence unnational -- and of co-opted membership.

Nevertheless, as Mr. Tansley points out, the question has been raised in some quarters whether it would not be more suitable to "internationalize" the ICRC, not only to make it more "representative", but because, according to those same quarters "an international body would be more aware of the world and responsive to its problems" (p. 112).

Mr. Tansley examines this argument and concludes that the International Committee should continue to be constituted as in the past.

The ICRC shares with Mr. Tansley the view that to internationalize the Committee would mean to introduce political controversies in its midst and hence put an end to a form of protection for war victims, a form which is valid because it is impartial. The Committee therefore realizes that its members must continue to be co-opted and all Swiss. It realizes that that is the wish of almost all States which entrust it with duties under the Geneva Conventions.
However, Mr. Tansley adds that:

"at the Assembly level, there is no guarantee that its members will have a background or experience which will ensure a knowledgeable and realistic view of the world beyond European borders" (p. 113).

This inconvenience can be circumvented, said Mr. Tansley:

"Another approach to improving the Assembly's understanding of events would be consciously to seek out sources of advice from around the world. If it is studying a problem of a general nature, it could seek one or more non-Swiss consultants. It could meet at regular intervals with certain groups of an international character -- the proposed Executive Council of the League would be a good example of such a group" (p. 113).

The ICRC should certainly counterbalance the fact that it is not internationally representative by taking all the greater heed, for that very reason, of ideas, facts and men of other nationalities. It has, in fact, had such an approach for several years, particularly in its efforts to codify humanitarian law, by consulting experts from all countries for advice in the drawing up of such law. It has shown the same spirit in other spheres -- notably in its operations. It agrees with Mr. Tansley that it has everything to gain by yet more frequent consultations with non-Swiss experts, with specialists in the regions or in matters in respect of which it has to reach decisions.

The semi-annual meetings of the future Executive Council of the League could be excellent occasions for such consultations. In addition to the general information meetings and individual consultations which are already current -- but which could be improved and more thorough -- topical problems or questions of general interest could be discussed by small groups of persons best qualified to deal with the subjects involved.

More frequent meetings between members of the International Committee and of the Standing Commission, when it meets in Geneva, could also be arranged.

In the last few years, the ICRC has on several occasions asked National Society Presidents to express their opinions to the plenary meetings of the ICRC General Assembly. This practice will be continued and ICRC exchanges of views with National Societies will go in increasing at all levels.
Further opportunities for meetings and consultations will be provided by the seminars which the ICRC organizes on the dissemination of knowledge of the Geneva Conventions and of the Red Cross principles, and on any other subject within its province.

The ICRC will continue consulting all experts -- whether of the Red Cross or not -- who are able to advise it in one field or another. Such consultations, if organized systematically, would further its work and improve its efficiency.

To conclude, the ICRC takes the view that to counterbalance the need for its uninationality, it can and should seek the advice of authorities judiciously chosen in terms of situations or problems confronting it. It would not thereby lose one iota of its independence but would be better prepared to act for the greatest benefit of the victims whom it is its mission to protect.
1. Comments in the Tansley Report regarding the ICRC's information policy

"The policy of discretion (of the ICRC) has, in the past, been justified on the grounds of ensuring that the most possible is achieved for the victims. While Red Cross has achieved much on the basis of discretion in the past, the movement should recognise the danger that discretion is comfortable to both the controlling authority and the Red Cross. Thus it may be continued not because it is necessary but simply because it is comfortable.

While it is generally agreed by many that some type of discretion contributes to Red Cross success and is therefore one of the unwritten 'principles' of the movement in protection matters, it may be well to remember that the ultimate test of Red Cross acceptability is action within the bounds of expectations. If there is a general expectation that Red Cross should use some types of publicity, then such action should be acceptable even if opposed by a particular party" (p. 71).

In short, while recognizing that the policy of discretion has generally served the interests of the victims, Mr. Tansley suggests that in future the ICRC should make this policy more flexible by engaging in certain forms of information activity which would eventually be all the more readily accepted as they would become an integral part of established doctrine. This development, according to him could only strengthen the position of the Red Cross in the eyes of authorities who violate with impunity both humane principles and humanitarian law. This change should ultimately be in the interests of the victims.

2. The reasons for the policy of discretion

The information supplied by the ICRC on its operations is determined by the interests of the victims. This calls for discretion, not so much with regard to what the institution
does, but to what, it sees and hears in the course of its representatives' activities in the field. For example, the ICRC does not publish its delegates findings in prisons and detention camps. These are contained in reports sent only to the authorities concerned.

Discretion seems even more necessary today, since the humanitarian questions dealt with by the ICRC, by their very nature, are set in a highly political context. If it is to fulfil its role as a neutral intermediary between belligerents, and especially to be recognized as such, the ICRC must take care not to allow itself to become involved in controversies of a political character, which are very often conducted publicly. In addition, the ICRC carries on extremely delicate negotiations whose only chance of success depends on their remaining confidential.

In conclusion, discretion is a working method that has long since proved its worth and does not indicate a preference for secrecy.

3. Limits to the policy of discretion

It is an exaggeration to state, as did the Tansley Report, that discretion is one of the movement's "unwritten principles" with regard to protection (p. 71). Of course, States must be able to rely on the traditional discretion of the ICRC, but not on its acquiescent silence; discretion has its limits.

The ICRC's discretion is almost exclusively concerned with activities under the heading "protection". In the field of "assistance", discretion is rarely helpful to victims. In fact, the reverse is normally the case: the ICRC has to alert the international community, in particular governments and National Societies, in order to obtain the necessary resources. Like other charitable organizations, therefore, the ICRC, to justify its requests for support, must supply as much information as possible on the situation of victims and their needs.

In protection, however, discretion is the rule and publicity the exception. As may be seen in the following section, the ICRC doctrine does nevertheless determine a number of criteria which, depending on the situation, make it possible to decide on the policy to be followed concerning information, more particularly to distinguish those cases that demand some "publicity", to use the term of the Tansley Report, or at least a public communication.
4. Information policy in the event of violation of fundamental humanitarian principles or of the Geneva Conventions

In the event of serious violations of fundamental humanitarian principles or of the Geneva Conventions, established doctrine does not consider discretion to be an unbreakable rule. Although the ICRC normally refrains from making public statements on acts attributed to belligerents, it does from time to time drop its reserve. Two criteria must be met if it is to do so: on the one hand, such publicity must be in the interests of the persons or groups affected or threatened; on the other hand, ICRC delegates must have been eye-witnesses of the violations alleged. But it must be admitted that such cases have been extremely rare in comparison with the number of violations of humanitarian law. This accounts for apparent discrepancies of treatment of comparable situations.

While maintaining its traditional policy of discretion and its concern for the interests of the victims, the ICRC will therefore make an effort to publish more systematically in its Annual Report or, if circumstances require (especially in the case of urgent problems), through the press, such matters as:

- appeals of a general nature addressed to belligerents asking them to respect the Geneva Conventions and fundamental humanitarian principles;

- special approaches to belligerents in grave cases of non-observance of the Conventions witnessed by its delegates;

- requests to the parties to obtain the essential facilities which must be granted to the ICRC in conformity with the Geneva Conventions;

- offers of the ICRC's services addressed, in accordance with Article 3 common to the four Geneva Conventions, to the parties to a non-international armed conflict, and the response thereto.

The forms of publicity proposed by Mr. Tansley, such as the publication of "a list of problems encountered by the ICRC over time with regard to the treatment of political prisoners or prisoners of war, without giving particular names, dates and places" (p. 71), might be adopted, but precisely because of their general and anonymous character they seem unlikely to have the desired effect on international public opinion.
Regarding a "Red Cross statement as to the extent of torture in the world" (p. 71), attention is drawn to the publication in the International Review of the Red Cross of a document by the ICRC on this important subject.

5. Information policy under the Law of The Hague

The ICRC has often been requested by governments or other political bodies to take a stand, for example, concerning the use of napalm or indiscriminate bombing.

In general, the ICRC has refrained from stating its attitude on these subjects, believing not only that the rules on the conduct of hostilities do not come directly within its competence, but that this type of intervention would inevitably involve it in political affairs.

Nevertheless, some time ago, the attitude of the ICRC on this matter underwent a change. The International Committee has in fact found it difficult, if not impossible, to advance the law of Geneva while ignoring the loopholes in the law of The Hague, the interdependence of these two laws having become more and more obvious in practice. The ICRC therefore proposed that the draft Protocols additional to the Geneva Conventions should include several provisions in the field of the law of The Hague. On the same lines, it also organized two Conferences of government experts to discuss the use of certain conventional weapons.

As a result, the ICRC will in the future face problems of application of the Protocol provisions relating to the conduct of hostilities. If these provisions are violated, it may be obliged to make its voice heard. In such cases, its policy will be analogous to that laid down for violations of humanitarian law as defined above.

6. Information policy on activities outside the Conventions

In this area, the prime aim of the ICRC is to obtain access to political detainees, to bring them protection and assistance. These activities are usually possible only because they are removed from the glare of publicity, the more so since they are outside the scope of international humanitarian law. They are the result of negotiations conducted on a purely pragmatic basis, which means that the ICRC's room for manoeuvre is severely limited. Consequently, information published by the ICRC about its activities in aid of political detainees is very succinct, and generally
comprises only the names of places of detention visited and the date of the visit to each, together with a reference to the conditions under which the visits were made (e.g., interviews without witnesses).

These communications contain no details of the delegates's findings, these being transmitted only to the detaining authorities. It should be pointed out, however, that the ICRC reserves the right to state publicly the limits of its action if a government does not respect the procedure agreed on or attempts to exploit abusively - for the purposes of propaganda, for example - the activities of the ICRC. Moreover, if the detaining authorities publish partially or inaccurately the reports made to them by the ICRC, the Committee may react by making the reports public in their entirety.

The ICRC may, moreover, suspend or terminate its protection activities if it is convinced that the presence of its delegates serves as a cover-up for the detaining authorities and that it is not or is no longer possible for it to continue working in the interests of the victims. Such an important decision is then the subject of a detailed public statement.

Finally, the ICRC may publish a detaining authority's refusal of its services. In fact, the discretion it has shown on the subject hitherto is in some ways an encouragement to those States which systematically refuse any protection activities by the ICRC. While admitting that, from the purely legal viewpoint, its activities in aid of political detainees are outside the scope of the Geneva Conventions, the ICRC should be enabled to discharge the humanitarian duties which no other institution can accomplish. This is almost always the case with regard to political detainees. For this reason, it considers that a refusal in such a case constitutes a denial of the humanitarian mission conferred upon it by the international community, and that that community should be informed of the fact.
Commission II

THE FINANCING OF THE ICRC

(Provisional agenda item IV, 8: ICRC)

1. Analysis by Mr. Tansley

Mr. Tansley says:

"Recently the ICRC has moved to place the financing of its ordinary budget on a more rational basis, seeking funds from wider sources and seeking to decrease the reliance on the Swiss government. These efforts are well directed and commendable. Two comments might be helpful.

The first is to raise the question of whether the ICRC, like the rest of the Red Cross movement, tends to set its sights too low in terms of its expectations from governments. The second is more a question of principle than amount - whether the ICRC should not begin from the assumption that every government signatory to the Conventions has a responsibility to share in the normal costs of maintaining the ICRC.

To operate on this assumption would be one test of the value and the seriousness with which states accept their legal obligations" (p. 115).

2. The position of the ICRC

"The first is to raise the question of whether the ICRC, like the rest of the Red Cross movement, tends to set its sights too low in terms of its expectations from governments" (p. 115).

It is true that government financial contributions to the ICRC, pursuant to Resolution XI of the Diplomatic Conference of 1949, were very small for the 25 years from 1949 to 1974. Why was this the case?

- In 1949 when Resolution XI was adopted, the principle of regular annual contributions to international organizations was new. There was therefore no standard scale, no precedent, to which the ICRC could refer.

- Four years after the Second World War, peoples and governments felt there was little likelihood of a new war.
The ICRC, concerned with situations of conflict, could not easily aim very high, even though it foresaw that other wars would inevitably take place in the next 25 years.

- Independence, the guarantee of neutrality and impartiality, is the basis for the very existence of the ICRC. A "dependent" ICRC, submitting to political influence would not constitute that neutral and privileged intermediary which the international community wished to have.

The desired independence necessarily entails financial sacrifices. Legislatures, regardless of the good will of governments, are reluctant to consider that regular contributions should be made to an organization described as "international" in which they are not represented and whose policies they cannot direct or influence.

It is obvious however that this attitude is in contradiction to the mandates given by these legislatures themselves, through their governments, to the ICRC, in full consciousness, to provide the fullest possible protection for the victims of conflicts.

"whether the ICRC should not begin from the assumption that every government signatory to the Conventions has a responsibility to share in the normal costs of maintaining the ICRC" (p. 115).

This is the very principle upon which the ICRC relies in its attempt to obtain larger or more numerous contributions. Indeed, since the signatories to the Conventions have entrusted binding responsibilities to the ICRC, they should provide it with the means required to carry them out.

The financial stability of the ICRC is now uncertain. The institution's responsibilities in the field are constantly increasing, while its resources to prepare for them are stagnant or diminishing. The governments which respond generously to specific appeals - with more than 158 million Swiss francs in the past six years - seem to have little interest in making contributions to meet the permanent expenses. It is as if one said to a fire department, "We shall pay you for every fire you extinguish, but we have no money to contribute for your equipment".
Mr. Tansley is therefore correct. The Committee begins with the assumption that the States signatory to the Geneva Conventions have the duty of sharing in the normal costs of maintenance of the ICRC. It is with this point of view that our institution seeks its funds.

3. The Financing of the ICRC: a brief analysis

The ordinary budget of the ICRC, which amounted to about 21.5 million Swiss francs as of the end of 1976, was financed approximately as follows:

<table>
<thead>
<tr>
<th>Source</th>
<th>Amount</th>
</tr>
</thead>
<tbody>
<tr>
<td>Swiss Government</td>
<td>S.Fr. 12,500,000</td>
</tr>
<tr>
<td>Other governments</td>
<td>4,500,000</td>
</tr>
<tr>
<td>National Societies</td>
<td>1,500,000</td>
</tr>
<tr>
<td>Miscellaneous (foundations, bequests, private gifts, etc.)</td>
<td>3,000,000</td>
</tr>
</tbody>
</table>

Efforts by the ICRC have been aimed to bring the total annual participation by all the other States parties to the Conventions up to the sum contributed by Switzerland, which would amount to an increase of about 8 million Swiss francs.

Negotiations for this purpose started in 1972. It must be emphasized however that during the ensuing period, even though some governments and National Societies made great efforts, the international monetary situation, inflation and exchange losses, wiped out a major part of the result.

Nevertheless, the humanitarian involvement of our institution in the world events of recent years has proved that the international community needs and will continue to need the ICRC. It is the imperative duty of this community to grant it the facilities it requires to carry on its mission.
Commission II

ASSESSMENT OF ICRC PROTECTION

(Provisional agenda item IV, 8: ICRC)

At the end of his chapter entitled "Protection", Mr. Tansley stated:

"... in all of its protection efforts, Red Cross, and particularly the ICRC, needs some kind of critical mechanism to ensure its continuing effectiveness. In the development of law, the governments involved are in a position to observe Red Cross at work, to make a judgment on that work, and to make their views known. For the ICRC, this is a useful even if bothersome device. It provides them with some basis for measuring their own effectiveness" (p. 73).

He went on to say:

"In the case of political prisoners, and indeed in all cases where visits to places of detention are involved, there is no other party in a position to observe the activity and to evaluate Red Cross efforts. The "clientèle" in these situations are by the very fact of detention in a poor position to give a detached reaction to the ICRC on the services rendered" (pp. 73-74).

Mr. Tansley concluded with the following proposition:

"The ICRC might itself take the lead in remedying this deficiency by inviting National Societies, on a regular basis, to raise questions and seek explanations on ICRC action in detention situations. Such a process of review could not only assist the ICRC to perform its tasks more effectively; it would also provide a valuable means of familiarising National Societies with the protection function and the problems involved. There is no immediate need to formalise such a process: regional and other gatherings of Red Cross provide ample opportunity for such a review if the need for it is recognised" (p. 74).

No organization determined to keep abreast of the changing reality in which it is required to act will contest the need of "some kind of critical mechanism to ensure its continuing effectiveness" (p. 73).
While the principle of some form of evaluation is accepted, its application in the field of protection raises difficulties, particularly if a permanent mechanism is envisaged.

**Assessment of the efficiency of ICRC protection**

The detaining authorities are responsible for the conditions in which prisoners of war and other persons are detained. Those authorities must maintain constant watch to ensure that conditions of detention are satisfactory.

If the ICRC finds that detention conditions are deteriorating, only the detaining authorities can give the necessary instructions for improvements to be made.

The ICRC and the government concerned must therefore be able to talk to each other frankly and with confidence. Since, during international armed conflicts, reports on the visits to prisoners of war are forwarded to the prisoners' own government, that government also becomes associated in the protection assessment. Furthermore, experience has shown that the detainee himself generally makes a valid contribution to the evaluation of the ICRC' work, particularly during interviews without witnesses with ICRC delegates.

In this manner, the parties directly involved are able to make a continuous assessment of the efficiency of ICRC protection.

In the confrontation of complementary and conflicting views and interests, each party will of course tend to point to what it considers to be any other party's shortcomings.

In situations not covered by the Geneva Conventions, dialectics of this kind have their place even though in a more restricted or tense context. If, in addition, one takes into account the constraints which affect the approach to such situations (see document: protection and assistance in situations not covered by international humanitarian law), one can see that criticism and assessment of ICRC action is the corollary - and even part and parcel - of that action.
There is another problem: it concerns the access to the informations required for a valid evaluation. Any assessment of an intervention and of its impact upon the condition of protected persons requires accurate knowledge of facts. In the first place, it requires a knowledge of the situation when the ICRC started its action. In the second place it requires a knowledge of the situation resulting from ICRC intervention. If the ICRC were to entrust such an analysis to a third party it would have to disclose to that party information which the ICRC has no right to divulge. If it were to do so, it would jeopardize its future action. The risk of the authorities' putting an end to the work of the ICRC for the welfare of protected persons far outweighs the hypothetical benefit of an assessment of ICRC efficiency by third parties.

Such limitations, however, do not prevent the ICRC's having recourse to the experience and expertise of specialists on questions of detention and on medical matters. It may assemble all data necessary for a full understanding of the local conditions in which ICRC delegates may be required to work. By doing so, the ICRC may deduce standards of comparison to size up detention conditions witnessed and to make its own evaluation of its work.

Although detailed and public discussion of protective activities in a particular country is not possible, this is not the case for protective activities in general.

The International Committee hopes that its protective activities in general will be more systematically considered at regional and international Red Cross meetings, particularly when such activities are related to situations not covered by the Geneva Conventions. A more thorough knowledge of the obstacles which the ICRC encounters, of the arguments put forward against its intervention, and of its delegates' methods will enable the Red Cross to see more clearly the increasing need for systematic protective action by the ICRC whenever this kind of situation arises.

Such improved knowledge should induce National Societies to view from a different angle their support for ICRC protective activities.

Consequently, it should also be possible to achieve - even if only indirectly - a procedure for the evaluation of ICRC protective activities more in line with that suggested by Mr. Tansley.
Commission II

THE ICRC AND TORTURE

(Provisional agenda item IV, 8: ICRC)

The question of torture has not been considered to any particular extent in the Tansley Report. Mr. Tansley refers to it briefly, urging the Red Cross to make a declaration concerning the extension of this practice.

Torture is a matter which deeply disturbs the ICRC. It would like to manifest this concern by incorporating in this report the text of a document published in the International Review of the Red Cross in December 1976 (pp. 610-616).

The ICRC hopes that the Red Cross will find in this text some inspiration for a concerted effort against the scourge of torture.

THE INTERNATIONAL COMMITTEE OF THE RED CROSSS AND TORTURE

Introduction

In recent years, public opinion throughout the world has been increas-ingly disturbed by a problem which also seems to be on the increase - that of torture. The experience of the ICRC has led to the conviction that the concern is justified and that the subject is an exceedingly grave one. Repeated and even systematic resort to torture, whether on orders from or with the tacit approval of the authorities, whether by violence or by psychological or chemical means, is a cancer which seems to be spreading, threatening the body of our civilisation. Of all weapons, torture is probably the most cruel and the most harmful. Its cruelty needs no proof; the injury it does results not only from what it does to the victim, who is often forced to violate his conscience and betray his loved ones, but also to the torturers themselves and to their superiors, and finally to the whole of the country in which torture is practiced.
In view of the extent and gravity of the problem, the ICRC considers it essential to describe the work it is undertaking against torture. It is a subject upon which we must act and speak with conviction, for nothing can ever justify torture. ICRC delegates are particularly conscious of this since—except for the torturers and their victims—they are among those who have the sorrowful "privilege" of knowing most about torture. Nevertheless, however good the results of its activities on behalf of the persons directly involved, the ICRC is aware of its limitations in confronting the immensity of the task and can never forget the situations in which its efforts have been in vain.

The law and the reality

Torture is forbidden by international law and by domestic legislation in most countries. It may be useful to recall and to specify that the prohibition is total and unrestricted, in the Universal Declaration of Human Rights, in the Geneva Conventions and in the International Covenant on Civil and Political Rights which recently entered into force.

In concrete terms, the ICRC’s experience is truly unique, since it is the only institution which, for more than a century, has made regular visits to prisoners in the hands of their enemies, foreigners or nationals of the same countries. One may readily imagine how many times, in thousands of visits to hundreds of thousands of detainees, ICRC delegates have seen the undisputable physical or mental consequences of torture.

One recurring feature has been observed: torture is mainly carried out during the period of interrogation for the purpose of obtaining information relating to the security of the State or to an armed political opposition movement. In this connection, prisoners of war have the best protection, since Article 126 of the Third Convention gives the ICRC the right to see them from the beginning of their captivity. Some governments, it is true, disregard their obligations and refuse or unduly delay the ICRC’s access to their prisoners of war, who are often ill-treated by their captors. Fortunately these cases are exceptional.

The Fourth Geneva Convention gives the ICRC a right to see civilian detainees, comparable to the right it has with regard to prisoners of war, but with one important exception: Article 5 permits the Detaining Power to suspend access to detainees suspected of activities hostile to the security of the State. It is apparent that if torture takes place it will be during this period of inaccessibility; hence it is vital for the ICRC to visit immediately the detainees protected by the Fourth Convention.
This obligation by States to grant the ICRC access to prisoners of war and civilian detainees exists, however, only in international conflicts. In civil wars, internal disorders or tensions, such ICRC visits are permitted only as a concession and subject to ad hoc agreements with the detaining authority.

The result, especially in cases of internal disorders or tensions, is that some countries simply refuse to grant the ICRC any access at all to detained persons.

In addition, even in countries where the ICRC can visit such persons, often it is authorised to do so only after interrogation, that is, as we noted earlier, after the period in which torture, if torture is inflicted, usually takes place.

ICRC visits

In connection with torture, the initial problem confronting the ICRC delegate in the field is to determine whether the allegations of torture are true. An allegation does not constitute proof, and it often happens that prisoners try to lead ICRC delegates astray, seeking to utilise the institution as one element in a psychological war, in a campaign of political propaganda based upon pretended ill-treatment. Such an attitude, very rare among prisoners of war, is much more common among political detainees for whom, in a sense, the fight continues in prison.

The ICRC delegate, therefore, in interviewing a prisoner without witness, must try to make clear the purpose of his mission, so that this purpose will not be abused. He must establish an atmosphere of confidence, proving that he is neither "for" nor "against" the prisoner or the detaining authorities; that his concern is purely humanitarian and not political; that only the conditions and not the reasons for the detention are his affair, and, above all, that exact knowledge of the facts is his most effective weapon. Indeed, visits to detainees, particularly if repeated over a long period, are more effective as the detaining authorities come to accept the delegates as competent. This cannot be achieved on the basis of exaggerations, approximations or generalisations. Only an argument based on incontrovertible or at least convincing facts will lead to real improvement in the situation.

It is obvious that it is often difficult to prove that torture has been inflicted. Some tortures leave traces; others do not. Even visible traces do not always constitute proof, but at least we may say that they reverse the burden of proof. Some states establish such a presumption that it is up to the detaining authority to prove that acts of torture did not take place, or to find and punish the perpetrators of the acts.
On the other hand, even in the absence of visible traces, systematic cross-checking and corroboration from different sources makes it possible to obtain a picture which is close to reality.

One may, for example, with a relative degree of confidence, determine whether torture is systematic or episodic, even accidental; whether acts of torture are concealed, recognized and tolerated, or even ordered, and at what level; whether cases of maltreatment are the fault of certain State services and not of others, or perhaps only of certain interrogators; whether torture is inflicted mainly in certain places of detention; and so forth.

"Problem areas" are thus located and are brought to the attention of the responsible authorities, usually at the highest level. These authorities are urgently requested to make complete and impartial investigations to determine the facts and, if the accusations are true, to punish those who are guilty and to take measures to prevent any recurrence of such practices. With this in view, all alleged cases of torture with evidence of the traces are systematically brought to the attention of the highest authorities. If the efforts of delegates do not produce results, further representations are made from Geneva, and these are reiterated as long as the situation persists.

In addition to these emphatic communications, concentrating on alleged cases of torture, the ICRC draws up a detailed report on each visit to a place of detention. In international conflicts, in which the ICRC has an unquestionable right to visit prisoners, these reports are sent both to the detaining Power and to the "Power of origin" of the detainees. On the other hand, in cases of internal disorders or tensions, these reports are sent only to the detaining Power, which always considers its acceptance of ICRC activities as a concession.

If the governments receiving these reports publish them, the ICRC requests that they be published in full; otherwise, it reserves the right to publish them itself. In practice, such publication by governments is infrequent. Presumably States prefer to avoid contaminating humanitarian questions with the political considerations which are inseparable from their international relations in periods of conflict. Publication of ICRC reports by one of the belligerents might provoke similar action by the other party and result in undesirable polemics.

If the detaining government does not usually publish the reports as a matter of internal policy, one may suppose that this is mainly due to the fact that the reports generally refer to unsatisfactory conditions. Without seeking to minimize the importance of security problems, which confront all governments, security requirements must never prevail over the requirements of humanity. The security of the State can never justify torture.
In the case of armed insurgent movements, the situation is more difficult. Some such groups have allowed the ICRC to visit prisoners in their hands, usually in a neighbouring country. These movements also engage in torture on occasion. It is rare for them to keep prisoners for a long time, and the prisoners are either released, enrolled in the group or killed. The latter practice—murder which may or may not be preceded by torture—constitutes part of the vicious circle of violence which must be broken by inducing all the parties involved to accept their responsibility to respect at least certain minimum humanitarian requirements and to recognize that nothing, under any conditions, justifies violence against defenceless individuals.

Limits to ICRC action

The ICRC’s opportunities to reduce or even put an end to torture are real and are often the only hope for those concerned, but they have their limits. Sometimes, for example, governments simply refuse to accept the ICRC’s offer of its services, either in violation of the Geneva Conventions or—in internal situations—by invoking national sovereignty. In addition, there are countries in which the conditions do not yet exist in which the ICRC can usefully offer its services with any chance that they will be accepted, or even understood.

It also happens, even in countries where the ICRC is allowed to act, that it does not have access to all those whom it seeks to protect, in particular those most endangered by torture: detainees undergoing interrogation.

These are the situations which call for the most persistent and systematic efforts, for the most dogged determination. The work of delegates, pursuant to their general instructions, in systematically and persistently revealing places of torture, is followed up at the highest level in Geneva. As a rule, this persistence eventually leads to positive results, even though we may seldom be certain that the situation is completely under control.

In these cases, the ICRC’s position is especially delicate. The general public tends to assume that the very presence of the ICRC in a country is a guarantee that the situation of prisoners there is relatively satisfactory—as if the mere presence of a doctor at the bedside of a patient ensured recovery. Although the ICRC publishes the places and dates of its visits, it gives no information about the treatment of prisoners and their conditions of detention.
This is a commitment it accepts when it undertakes to visit prisoners. Experience has proved to the ICRC that persuasion, without publicity, produces the best results. In addition, if the ICRC were to make public the observations of its delegates, there is reason to fear that the gates would be closed against it, in the countries directly concerned or in others, which could only preclude its humanitarian action and harm the detainees themselves.

It is a drawback to this approach that, despite the presence and persistence of the ICRC, inadmissible practices may continue. Such circumstances may induce the ICRC to discontinue its visits to prisoners in the country in question. It obviously hesitates to make this decision, for the prisoners whom it can visit, like those whom it is not permitted to see, would then be at the mercy of their gaolers. The detainees to whom the ICRC has access generally ask not to be abandoned, believing that the ICRC's major contribution is not perhaps what it does so much as what it prevents others from doing.

Conclusions

Under such conditions, the ICRC has definite and unchanging objectives, designed to overcome the handicaps set forth above:

- to seek constantly from States bound by the Geneva Conventions total respect for the obligations they have assumed;

- to increase the number of countries allowing the ICRC access to their prisons in the event of internal disorders and tensions, by offering its services directly, when there is reason to hope they will be accepted, or by working systematically to create conditions that will induce governments to welcome the offer of its services on behalf of political detainees;

- in every country which accepts its presence, to attempt to obtain permission to talk without witness to prisoners as soon as possible after their capture;

- whenever its delegates find probable or certain evidence of torture, to do everything possible to make sure that the responsible authorities put an end to the practice.

In general, and going beyond what may be regarded as its "operational" objectives, the ICRC unequivocally and unreservedly deplores and condemns all torture, in any form and on any pretext. It supports all efforts at international or domestic legislation intended to safeguard human beings more effectively against torture. Above all, it appeals to the conscience of every individual to put an end to this vilest and most degrading practice devised by man.
The Tansley Report devotes one of its chapters to the League and its Secretariat, reviewing its mandate, the governing structure and the Secretariat.

1. Mandate

The Report (pp. 99-100) contains a number of observations about the Secretariat, including that it lacks a strong mandate and that it vacillates between activism and passivity. It seems to us, however, that the position of the Secretariat in this way is basically similar to that of any other comparable international organisation. Indeed, the League Secretariat is much more free than are the secretariats of many other organisations to conduct its operations, based on a substantial background of experience in relief, development and other areas. Frequent informal contacts with the leadership are maintained by telex, telephone, etc. and the Secretary General has good facilities for consultation with the Chairman and Vice-Chairmen.

2. Special Category of Resolutions

A suggestion is made in the Report for the creation of a special category of resolutions:

"Once (such) a resolution had been passed, it would require formal ratification by a minimum number of National Societies before becoming effective. One could further distinguish between those resolutions which on becoming effective would bind all National Societies and those that would bind only the ratifying Societies. In the latter case, it would be desirable to publish at periodic intervals a list of those who had ratified or, perhaps better, those who had not. In either case, it would also be desirable to publish all instances where a ratified resolution had not been honoured, on the same reasoning earlier outlined concerning the maintenance of minimum standards."
Resolution No. 20 of the Board of Governors meeting in Teheran, concerning approval of the interpretation of the League/ICRC Agreement, provides an excellent example of the type of resolution which would benefit from the suggested procedure" (p. 101).

The League feels that the system proposed in the Report is a complicated one which presents a number of problems. For example, the problem of deciding whether a given resolution is to be in the "special category" (p. 101) or not; delays in ratification and the consequences of non-ratification are all matters of considerable difficulty.

On the other hand, there is a need to encourage greater respect for, and adherence to, major policy decisions taken by the General Assembly (hitherto the Board of Governors). If a more clear-cut system than the one proposed in the Report could be worked out there would be great advantages for the League in terms of unity of purpose and cohesion in operations.

3. Governing Structure

In 1973 the Board of Governors decided that a thorough revision of the League's Constitution was necessary. The Board entrusted this task to a special commission, the Constitution Revision Commission. By the time the Tansley Report was issued in 1975, that Commission had already carried out a considerable amount of work; nevertheless it was able to study the Tansley Report's proposals before the Board of Governors held an Extraordinary Session in 1976, when a new Constitution was adopted. That Constitution includes many of the measures proposed by the Report, in particular the creation of an Executive Council with substantial authority with regard to the performance of the League's functions.

4. Organisation of the Secretariat

The Report (pp. 104-107) makes a number of suggestions about the organisation of the League Secretariat. The more important of these relate to the elevation of the regional desks to full bureaux; the possible transfer of the Disaster Preparedness Bureau to the Services to National Societies Sector; the re-orientation of certain bureaux; and the establishment of a small advisory service on planning and development.
In 1975 the Committee of the Chairman and Vice-Chairmen appointed three Vice-Chairmen to study together problems such as these. This group has been able to make only limited progress. First it was waiting for the Tansley Report to be issued, and then it became evident that the Report contains many basic matters of substance which will need to be settled before any detailed changes in the Secretariat's organisation structure can be finally worked out.

In spite of this, some steps forward have been taken. Planning and documentation functions have been established broadly along the lines proposed by the Report. It may be noted in this connection that the extent to which the Secretariat's documentation on National Societies can be developed will depend primarily on National Societies themselves. Their capacity and willingness to share information with the Secretariat are fundamental to the success of this venture.

5. Selection of Personnel

The selection of senior personnel is the subject of some comments and suggestions on pages 107 and 108 of the Report. It is said that certain posts are coming to be considered the preserve of a given country. While it may be true that some National Societies tend to view the matter in this way, we do not see it in this light and we fully agree with the Report that there should not be an automatic relationship between a given post and a given country. We support the suggestion that when it is desired to fill a particular post by a particular nationality, a slate of nominees and not a single individual should be nominated by the National Society concerned.

Another problem mentioned in this part of the Report is a supposed tendency of some National Societies to regard their nationals in the Secretariat as their all-purpose representatives, responsible as much to them as to the Secretary General. While this situation does exist in the League, to some extent, as in all other international organisations, it would be quite wrong to conclude that it is typical of the attitudes of National Societies generally. It is the exception not the rule. Furthermore, it needs to be kept in mind that normal, close and friendly relations between a member of the Secretariat staff and the National Society from which he has come is of positive assistance to the Secretariat.
6. Financing

Under the heading of "Financing", the Report (p. 108) proposes that Disaster Preparedness and Development be financed from the League's Ordinary Budget. Up to now these activities have been financed separately, through a "Special Budget" for Disaster Preparedness and an "Extraordinary Budget" for Development. It has been decided that from 1978 onwards the Secretariat's basic costs for these activities will be included in the Ordinary Budget; The "Special" and "Extraordinary" budgets will then be discontinued, and a list will be issued annually of specific development and disaster preparedness projects for which finance is sought. The Report's proposal has thus been implemented.

With regard to the costs of the League's governing structure, the Report suggests that the League should pay "the travel and per diem costs of such bodies as the proposed Executive Council" (p. 108). The Constitution Revision Commission, in its latest draft (March 1977) of the Rules of Procedure proposes that Executive Council members "shall be entitled on application for reimbursement by the League of the cost of a normal economy class return ticket from their residence to the place at which the session of the Council is held" (Paragraph 31.7).

The Report also proposes the introduction, for meetings of the Board of Governors and for International Conferences, of a travel costs equalisation scheme, and further states that "the mechanics of such a scheme are simple and obvious" (p. 108). While we consider such a scheme to be desirable in principle, we have to point out that it raises difficult practical problems, for which solutions have not yet been found, namely:

1. Whether a separate fund was established, or the costs were taken into the League's budget, there would be an increase in the costs which Societies would have to meet in Swiss francs. Even in those cases - perhaps rather rare? - in which Societies have to pay for airline tickets at full IATA rates from their own funds, they can ordinarily pay in their local currency.
2. In those cases where the National Society's costs are met at present by its government, or its national airline offers special rates, it could be said if the scheme were adopted that the Red Cross was in reality subsidising the government or airline concerned.

3. There would be problems in fixing, well before the meeting, the "price for a basic delegation" (p. 108) because it would not be known in advance how many delegations would come.
Commission II

CO-OPERATION BETWEEN THE LEAGUE AND THE ICRC

(Provisional agenda items IV, 8 and IV, 9: ICRC and League)

1. Introduction

By way of introduction to their comments on the Tansley Report's proposals on cooperation between their two Institutions, the ICRC and the League wish to recall the legal and practical basis of their existing cooperation.

In addition to cooperation at the highest policy-making levels, in the International Conference of the Red Cross the Council of Delegates and the Statutes of the International Red Cross provide also that it shall be "... the duty of the Standing Commission between sessions of the Conference to ensure the co-ordination and harmony of the efforts of the International Committee and of the League" (Article 10.3).

Article 8 of the Statutes of the International Red Cross requires the ICRC and the League to maintain contact with one another and to coordinate their activities as far as possible: their representatives meet monthly to this end.

The 1969 Agreement between the ICRC and the League contains a number of provisions for cooperation in different types of situation, particularly in the field of relief. The Agreement also provides the statutory basis for the Coordinating Body, consisting of two representatives of each institution who are able to meet at short notice when necessary.

There is also a joint ICRC/League Committee which examines requests from National Societies for recognition by ICRC and admission to the League.

In addition to these statutory requirements for cooperation, there are frequent personal contacts between the leadership of the ICRC and the leadership of the League Secretariat, together with informal contacts between the Chairman of the League and the President of the ICRC at least twice a year. There are, of course, close day-to-day contacts between the different technical units of the League Secretariat and their counterparts in the ICRC.
The ICRC and the League give below, in condensed form, their reactions to each of the proposals made in the Report with regard to relations between them.

2. Recognition and admission of National Societies

It should be born in mind that there are historical reasons for the dual process of recognition of National Societies by the ICRC and their admission as members of the League. The procedures for admission to the League have recently been reviewed in detail by the Constitution Revision Commission, with results which are reflected in the new League Constitution.

In order to make their cooperation in this field more effective, the League and the ICRC agree that they could make some technical improvements, in particular in their methods for assessing the operational capacity of applicant Societies.

3. Non-observance of principles by National Societies

The ICRC and the League recognize that there is a need to devise a procedure enabling them to help those few National Societies which are confronted by certain types of difficulty: non-observance of the fundamental principles, government takeover, misapplication of the statutes, period of inactivity, etc.

These are, of course, difficult and sensitive matters requiring tact and understanding.

In this connection, the proposals made by the Tansley Report for a "formal Review Board" (p. 97) are not perhaps the most appropriate solution. On the other hand, the Joint Commission on National Societies' statutes has been reactivated following the Teheran Conference (Resolution VI). Its mandate includes the examination of cases where National Societies deviate from the fundamental principles or meet with constitutional difficulties.

4. ICRC's cooperation with the League in the development of National Societies

The Report proposes that the ICRC, as well as the League, should be involved in the development of National Societies. This is of course a field in which the two Institutions do collaborate already to a certain extent, but they agree that the ICRC should take a more active part in this task.
whose importance is vital for the future of the Red Cross movement. Greater participation by the ICRC can be achieved without duplication and without trespassing on the League's established sphere of activity or upon its functions as defined in its new Constitution. There is, in fact, a gap to be bridged, especially as regards dissemination of knowledge of the Conventions and the preparation of National Societies for their work in time of armed conflict or disturbances.

Both institutions are in the process of improving their planning and development assistance and similar action. They intend to exchange outlines of the basic elements of their long-term planning, and to do so at a sufficiently early stage to allow effective co-ordination before reaching policy decisions.

In the same line of thought, the ICRC accepts the Tansley Report's suggestion that it should issue a "Practical guide for the use of National Societies", enabling them to better disseminate knowledge of Red Cross principles and of the Conventions, and recapitulating the various responsibilities which members of the movement may have to face in case of conflict. A draft text is being prepared and the League will be associated with it.

5. Joint Regional Offices

The Report proposes the creation by the ICRC and the League of joint regional offices, "under the International Red Cross banner" (p. 80). This proposal apparently aims to strengthen cooperation in development work and to demonstrate the unity of the International Red Cross.

As has been stated earlier, the ICRC is determined to involve itself to a greater extent than in the past in the common effort with the League to help National Societies in their development. But in the opinion of the ICRC and of the League, progress in this direction does not depend on the creation of joint regional offices.

Two practical difficulties stand in the way of such an undertaking. In the first place, the sites where the ICRC needs resident regional delegations vary depending on its particular operational requirements (and are subject to change at short notice). The conditions which determine the locations of the League's development delegates stem
from a completely different set of operational requirements. This means that in practice the two institutions' choices of sites would rarely coincide. Secondly, the ICRC feels that the particular requirements of its protection and assistance functions for victims of armed conflicts or internal disturbances would make it difficult to share offices and related facilities. The League understands this point of view, but it considers that in certain exceptional situation there could be such strong arguments in favour of a joint regional office that it would be unwise, as well as unnecessary, to rule out the possibility completely.

In any case, it is desirable - especially with regard to development - to strengthen as much as possible the coordination and collaboration which already exist in the field between the League and the ICRC. It is obviously important for the delegates of each organization to be completely informed of the activities being carried on by the delegates of the other, in order to be able to reply to elementary questions on the subject in the course of their missions.

This means that the delegates' training must be widened to include this aspect, and that they must be briefed before their departure, not only by their own Institution but also by the related organization. Meetings and consultations on the spot are also extremely useful and ought to be further encouraged.

For certain assignments, such as those relating to National Society recognition, preparing conferences or seminars, development aid and information, joint missions composed of delegates of the League and of the ICRC have been organized in the past and will certainly be arranged again.

6. **One building for the League and the ICRC**

The Reports proposal that the ICRC and the League should share a common building, or at least a common site (p. 123), is viewed differently by the two Institutions.

The League is in favour of the proposal, considering that great advantages would flow from it: technical and economic benefits would result, and above all the unity of the International Red Cross would be demonstrated convincingly to the public.

The ICRC also sees the advantages of the proposal; it considers however that it presents important drawbacks, derived from the type of mandate which it has received from governments and from the cost of establishing such a common building.
Both the ICRC and the League are determined, however, that their difficulty at present in reaching agreement on this point shall not stand in the way of further development of practical cooperation between them across a wide range of technical and administrative matters, as discussed below.

7. Other areas of collaboration

It is desirable to continue and extend the existing cooperation on an empirical basis wherever possible.

The ICRC and the League have in mind in particular the following spheres:

7.1. Staff training

The proposal made in the Tansley Report that ICRC and League staff should receive the same training and guidance (p. 123) is basically a sound suggestion.

There is already collaboration between both two Institutions with regard to the training of delegates for missions; the orientation of new office staff; and the exchange of experience between supervisory grades in Geneva. This shared activity, developed with the help of the Henry-Dunant Institute, has already included the organization of several joint courses for new staff members of the two Institutions and of a seminar on the ICRC for some League officials, in December 1976.

7.2. Collaboration between information services

Although the Tansley Report was fairly reserved on this subject (p. 123), the ICRC and the League feel that there is room for progress here.

First of all, with regard to general information of the Red Cross and on the basis of suggestions made by the two information services, common objectives to promote the Red Cross image in the world could be decided each year.

Valuable practical work has already been accomplished (examples: the joint quarterly publication "Contact"; meetings on worldwide and regional bases of heads
of information of National Societies, the League and the ICRC). Further possibilities for this sort of practical collaboration are at present being studied by both Institutions.

Technical equipment for producing audio-visual material has been lent to the League by the ICRC on several occasions; further collaboration on a permanent basis is possible, the expenses incurred being shared by both organizations.

7.3. Relief operations

The problems raised by the organization of international relief actions are the subject of a special section in the Tansley Report, with an urgent recommendation to the Geneva Institutions to further their collaboration in order to provide more effective relief to the victims of conflicts and catastrophes (pp. 81 and 124-125).

Within their particular functions, the ICRC and the League are willing to examine how they can extend their practical collaboration which has been carried on in this important field on numerous occasions, particularly in aiding the civilian population in Indochina (Indochina Operational Group, IOG, later INDSEC).

7.4. Appeals for funds from the National Societies

In order for major appeals to have more impact, whether in the event of conflict or of a natural disaster, the Tansley Report proposes that they should be addressed to the National Societies in the name of the "International Red Cross", rather than separately by the League or the ICRC (p. 119).

The ICRC and the League think that this proposal goes too far, and that it is preferable for them to continue to act as they have done for many years, agreeing to send joint appeals to the National Societies when circumstances allow this. But, to avoid confusion, it is important that in each case the responsibility for the operation envisaged be clearly indicated to the donors. Moreover, it is essential for the League and the ICRC to keep each other informed of their decisions and of the results of their appeals.
Taking into account the elements common to all operations involving material aid (purchasing, logistics, communications, etc.), Mr. Tansley suggests creating a joint technical group for the League and the ICRC, to operate for either of the Institutions, depending on the case. In view of the preliminary need to study and to standardize the operational methods of both bodies, the first step to be taken in this direction would be to create a joint planning body for the purpose of carrying out the preparatory work (p. 125).

Bearing in mind their recent experiences of collaboration, the League and the ICRC willingly agree with the proposal to create a joint technical study group on relief. This group should be composed of members of the relief services of both Institutions and should have as its aim the assessment of potential common Red Cross resources (sources of supply, purchasing, storage, transportation, standardization, general documentation, etc.).

This group would naturally also be responsible for pooling the experience gained by the two Institutions in their own relief operations.

On the subject of a joint technical bureau, the principle of which was outlined by the ICRC as long ago as 1973, we feel that it raises some problems (for example, the exact purpose of the bureau, its administrative links, where it would be located), which should be given more thorough study.

In general, the ICRC and the League consider that, to improve their collaboration in this important area, it is desirable to work empirically and gradually, developing common working methods which have proved themselves useful during the last few years and which might eventually result in different forms of work organization.
Commission III

HEALTH AND SOCIAL WELFARE

(Provisional agenda item III, 2)

In the third chapter of his Report, Mr. Tansley discusses the current situation of Red Cross health and welfare services, based mainly on a study of 23 National Societies (pp. 27-31). His comments may be summarised as follows:

(a) There is an overall lack of return for the goodwill and resources expended, the majority of services being marginal and insignificant in their impact on the populations for which they are intended. Too many activities are based on charity and not enough on work within a national health plan.

(b) National Societies are generally deficient in planning and seldom evaluate their activities.

(c) There have been 'errors of vision'. Needs have not been met because they have not been perceived.

(d) National Societies are too closed. For example their leaders and volunteers are of urban origin and fail to appreciate rural needs.

This part of the Report concludes with the following paragraph:

"The Re-appraisal found that with a few exceptions, Red Cross at the national level is no longer the pioneer it was at one time in many health and welfare activities. Too many National Societies are engaged in activities which are poorly focused, marginal in relation to the health and welfare priorities of their countries, and insignificant in their impact. Red Cross clearly has the potential to do more. But at the present time it is not making full use of this potential" (p. 31).
In the chapter on the "Re-interpretation of Functions" the Report distinguishes between those health and welfare services which are essential to the proposed basic role and which therefore need to be carried out across the country, and those community services which are likely to be discretionary, varying from one locality to another, based on local needs (pp. 81-82).

Community services, the Report continues, must be complementary and supplementary to what is being done by the public authorities and others. It is when Red Cross fits into nationally and communally agreed objectives that governments give most explicit recognition to its special character. Community services are designed to fill a gap, and once the gap is filled the Red Cross may hand over to someone else. A characteristic of community services is the mobilisation of people at the local level (pp. 82-83).

Finally, the Report (pp. 83-84) notes that:

(i) Blood programmes match perfectly the volunteer nature and image of the Red Cross.

(ii) One of the most effective actions that Red Cross could undertake, particularly in the developing countries, would be helping to meet the health and welfare needs of rural communities.

The League considers that the Report devotes insufficient attention to Health and Social Welfare activities, in view of the fact that these represent the basic day-to-day work of National Societies generally. It is wrong to give this work a secondary place - as the Report tends to do - because it addressed itself, on a large scale, to major types of human suffering which exist everywhere.

The League considers that the Report's criticisms, which are summarised above, have some validity if the subject is viewed in terms of efficiency, if resources expended are measured against results achieved. Such an approach has its uses, but also its limits. Neither the resources used nor the results obtained in Health and Social Welfare activities, performed largely by volunteers, are susceptible to any but the most approximate measurements. More important, judging these activities only in a perspective of efficiency ignores one of their chief characteristics, which is that they are a way, sometimes the only way, in which very large numbers of people throughout the world can express directly their desire to help others.
The Report mentions a number of characteristics of community services with which we agree: indeed they reflect League policy in this area, as it has been established over many years by the Board of Governors in a number of resolutions. In particular the Board of Governors at its meeting in 1975 adopted Resolution No. 5 entitled "Increasing the role of the League and National Societies in satisfying public need for elementary medical assistance", which reads in part as follows:

"... Considers that the League should encourage National Societies to intensify their efforts to meet the needs of the public for elementary medical assistance, especially in rural areas and in slum districts of large towns, and to develop and perfect ways and means of helping health bodies to solve their medico-social problems;

Calls on the League Secretariat and the Health and Social Service Advisory Committee to elaborate and implement within the budgets, measures for the active participation of the League and National Societies in meeting the needs of the population for elementary medical assistance in rural and urban slum areas by means of volunteers trained within National Societies in the light of their international and national experience;

Recommends National Societies to increase their aid to health bodies in their countries by training first aiders;

Suggests that the League, with the active participation of the Health and Social Services Advisory Committee and in close consultation with National Societies, elaborate a policy and plan for the organisation of regional and international symposiums, advisory meetings and seminars for the exchange of experiences of National Societies in their work of meeting the public's basic needs for elementary medical assistance through Red Cross volunteers; study the most effective ways for training the public in medico-social matters and the possibilities of inviting the help of specialists on the training of volunteers in accordance with medico-social programmes;

Calls on the League to strengthen its cooperation with WHO in its efforts to protect the health of the people in the world...

The Report's comments on blood programmes also confirm existing policy. Important features of the policy were stated by the XXIIInd International Conference of the Red Cross in its Resolution No. XVIII, from which the following is an extract:
"The XXIInd International Conference of the Red Cross ... desiring that every nation benefit from the major medical and scientific advances achieved in recent years in blood research, technology and programming,

believing, with influential opinion around the world, that the non-remunerated donation of blood in a nationwide non-commercial blood service produces the safest medical therapy and strengthens a nation's social structure through the value it places on this freely chosen individual act of humanitarian service,

affirms that a service based on voluntary blood donation, motivated by humanitarian principles, is the safest and most effective way of supplying blood needs,

urges the governments of all nations to adopt the highest standards in providing a safe blood service to their citizens, and to formulate those standards on the concept of non-remunerated blood donation,

recommends to each National Society and its government that they undertake a strong combined effort to attain the humanitarian objectives of a total national blood service based on the broad voluntary participation of the people".

Helping to meet the health and welfare needs of rural communities, which is recommended by the Report, is not a new activity for many National Societies, but it is one on which increasing emphasis is being placed, especially in the field of primary health care.
Commission III

DEVELOPMENT

(Provisional agenda item III, 3)

1. Introduction

Before examining the Report's proposals on Red Cross development, we wish to recall briefly some of the key characteristics of the League's Development Programme, which was formally established in 1962.

The programme encourages and supports the creation of National Societies in those countries where they do not yet exist, and reinforces the capacity of existing National Societies to undertake their humanitarian activities. The programme is a framework for the organisation and coordination of assistance - whether bilateral or multilateral - directed at the development of a Society as a whole or of specific services.

For these purposes the League Secretariat gives advice on questions of structure and planning; organises regional training institutes, seminars and technical meetings; gives support to National Societies' training programmes in the form of personnel, training aids and finance; organises study visits for National Societies' leaders and officers; publishes guides and any other documents and teaching material calculated to promote Red Cross development; provides through specific projects financed by other National Societies, technical personnel, equipment, material and funds needed to carry out the projects.

While the basic administrative costs of the Development Programme are borne by the League's Ordinary Budget, the costs of the specific assistance provided notably in the form of projects, are met by voluntary contributors in cash, personnel and material from National Societies, or from governments through their Societies. For many years past some of these costs, relating mainly to regional training institutes and the provision of technical personnel were presented in the League's "Extraordinary Budget", for which voluntary contributions were invited.
From 1978 onwards the "Extraordinary Budget" will be discontinued, and replaced by a List of Development Projects which will present more clearly the information about future projects which potential contributors will need in order to take funding decisions.

In planning and carrying out its activities under the Development Programme, the League Secretariat cooperates with the United Nations Organisation and its specialised agencies, as well as with other international organisations, in order to promote effective coordination of efforts to develop humanitarian activities.

2. Effectiveness of Red Cross Development

The Tansley Report stresses the importance of strengthening the capacity of what it calls the "front line" of the Red Cross - the National Societies. It goes on to point out, in our opinion correctly, that "the primary responsibility for enhancing the capacity of a National Society must fall on the Society itself" (p. 85).

This is a basic point, the League believes, which is clearly reflected throughout the history of the Development Programme. Support from outside a National Society can only complement the Society's own efforts, which are fundamental to the success of its development, and for which help from other Red Cross bodies is not an effective substitute.

The Report however contains criticisms, which it summarises as follows:

"In its present form, the Development Programme seems deficient in the following respects:

1. it is often donor-dominated;

2. the forms of assistance seem unrelated to any clear purpose;

3. the timing of assistance is more accidental than planned" (p. 85-86).

The League does not consider that undue influence by donors is any longer a major problem in either the bi-lateral or multi-lateral activities carried out under its auspices. However, it should be recognised that this is a rather
subjective question, upon which different opinions may understandably exist. What is important is for the different partners in Red Cross development to seek continually to deepen their mutual understanding of one another's responsibilities, objectives and concerns, and to this end to maintain really close communications through all phases of development work.

The relationship between the purposes of development assistance and the forms which that assistance takes is not always as clear as it should be, but it would be wrong to conclude, as the Report seems to, that this is the general state of affairs. International development efforts generally, and not only those of the Red Cross, do not take place in ideal conditions where resources are instantly available to fit neatly with precisely described and measured needs. The League considers that while the problem of making development support fully relevant to needs can probably not be solved perfectly in all circumstances, considerable improvements are possible. Indeed, this has been one of the major factors responsible for the decision, mentioned earlier, to adopt a new system for seeking support through a List of Development Projects, based on thoroughly prepared project descriptions which reflect careful assessments and resources required.

The League does not share Mr. Tansley's reservations about the timing of assistance. The Report is incorrect in stating that: "Help is normally given only after a National Society becomes a member of the League, and often only after a disaster has occurred" (p. 87).

Substantial assistance has been, and continues to be, given to Societies in process of formation. The provision of such help is regarded as a priority under the Development Programme, until such time as these Societies's basic structure and initial service programmes are established. Each Society is strongly encouraged to establish its own development plan.

3. Regional Planning Committees

The Report proposes the establishment of "Regional Planning Committees" (p. 88). The need for planning and better coordination at regional level has made itself felt for several years, and the League has been working towards three principle objectives in this respect:
1) to encourage cooperation within regions;

2) to present participating Societies with a clear overall picture of the priority needs of developing Societies;

3) to establish the Plan and Budget with Societies' priority needs in mind.

However, we are not convinced that regional planning committee would necessarily be effective in bringing about better planning and coordination. The experiences of other international organisations which have established such committees are not very encouraging; there is a risk of heavy and costly bureaucracy, without commensurate results. More important, we do not find it self-evident that such committees would "not undermine the federation or endanger the universality of the movement" (p. 88), as the Report asserts.

Discussions at regional level have shown that there exist already flexible methods for planning in regional contexts, with the use of existing expertise, coordinated by the League Secretariat. Such a system was proposed by the Regional Conference for Asia and the Pacific held in March, 1977. The "Outline Plan of Action for Red Cross Development in Asia and the Pacific", which was prepared at that Conference is based on a concept of decentralisation - as opposed to regionalisation - and provides for necessary flexibility of implementation at National Society level. This will involve making rational use of expertise and resources available in the region. Under the outline plan it is envisaged that National Societies in the region will provide the League Secretariat with lists of the activities they perform best; with particulars of available expertise and other resources, and saying in which ways they are prepared to support sister Societies, primarily within the region, and with logistic support from the League.

4. Other Matters

The Report also makes proposals on

a) collaboration between the ICRC and the League in development;

b) joint regional offices.

The comments of the League, and of the ICRC, on these matters of joint interest are given in the Chapter on Cooperation between the ICRC and the League (provisional agenda of Commission II, item IV, 8, and IV, 9).
1. Introduction

The Tansley Report makes two mentions of Red Cross Youth programmes. The Final Report devotes to them a paragraph on structural questions, and Background Paper No. 5, "Red Cross at National Level: a Profile", one section of a chapter.

The remarks in that section have only a limited basis, both geographically (they refer to only 23 National Societies) and in respect of time (for the enquiry shows Red Cross life at a given moment in its history). But it contains a number of interesting assertions which call for comment.

First of all, however, it is essential to make clear that the remarks offered below for consideration are made in the light of far-reaching consultation under the aegis of the Youth Advisory Committee since the Tansley Report appeared. A wide range of national leaders has had opportunities of exchanging ideas and opinions on the Tansley Report at regional meetings since 1975, of which there have been three in Latin America, two in Africa, one in the Asia/Pacific region, one in North Africa and the Middle East, and two in Europe. The last of these was the IIInd European Red Cross Youth Conference also attended by the National Societies of Canada and the USA; it was entirely devoted to consideration of the role, tasks and responsibilities of young people within the Red Cross.

The conclusions of those meetings and of the Youth Advisory Committee have influenced the following comments and our attempts to find major lines of approach which will affect the future of the Red Cross Youth.

2. General Remarks

The Profile very rightly points out at the start that "Red Cross Youth is in many ways a microcosm of the whole Society, encompassing nearly all the activities of other programmes and reflecting
the same problems, strengths and weaknesses. It differs mainly in that it is the only programme designed entirely for a certain age group, stressing education and training as the basis of its action" (pp. 37-38).

It might usefully be added that education and training have always been based on the pedagogical principles of active education. This makes it easy to understand the variety and high quality of Youth programmes. They are intended to make children and young people discover all the multiple aspects of Red Cross work, try their hand at them and take a useful part in them. This process of experiment is invaluable to young people. It enables them to take a more informed decision on what their own "line" is going to be as future adult Red Cross volunteers or even in choosing a career. It is also invaluable to the Red Cross. By making it easier for young people to make an informed choice it recruits for the Society future adult volunteers who are convinced of the usefulness of what they are doing and are fully informed of all the aspects of the National Society, the opportunities it offers and the problems it has to face.

3. Aims, activities and resources

As the Profile makes clear, there is no doubt about the aims of the Youth programme. But the statement that "the promotion of international understanding is clearly not considered a priority by many National Societies, especially those in the developing countries" (p. 38) needs some qualification. On the contrary, the above-mentioned regional meetings have shown that international understanding is very much in the thoughts of leaders, in particular those of Societies in developing countries. There has admittedly been some falling-off in the last few years, but this seems due less to loss of interest than to a need for adapting and revising pedagogic methods and resources on the subject.

The Profile's remarks on the main activities of the Programme are fairly accurate. The priority given to first aid in training programmes for youth from a young age onwards should in particular be stressed. But there is desire for change, and regional meetings have pointed out the need to adapt youth activities to the needs and characteristics of the communities they belong to. This is absolutely no criticism of the basic Red Cross Youth triptych laid down in 1922 by the General Council as consisting in the
protection of health and life, mutual help and solidarity, and international friendship and understanding - even if terms change according to the National Society using them, and circumstances.

On the subject of membership the Profile stresses that the numbers brought in by the Red Cross Youth are very often of decisive importance to the National Society. This is clear, mainly in the developing countries, where most of the population is youthful and youth is consequently the principal force that gets things done. But it would be mistaken to think that young people have to be looked upon as adult volunteers. They are still trainee volunteers needing proper attention in the light of their mental and physical make-up; they are more sensitive, more oriented towards absolute values and more honest than adults.

4. Outside relations

One can only agree with the Profile that the Red Cross Youth is often an isolated group - at least in its own country, for internationally it has always had manifold working relations or exchanges of information with many governmental and non-governmental organisations concerned with Youth. It has developed these relations in pursuance of the Fundamental principles of the Red Cross. And there are often basic contacts - in relief operations for example - which go uncoordinated by national leaders.

5. Place of the programme within National Societies

The Profile sometimes alludes to tension between the Red Cross Youth and other sections or departments of the National Society, and in particular between young people and first aiders. There is of course friction or rivalry of this kind here and there. But this would not justify the immediate assertion that the problem - if it is one - can only be solved by dissolving the Youth Section. Many examples go to show that if the matter is gone into carefully and if as a result leaders acquaint themselves conscientiously with the true causes of the friction, effective and constructive steps may be taken towards harmonious and fruitful cooperation between the sections or departments concerned.

Clearly, the Societies which have got over the problem are the ones which have managed to bring about quite naturally an osmosis between adult leaders, who are experienced, and young officials, who are keen to apply the new ideas of their generation.
There is no getting away from the conclusion that in many Societies volunteers activities of all kinds, including those that bring in funds are carried on first and foremost because of the part young people take in them.

It naturally follows - as innumerable resolutions point out - that young people and their leaders have a right to be associated with decision-making affecting the future of the National Society.

The Profile notes that many National Societies recognise that youth should take part in decision-making but few allow it. The difficulty, then, is probably one of mentality, rather than of structures or programmes.

This difference between young people and adults is not confined to the Red Cross. It is part of the generation gap. As long ago as 1934 a resolution of the XVth International Conference in Tokyo referred to the difficulties caused by the lack of continuity and harmony between young and adult members of the Red Cross.

6. Trends

The conclusions of the Profile are not exactly those of the paragraph on Youth in the Final Report, which curiously enough seems to ignore the educational role of the Red Cross - this in spite of the fact that there has hardly been an International Conference since the Red Cross Youth basic principles were adopted in 1922 which did not mention the educational mission of our movement. It is an essential function of the Red Cross and is confirmed by the new League Constitution.

But as we have said above, it would be a mistake to think that education can be separated from action and apprenticeship from experience. And it would be as well to agree on what a "young volunteer" is, and more important, how old he is. Faced with the widely differing methods of National Societies throughout the world - the consequence of the XVIIIth Resolution of the General Council of 1922 recognising that "wide divergencies of method will be necessary" in organising the Youth Movement, no one can seriously consider adopting a single standard model governing relations between young people and adults within National Red Cross Societies.

It seems desirable to end these comments by putting forward some ideas which may serve to guide more thorough investigation of the relations between the Red Cross and young people.
6.1. The first line of approach is designed to give strong support to the educational role of the Red Cross in relation to children and young people. In the first place all levels should be encouraged to make an investigation on which could be based a policy for the development of this educational task. It would also be important to broaden its scope by trying to reach the hosts of young people, organised or otherwise, outside as well as inside the school system.

Whilst recognising their complementary character, we should place more emphasis on education than on training. Training implies an apprenticeship in Red Cross techniques. Red Cross education has as its aim to build up a civic and humane conscience in children and young people. In this respect, the ever present necessity of cooperation with the ICRC in the dissemination of humanitarian law and the Red Cross principles should be recalled. Our movement has the inescapable responsibility of educating young people in international understanding and cooperation, and peace, making them alive to the problems raised by the infinite variety of human suffering and open to the need to promote humanitarian principles everywhere and always.

6.2. The second line of approach lies in the need to carry out research into the means whereby in practice Youth programmes and activities in the service of society may be made harmonious and complementary. This research must be effected in pedagogic terms, not in terms of conflict or structure as heretofore. It must give first place to human data (meaning characteristics shared by children, adolescents and adults) and to the characteristics peculiar to the Red Cross, instead of to structural aspects which are often distorted by the personal data of the responsible officers handling these structures.

It is relevant to remember the XLth Resolution adopted in Toronto by the XVIIIth International Conference, which said: "It cannot be denied that there is between these two groups of active supporters (adults and young people) a gap ..." and called "the attention of National Societies to the danger that may result from the attitude, sometimes negative or lacking in understanding, of certain National Societies with regard to the Junior Red Cross".

As the Profile shows, anyone who considers that Youth is a privileged recruiting ground which guarantees a future for an institution based fairly and squarely on volunteer service cannot reasonably refuse to apply suitable methods, or in other words to bring young people increasingly to share in the activities and responsibilities of the National Society.
Eliminating one of the parties from the conflict is only a makeshift solution which sooner or later will ruin the Red Cross Movement in two ways - by making it unable to fulfil one of its basic functions, education, and by cutting it off from its source of volunteer help.

6.3. But to do this the third line of approach has to be adopted. It becomes essential to train responsible officers, organisers and all on whom the heavy responsibility lies for the task of education and initiation into the service of the Red Cross. It should be a priority for all bodies of the Red Cross Movement having relations with the Red Cross Youth. One of the major priorities of our movement in the years to come should be to develop and intensify national and international training, constantly improve systems and methods, and provide new means whilst adapting them to the situation.

To conclude, the three lines of approach mentioned above are some reactions to the Tansley Report remarks on relations between the Red Cross and Youth, and logically require specific structural elements which must be built into the Red Cross as a whole with vigour and constant care.
Commission III

INFORMATION

(Provisional agenda item III, 5)

1. Mr. Tansley's viewpoint

The Tansley Report gives the following comments under the heading

"THE CONCEPT OF INTERNATIONAL RED CROSS":

"Members of Red Cross have an ambivalent approach to the concept of and use of the term "International Red Cross". On some occasions great effort is expended to enhance the idea of one Red Cross, of Red Cross moving as a unity, of acting in the name of the International Red Cross. On other occasions equal pains are taken to distinguish between, say, the League and the ICRC, or the ICRC and individual National Societies, and to accentuate the differences in purposes and structure of the various Red Cross organs. Which approach is adopted at any given time seems dependent upon what serves the best immediate need of the Red Cross organ involved (...)

Yet the term has real meaning in the eyes of the public, of governments, and of Red Cross members themselves - meaning well beyond the convenience of the words. It stresses what to many people is the most distinctive quality of Red Cross: its international character. Further, this quality should become even more distinctive of Red Cross in the future than it has been in the past.

There seems little doubt that the term can be used as a Red Cross asset more effectively than it has been to date (...)

In summary, as a means of reinforcing the image of Red Cross as a movement, as a means of strengthening that movement and emphasizing its international character, the concept of International Red Cross should be applied as widely as possible, in thought and in use. Only as members of a movement will the separate parts achieve their maximum effectiveness" (p. 118-119).
2. Collaboration between the League and the ICRC

Until now the League and the ICRC have been entirely autonomous in drawing up and developing their respective policies on information and public relations. On day-to-day matters, however, good collaboration has been established over recent years: those in charge of information and public relations in the League and the ICRC have maintained close and regular contact enabling them to exchange opinions and experience, while joint action has gradually taken definite form. For example, since 1974 the League and the ICRC have been producing a joint publication entitled "Contact", a quarterly sent to the editors of journals of the National Societies. In addition, the ICRC has been regularly invited to meetings organized by the League for those in charge of information and public relations in the National Societies. The ICRC, in turn, frequently loans its audio-visual equipment to the League.

3. Special features of the present system

3.1. In establishing and developing their policies on information and public relations on separate and autonomous lines, the League and the ICRC have been intent on stressing their own identities and implanting awareness of their individual natures in the public mind.

This distinctive attitude of the League and the ICRC is especially marked in Geneva, in the relations of the two Institutions with the representatives of the world's press. It is less noticeable among the National Societies, many of them preferring to speak of "the International Red Cross" when describing the activities of the League and the ICRC to people in their own countries.

3.2. Until now, each Institution has gone to the trouble of developing its own information media (publications, audio-visual material, etc). This has sometimes led to duplication, dissipation of effort, a less than rational use of the already meagre human and material resources available. These weaknesses have been accentuated by what might be termed the "objective difficulties" inherent in information and public relations work for the Red Cross at international level:
- the many and varied kinds of audience, each with its own language, culture and social system;

- the wide divergences in the levels and effectiveness of information and public relations services in different parts of the world and the consequent inequality in the dissemination of facts;

- rival claims for information by those National Societies directly involved in "current affairs", on the one hand, and the international mass media, on the other;

- the very limited resources in staff and money as compared with the huge needs to be met.

4. Towards greater collaboration

4.1. In the existing organization of the International Red Cross, taking into account the distribution of functions between the League and the ICRC it would appear difficult to refer systematically to both or either as the "International Red Cross", instead of "the League" and/or "the ICRC".

Nevertheless, as the Tansley Report makes clear, it should be possible, in certain cases, to make wider use of the concept of International Red Cross - in particular, where the League and the ICRC have occasion to conduct a joint operation.

In addition, within their own spheres of public relations, the League and the ICRC ought to try to make evident not so much the qualities which differentiate the various Red Cross bodies but the unity of the movement and the universality of its principles. There should be regular consultations between the two Institutions, in particular when settling their objectives in respect of information and public relations, to ensure that their planned activities tend in the same direction and complement each other. It would be extremely useful if the League and the ICRC were to present to the National Societies a joint proposal on the best way to inform the general public on the organization and the international activities of the Red Cross. In fact, according to some National Societies, such information is not merely desirable but imperative.
4.2. More systematic joint planning of this kind should be accompanied by efforts to standardize their means and methods in the sphere of information and public relations and to use them in a more rational way. With the existing resources and staff available, it would be possible to make considerable progress towards this aim in the near future. Below are a few examples.

4.2.1. Audio-visual

This is undoubtedly the field of activity in which the opportunities for collaboration are most obvious. In fact, although the audio-visual services of the League and the ICRC cater for the same "clientele" (National Societies, mass media, publishers, etc.) and are required to meet the same kinds of need, each Institution has its own photo and film libraries, and its own material and teams for producing the required material. It might therefore well be asked whether it is not time that the two Institutions pooled their resources, with a view to creating a joint audio-visual centre to produce photographs, films, video tapes, exhibition materials, and so on.

On the same subject, it should be pointed out that the movement urgently needs a documentary 35/16 mm film on the Red Cross in general. This film could be made jointly by the League and the ICRC before the Twenty-fourth International Conference of the Red Cross in 1981. Financing could be obtained by subscription from the National Societies.

4.2.2. Broadcasts and radio programmes

"RCBS" "Red Cross Broadcasting Service", the radio station of the ICRC, could be opened up to the whole of the Red Cross. The journalistic content could be devised and prepared in conjunction with the League, but production would remain in the hands of the ICRC. The League would contribute 50 per cent of the costs of production and transmission (depreciation of equipment, fees to announcers, etc.).
4.2.3. Publications

"Contact", the joint League/ICRC publication, would be replaced by a single liaison journal intended for those in charge of National Societies' information and public relations services. It would be published every three months, and the League would be responsible for its production, the financial load being equally distributed between the League and the ICRC.

The League and the ICRC could devise and produce a joint report every two years as a public relations document for widespread distribution, describing with the aid of numerous illustrations and diagrams the work of the Red Cross at international level. The first issue could appear in autumn 1979, for the meeting of the Council of Delegates. Production would be by the League and the ICRC in collaboration.

4.2.4. World Red Cross Day

World Red Cross Day is an unrivalled opportunity for National Red Cross Societies to publicize their organizations within their own countries. The League, which has so far chosen the theme for the World Day and prepared the basic material for the National Societies, will in future consult the ICRC more closely in making the arrangements, as has already been done, in fact, for World Red Cross Day 1978.

4.3. Strengthening the information and public relations structures at regional and national levels

The information sent out from Geneva through the International mass media is of prime importance for the League and the ICRC. Each National Society plays a no less vital role in imparting knowledge of the movement. Once there is awareness in a country of the profound interdependence of the international and national manifestations of the Red Cross the National Society becomes the voice of the whole movement for the public in that country. Such solidarity requires very close links between the League and the ICRC, and between these two Institutions and each National Society.
4.3.1. If National Societies are to be capable of providing the best possible public relations and of discharging fully within their countries the mission of transmitting news of the two international Red Cross organizations, they must have at their disposal an efficient information service run by one or more professional public relations staff. The League's development programme is helping to achieve this aim. But as part of the joint effort described throughout this Report, the ICRC should make a specific contribution to this particular aspect of the League's programme, for instance by offering the services of some of its experts to speak at courses and seminars organized by the League.

4.3.2. It is necessary for the League and the ICRC to adapt their information policy and material (substance as well as form) to the needs and circumstances of the National Societies, which will have to be consulted regularly for the purpose; hence the importance, for those in charge of information and public relations services in National Societies with similar needs and a common culture, of regular meetings, technical seminars, editorial conferences, etc. As in the fields dealt with above, it is the League which must take the initiative, but again the ICRC ought to be closely associated with the work of its fellow Institution.