

## REPORTS AND DOCUMENTS

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## **Resolution 1 of the 34th International Conference of the Red Cross and Red Crescent**

### **Building a universal culture of compliance with international humanitarian law**

The 34th International Conference of the Red Cross and Red Crescent,

*conscious* that the current International Conference of the Red Cross and Red Crescent (International Conference) is taking place at a time when the intolerable suffering of civilians and other victims of armed conflict demands a strong recommitment to our common humanity,

*expressing deep concern* about the serious humanitarian consequences of armed conflicts around the world, many of them receiving too little attention from States and the media, and many with generations-long consequences,

*emphasizing* that compliance with international humanitarian law (IHL) is essential to alleviate the suffering of the people affected by armed conflict, reduce the human, economic, social, cultural, and environmental cost of war, and facilitate the return to a sustainable peace,

*highlighting* that 2024 marks 160 years of modern IHL treaty-making and is the 75th anniversary of the adoption of the Geneva Conventions of 1949, while *acknowledging* that the law of armed conflict has deep historical roots in different religions and cultural traditions worldwide, as well as military ethics, *noting with great appreciation* the universal ratification of the Geneva Conventions, and *expressing the hope* that other IHL treaties will also achieve universal acceptance,

*expressing deep concern* about the discrepancy between the universal commitment to IHL and insufficient respect for its rules, *underlining* the importance of good faith in interpreting and performing IHL obligations, and *calling attention* to the urgent need to improve respect for IHL,

*reaffirming* the importance of strict compliance by States and non-State parties to armed conflicts with their respective obligations under international law, and *recalling* that the application of IHL to non-State parties to armed conflicts shall not affect the legal status of those parties,

*reaffirming* that the *jus ad bellum* and *jus in bello* must each be fully complied with regardless of whether the other has been violated, and *emphasizing* that IHL protects all persons affected by armed conflict in all circumstances without any adverse distinction based on the nature or origin of the armed conflict or on the causes espoused by or attributed to the parties to the conflict, and that, while the IHL protections applicable to individual persons depend on their status, their individual circumstances and the treaties in force, such protections are to be applied without any adverse distinction founded on race, colour, religion or faith,

sex, birth, or wealth, or on any similar criteria, and no person may be removed from the scope of IHL, including on the grounds of their conduct or association,

*emphasizing* that a party must comply with its IHL obligations even if the adversary has committed violations, or is accused thereof:

*recognizing* that women, men, girls and boys of different ages, disabilities and backgrounds can be affected differently by armed conflict, and that these differences need to be considered when implementing and applying IHL, in order to safeguard adequate protection for all,

*emphasizing* that fighting impunity for violations of IHL is essential for peace, stability, justice, the rule of law and post-conflict reconciliation, and that it is critical not only to implement IHL, but also to enforce it when violations occur to prevent the recurrence of such violations, and *affirming* that States and non-State parties to armed conflicts have the obligation and power to prevent IHL violations,

*emphasizing also* that compliance by States with their own IHL and disarmament obligations, including prohibitions and restrictions on the development, use and transfer of certain weapons contributes to international peace and security and the building of confidence among States, and hence to the realization of the aspiration of all peoples to live in peace,

*noting* that, as a long-term historical trend, the development and universalization of IHL have contributed to greater restraint in armed conflicts, while *acknowledging* the challenges that remain and the need for States and components of the International Red Cross and Red Crescent Movement (Movement) to do their utmost to ensure that this positive historical trajectory continues,

*welcoming with appreciation* the substantial efforts that States have made to implement their IHL obligations, *expressing gratitude* to those States which have shared good practices, *emphasizing* that respect for IHL saves lives, limits destruction and prevents human suffering, and *emphasizing* as well the primary responsibility of each State to comply with its obligations under IHL, including those which it must implement in peacetime,

*reasserting* the commitment of all States and all components of the Movement to IHL, and *reaffirming* that IHL remains as relevant today as ever, even as contemporary warfare presents new developments and challenges in both international and non-international armed conflicts,

*reaffirming* Resolution 1 of the 33rd International Conference, “[Bringing IHL home: A road map for better national implementation of international humanitarian law](#)”, which remains fully operative, *welcoming* the efforts of States and Movement components to implement the resolution’s provisions with the aim of preventing IHL violations, and *taking note* of the *Bringing IHL Home: Guidelines on the National Implementation of International Humanitarian Law*, which arose out of that resolution,

*welcoming* the increasing number of voluntary reports published by States on the domestic implementation of IHL, pledges to report to the International Conference and voluntary submissions sent to the secretary-general of the United Nations for the secretary-general's report on the status of the Protocols additional to the Geneva Conventions,

*reaffirming* the special role of the International Committee of the Red Cross (ICRC) as set out in the four Geneva Conventions of 1949 and in the Statutes of the Movement, *reaffirming* as well the ICRC's role as a neutral, independent and impartial humanitarian organization, especially its mandate to protect and assist victims of armed conflict, including, *inter alia*, prisoners of war, and *stressing* the ICRC's role as a neutral intermediary between parties to armed conflicts,

*noting* the significant role that the components of the Movement play in promoting the application of IHL and their mandates to do so under the Statutes of the Movement, including the role of the International Federation of Red Cross and Red Crescent Societies (IFRC), and *noting in particular* the unique role of National Red Cross and Red Crescent Societies (National Societies) as auxiliaries to the public authorities in the humanitarian field, based on which they organize, in liaison with the public authorities, emergency relief operations and other services to assist the victims of armed conflicts, as provided for in the Geneva Conventions; they disseminate, and assist their governments in disseminating, IHL, and take initiatives in this respect; and they cooperate with their governments to promote respect for IHL and protect the distinctive emblems recognized by the Geneva Conventions and their Additional Protocols,

*reaffirming* the Fundamental Principles of the Movement – humanity, impartiality, neutrality, independence, voluntary service, unity and universality – and their particular relevance to humanitarian action in armed conflict, *noting* the critical importance of access by impartial humanitarian actors to victims of armed conflict in a manner consistent with IHL, and *recalling* that States must respect the adherence by all the components of the Movement to the Fundamental Principles,

*recalling* the legal and protective value of the distinctive emblems and signals, as applicable, in facilitating the identification of medical and religious personnel, medical units and transports, cultural property, civil defence organizations and their personnel, and members of the Movement – emblems and signals which, by virtue of their inclusion in the Geneva Conventions of 1949 and their Additional Protocols and in the 1954 Hague Convention for the Protection of Cultural Property in the Event of Armed Conflict, and over 160 years of continuous practice, have become universally recognized symbols of impartial and neutral aid and protection for victims of armed conflict, and *recalling* as well that it is the primary responsibility of States to ensure that the emblems and signals are, at all times, used in strict compliance with the provisions of applicable treaties, including those requiring measures for the prevention and repression, at all times, of misuse of the emblems; and further recalling the responsibility of non-State

parties to armed conflicts to refrain from misuse of the emblems,

*Pbelieving* it necessary that States, non-State parties to armed conflicts, and the components of the Movement build a universal culture of compliance with IHL, and *underlining* that long-term investment in implementation of IHL is essential to achieving this goal,

1. *demand*s that all parties to armed conflicts, including situations of occupation, fully comply with their obligations under IHL, including but not limited to rules pertaining to the protection of civilians; the protection of prisoners of war and other persons deprived of their liberty; the protection of children; the protection of women, the protection of persons with disabilities, the protection of older persons, the protection of medical personnel and facilities; the protection of cultural property, places of worship and schools; the protection of journalists; the protection of humanitarian personnel; rules pertaining to humanitarian access and rules pertaining to the protective emblems and signals;
2. *urges* all States and components of the Movement to work towards a universal culture of compliance with IHL, including in the area of accountability;
3. *calls upon* States, with the support of Movement components, to intensify their efforts to implement Resolution 1 of the 33rd International Conference, “Bringing IHL home: A road map for better national implementation of international humanitarian law”, and to promote implementation of IHL in all armed conflicts universally, impartially and without bias;
4. *calls upon* States to foster compliance with IHL by ensuring that the highest levels of civilian and military leadership, assign responsibilities and establish procedures and other guidance for IHL implementation and systematically incorporate IHL into their deliberations, decisions, and policies, and *encourages* States to exchange good practices in this regard;
5. *strongly encourages* States to make every effort to further integrate IHL into military doctrine, education and training, and into all levels of military planning and decision-making, thereby ensuring that IHL is fully incorporated into military practice and reflected in military ethos, and *recalls* the importance of the availability within States’ armed forces of legal advisers to advise commanders, at the appropriate level, on the application of IHL;
6. *strongly encourages* States, in recognition of the important role that legal advisors and domestic courts play in interpreting international and domestic law and in stopping and preventing the recurrence of IHL violations, to pay special attention, where appropriate, to the training of relevant individuals involved in military and civilian legal and judicial processes, with a view to strengthening their capacity to apply IHL and to exercise domestic jurisdiction in accordance with domestic and international law, *encourages* cooperation and the sharing of good practices between States in this regard, and *takes note* of the support that the ICRC and National Societies may provide to States, upon their request;

7. *recognizing* the important role played by national committees or similar entities on IHL, *encourages* States that have not yet done so to consider establishing such a committee, and in order to achieve better implementation of IHL, *invites* States to enhance the capacity of their committees to, as appropriate, formulate and submit recommendations to their national authorities on areas that need to be further developed and incorporated domestically; disseminate IHL, monitor developments and progress in their contexts, and strengthen cooperation between such committees, including through regular peer exchanges;
8. *encourages* States, in addition to their reporting to relevant treaty bodies, to consider drafting voluntary reports on their domestic implementation of IHL, when appropriate with the support of their national committee or similar entity on IHL, the National Society or the ICRC, and for those that have already published such a voluntary report, to consider regularly updating it, while further encouraging all States to consider making public other official documents related to their implementation of IHL;
9. *calls upon* National Societies, with the support of the IFRC and ICRC, to further disseminate IHL and the Movement's humanitarian ideals – as anchored in the Fundamental Principles – in formal and informal education and to the public at large, and *encourages* States, and specifically educational authorities, to engage with National Societies to integrate these subjects into formal curricula or learning objectives, beginning with primary education, as appropriate;
10. *insists that* States refrain from encouraging, aiding or assisting IHL violations by other states and act to promote compliance with IHL by other States in conformity with international law and the United Nations Charter, including by convincing parties to armed conflicts to put an end to IHL violations; seeking the commitment of States at the highest levels of civilian and military leadership to comply with IHL; helping states build their capacity to implement IHL through the development of military doctrine, training and mentoring, and other appropriate means; assisting States in ensuring that their judicial and administrative bodies are capable of effectively addressing IHL violations committed by their own forces and holding persons accountable in accordance with applicable requirements of international law; assisting States in strengthening their national IHL committees and, for those who have not already done so, assisting them in the establishment of such committees; complying with their own obligations under applicable international treaties and law regulating the use and transfer of arms; and using diplomatic dialogue, humanitarian diplomacy and other appropriate measures to promote compliance by other States; and furthermore *urges* States, where appropriate, to promote compliance with IHL by non-State armed groups;
11. *invites* States and National Societies, as well as the ICRC and the IFRC, to make pledges related to the implementation of this resolution, drawing, as appropriate, from the full range of potential work set out in this resolution and in the “Bringing IHL home” resolution, and focusing on specific thematic issues of particular importance to members and to the protection

of victims of armed conflict, and *encourages* States, their national IHL committees and the Movement components to work together in specific areas of common interest.

## **Resolution 2 of the 34th International Conference of the Red Cross and Red Crescent**

### **Protecting civilians and other protected persons and objects against the potential human cost of ICT activities during armed conflict**

The 34th International Conference of the Red Cross and Red Crescent (International Conference),

*recognizing* that an increasingly digitalized and connected world provides opportunities in the social, economic, development, humanitarian, and information and communication spheres, and can help save and improve lives, including in situations of armed conflict,

*underlining* the importance of connectivity and information and communications technologies (ICTs) for the delivery of a variety of goods and services including medical services for the civilian population, for humanitarian operations, for civilians to seek and receive information in an accessible format about where to find safety and objects essential for their survival, and for maintaining or restoring family links, including in situations of armed conflict,

*recalling* that the use of ICTs in future conflicts is becoming more likely, and *noting* that ICTs have already been used in armed conflicts in different regions,

*recalling* the universal ratification of the 1949 Geneva Conventions, and emphasizing the primary responsibility of States in the development of international humanitarian law (IHL),

*recognizing* United Nations General Assembly Resolution 76/19 and the work by States in the 2021/2025 – Open-Ended Working Group on Security of and in the Use of Information and Communications Technologies (OEWG), and that the United Nations General Assembly First Committee, in particular the 2021–2025 OEWG, is a central intergovernmental forum for studying how international law applies to the use of ICT by States,

*recalling* that the function of the International Conference of the Red Cross and Red Crescent is to contribute to the respect for and development of IHL,

*expressing concern* that the malicious use of ICT capabilities by parties to armed conflicts may cause harm to the civilian population and other protected persons and objects, including across international borders, in particular where directed against, or incidentally affecting, ICTs that are part of civilian objects, including objects indispensable to the survival of the civilian population, works and installations containing dangerous forces, or civilian critical infrastructure,



*expressing further concern* that a lack of adequate capacities to detect and defend against malicious ICT activities may make States and components of the International Red Cross and Red Crescent Movement (Movement) more vulnerable,

*noting* the scale, speed, and reach of the spread of malicious ICT activities, in particular through social media platforms, and *expressing concern* that this may cause, instigate, or amplify harm to the civilian population or other protected persons and objects during armed conflict, including when ICTs are used to recruit children into armed forces,

*recognizing* that women, men, girls and boys of different ages, disabilities and backgrounds can be affected differently by armed conflict, and that these differences need to be considered when implementing and applying IHL, in order to safeguard adequate protection for all,

*Recognizing* that artificial intelligence and other emerging technologies may provide humanitarian, social, economic, or developmental benefits for the civilian population, yet *noting with concern* that the use of artificial intelligence and other emerging technologies in malicious ICT activities may further increase their scale and speed, as well as the harm they may cause,

*noting* that ICTs may enable or be used to encourage civilians to conduct or support ICT activities in armed conflict, and *expressing concern* that civilians may not be aware of the risks involved or the legal limits and implications applicable to their conduct,

*recalling* that private technology companies provide a range of ICT products, services and infrastructure on which civilian populations, governments and humanitarian organizations rely, including during armed conflict, *underlining* the importance of the availability and integrity of these products, services and infrastructure for civilian populations, and *underscoring* the importance for private technology companies to consider the needs of all people affected by armed conflict, consistent with applicable law,

*recognizing* that ICTs are essential for efficient and effective humanitarian operations, and *expressing* deep concern about the impact that malicious ICT activities may have on humanitarian organizations, including data breaches and disinformation that target them, disrupting their relief operations, undermining trust in humanitarian organizations, including Movement components, and threatening the safety and security of their personnel, premises and assets, and ultimately their access and ability to carry out humanitarian activities,

*recalling* the legal and protective value of the distinctive emblems and signals, and *taking note* of the ongoing research on the purpose, parameters and feasibility of a digital emblem conducted by the International Committee of the Red Cross (ICRC), in collaboration with academic institutions and other Movement components,

*reaffirming* Resolution 4, “Restoring Family Links while respecting privacy, including as it relates to personal data protection”, adopted by the 33rd International Conference, and *emphasizing* that the issues addressed in that resolution are also important for the protection of other humanitarian data,

*taking note* of Resolution 12, “Safeguarding humanitarian data”, adopted by the 2022 Council of Delegates, and *welcoming* the Movement’s commitments on the protection of their humanitarian data, including on strengthening capacities, and *emphasizing* the importance of the confidentiality, integrity and availability of data for humanitarian operations,

*recalling* that States must not take any measures not in accordance with international law in their use of ICTs, in particular the Charter of the United Nations, including the obligation to settle international disputes by peaceful means and the prohibition of the threat or use of force against the territorial integrity or political independence of any State, or in any other manner inconsistent with the purposes of the United Nations, *reaffirming* the conviction that nothing in IHL can be construed as legitimizing or authorizing any act of aggression or any other use of force inconsistent with the Charter of the United Nations, and *emphasizing* that recalling IHL by no means legitimizes or encourages conflict,

*recognizing* that the specificities of the ICT environment raise questions on how principles and rules of IHL apply to ICT activities in situations of armed conflict and that States have expressed a diversity of views on such questions, *emphasizing* the need for continued discussions,

*emphasizing* that people and critical infrastructure, as well as medical and humanitarian organizations and personnel, risk facing harm caused by ICT activities at all times, and *calling* on States to build on this resolution to take effective measures for their protection in line with applicable legal frameworks and their current ICT capacities,

1. *expresses* the shared commitment of all members of the International Conference to protect the civilian population and other protected persons and objects in situations of armed conflict, including against the risks arising from malicious ICT activities;
2. *recalls* that IHL applies only to situations of armed conflict – including the established international legal principles of humanity, necessity, proportionality and distinction – and only to conduct that takes place in the context of and is associated with that conflict;
3. *recognizes* the need for further study on how and when these principles apply to the use of ICTs, *underscores* that recalling these principles by no means legitimizes or encourages conflict, and *urges* States to find common understanding in this respect;
4. *reiterates* that, in situations of armed conflict, IHL rules and principles – including the principle of distinction, the prohibition of indiscriminate and disproportionate attacks, the obligations to spare the

- civilian population, civilians and civilian objects in the conduct of military operations, and to take all feasible precautions to avoid, and in any event minimize, incidental civilian harm, the prohibition of encouraging or inciting violations of IHL, and the prohibition of acts or threats of violence, the primary purpose of which is to spread terror among the civilian population – serve to protect civilian populations and other protected persons and objects, including against the risks arising from ICT activities;
5. *calls* on parties to armed conflicts to protect, consistent with their international legal obligations, civilian critical infrastructure that provides services across several States, including the technical infrastructure essential to the general availability or integrity of the internet, including undersea cables and orbit communication networks;
  6. *also calls on* parties to armed conflicts to respect and protect medical personnel, units and transports in accordance with their international legal obligations, including with regard to ICT activities;
  7. *calls on* States and parties to armed conflicts to allow and facilitate impartial humanitarian activities during armed conflict, including those that rely on ICTs, and to respect and protect humanitarian personnel and objects in accordance with their international legal obligations, including with regard to ICT activities;
  8. *urges* States and parties to armed conflicts to protect civilian populations and other protected persons and objects, including historic monuments, works of art or places of worship which constitute the cultural or spiritual heritage of peoples, in accordance with their international legal obligations, including with regard to ICT activities;
  9. *calls on* States, as well as Movement components as appropriate and in accordance with their respective mandates, to disseminate knowledge of IHL as widely as possible in their respective countries, so that the principles thereof may become known to the entire population, and *urges* States to take measures to prevent and suppress IHL violations, including through investigation and prosecution where appropriate, in accordance with their international legal obligations, including with regard to ICT activities;
  10. *encourages* all Movement components to consider the risk of harm that may be caused by ICT activities to the civilian population and other protected persons and objects, *urges* all Movement components to improve their preparedness for and ability to respond to the risks of such activities, including how different groups of people may be harmed in different ways, for example by building capacities to detect such risks and prevent harm for civilian populations, and *invites* States to support the Movement in these endeavours;
  11. *further encourages* all Movement components, as appropriate and in accordance with their respective mandates, to disseminate IHL to private technology companies and make them aware that providing ICT services to clients that are or may become involved in armed conflict involves certain risks and to engage, as appropriate, with these companies to encourage them to consider adopting measures to protect the needs of all people

affected by armed conflict consistent with applicable international and national law,

12. *encourages* the ICRC to continue consulting and actively engaging with States and Movement components to: further assess and clarify the specific purpose and technical feasibility of a digital emblem; provide, where feasible, capacity-building to interested Movement components and States for its potential use in relation to armed conflict; and study possible legal and diplomatic avenues in this respect;
13. *encourages* States and Movement components to exchange knowledge and good practices, to establish and strengthen contact and communication networks to promote international cooperation, and build capacities in ICT security, data protection, international law and the protection of civilian populations and other protected persons and objects against the risks arising from malicious ICT activities, taking into account the different levels of resources available among States and Movement components.

## **Resolution 3 of the 34th International Conference of the Red Cross and Red Crescent**

### **Strengthening disaster risk governance through comprehensive legal and regulatory frameworks**

The 34th International Conference of the Red Cross and Red Crescent,

*expressing* concern at the increasing frequency and intensity of disasters, as a result of climate change and other factors, and their devastating humanitarian impacts and disproportionate consequences on persons in vulnerable situations, and taking into account the specific needs of women and girls, children, older persons, Indigenous Peoples, displaced persons, migrants, local communities, persons with disabilities and persons living in particularly vulnerable settings and contexts affected by conflict and violence,

*recalling* that strengthening disaster risk governance is one of the four priorities for action set out in the Sendai Framework for Disaster Risk Reduction 2015–2030, that the Midterm Review of the Sendai Framework for Disaster Risk Reduction 2015–2030 highlighted that progress towards achieving this priority has been varied, that United Nations General Assembly Resolution 77/289 of 18 May 2023 calls on States to strengthen comprehensive disaster risk governance to manage disaster risk and ensure that it is supported at all levels by legal and regulatory frameworks that reflect the responsibility to reduce disaster risk, and that this has been reiterated by the Bali Agenda for Resilience,

*recalling also* the important and ongoing role of the International Conference of the Red Cross and Red Crescent (International Conference) as one of the key international forums for continued dialogue on strengthening legal and regulatory frameworks for disaster risk management (DRM) and the mandate conferred by States on the International Federation of Red Cross and Red Crescent Societies (IFRC) and National Red Cross and Red Crescent Societies (National Societies), as auxiliaries to their public authorities in the humanitarian field, to support the development and implementation of legal and regulatory frameworks relevant to DRM which ensure the adequate protection and inclusion of all people, especially those in vulnerable situations, as established in previous resolutions of the International Conference, including Resolution 7 of the 33rd International Conference (2019),

*stressing* the primary role of the States in strengthening disaster risk governance and DRM through comprehensive legal and regulatory frameworks,

*reaffirming* that relief actions are an expression of international solidarity and that extending relief strengthens friendly relations among peoples and thus contributes to the consolidation of world peace, as stated in Resolution 18 of the 20th International Conference of the Red Cross (1965) and reaffirmed in Resolution 4 of the 30th International Conference (2007), *further reaffirming* that

humanitarian assistance should be provided consistently with the principles of humanity, neutrality, impartiality and independence, as stated in United Nations General Assembly Resolution 46/182 of 19 December 1991, in Resolution 58/114 of 17 December 2003, and in Resolution 78/120 of 8 December 2023,

*recalling* that the United Nations General Assembly has repeatedly emphasized, such as in resolutions 72/132 of 11 December 2017 and 78/120 of 8 December 2023, the importance of States strengthening their regulatory frameworks for international disaster assistance drawing on, as appropriate, on the Guidelines for the Domestic Facilitation and Regulation of International Disaster Relief and Initial Recovery Assistance (IDRL Guidelines), developed by the IFRC, and the technical support available to States from the International Red Cross and Red Crescent Movement,

*recalling also* United Nations General Assembly Resolution 76/119 of 9 December 2021 which established a working group of the Sixth Committee to examine the International Law Commission's draft articles on the protection of persons in the event of disasters (draft articles) and to consider further the recommendation of the Commission for the elaboration of a convention by the General Assembly or by an international conference of plenipotentiaries on the basis of the draft articles, or any other potential course of action with respect to the draft articles, also in the light of the views and comments expressed in the debates of the Sixth Committee,

*recalling* that, as early as 1973, the International Conference expressed concerns about the degradation of the environment and its negative consequences for humanity, and Resolution 7 of the 33rd International Conference welcomed the contribution of the International Conference to dialogue on domestic legal and policy frameworks for adaptation to climate change,

*recalling* the important role of legal and regulatory frameworks and disaster risk reduction in achieving the Paris Agreement's global goal on adaptation of enhancing adaptive capacity, strengthening resilience and reducing vulnerability to climate change, as well as Parties' mitigation efforts, in particular its temperature goal, and in achieving the Sustainable Development Goals,

*recalling also* Resolution 3 of the 33rd International Conference (2019) on tackling pandemics and epidemics and the Bangkok Principles for the implementation of the health aspects of the Sendai Framework for Disaster Risk Reduction 2015–2030, which emphasize the importance of coherence between national DRM frameworks and those related to emergency and DRM for health, and *emphasizing* that national legal and regulatory frameworks should be in line with States' obligations under the International Health Regulations (2005),

*welcoming* the progress that many States have made in strengthening their legal and regulatory frameworks since the 33rd International Conference, drawing *inter alia* on advice and support from their National Society,

## Preparedness for disasters

1. *encourages* States to develop and improve preparedness for disasters to reduce disaster risks, vulnerabilities, and impacts on people, especially those in vulnerable situations, and to put in place comprehensive legal and regulatory frameworks to manage disaster risks of all kinds;
2. *recognizes* the new *Disaster Risk Governance Guidelines: Strengthening Laws, Policies and Plans for Comprehensive Disaster Risk Management* (the Guidelines) as a non-legally binding but important recommendation and benchmarking tool to help States, where relevant, strengthen legal and regulatory frameworks for disasters of all kinds and *encourages* States to use the Guidelines to review their legal and regulatory frameworks and determine, as applicable, how to improve preparedness for disasters;
3. *also recognizes* that disaster risks as well as capacities to manage such risks differ substantially among and within countries and regions;
4. *calls* for bilateral, sub-regional, regional, and international cooperation to support implementation of this resolution, including through the provision of financial assistance, technical support, capacity development, and voluntary sharing of knowledge, experiences and good practices as well as non-sensitive data and information, tools, mechanisms, technology, on mutually agreed terms, especially for developing countries;

## Institutional arrangements for DRM

5. *encourages* States, along with the IFRC and National Societies, to strengthen their institutional arrangements for DRM, including for disaster prevention, mitigation, preparedness, response and recovery and in relation to all hazards, and to consider, as appropriate within their contexts, whether their relevant legal and regulatory frameworks:
  - a. establish a national-level governing entity or framework for DRM; clearly outline the roles and responsibilities of all relevant government institutions, organizations and other actors involved in DRM and establish financing mechanisms, as relevant, for the implementation of DRM activities
  - b. ensure coherence regarding the respective mandates of DRM authorities and others responsible for managing disasters caused by natural and human-made hazards, including those triggered by biological, environmental, geological, hydrometeorological and technological hazards and for managing the associated risks
  - c. promote multi-hazard, whole-of-government and whole-of-society approaches to DRM, establishing inclusive coordination mechanisms among all relevant government institutions, organizations, the private sector and local actors at all levels and for different aspects of DRM and enabling the meaningful participation and inclusion of women, men, girls and boys of

- different ages, disabilities and backgrounds, especially those in vulnerable situations or at risk of being disproportionately impacted by disasters
- d. provide for an interministerial or national commission, or other standing body or appropriate coordination mechanisms, to promote the strengthening of relevant legal and regulatory frameworks
  - e. recognize, as appropriate, the auxiliary role of the National Society, clearly outline their roles and responsibilities, maintain a permanent dialogue with them by including them in relevant coordination mechanisms and communication channels and provide them with operational facilities to enable them to conduct their humanitarian activities effectively and in line with the Fundamental Principles
  - f. provide for practical measures to strengthen the knowledge and capacities of relevant government institutions, organizations and other actors in DRM, such as training, drills, simulation exercises and education, focusing not only on physical aspects but also on mental health and psychosocial support, as well as financing mechanisms for coordinating and overseeing such activities;

## **Innovative approaches to DRM**

6. *encourages* States to strengthen their relevant legal and regulatory frameworks to prevent and reduce disaster risks and the humanitarian impacts of disasters, especially on persons in vulnerable situations, and to consider, as appropriate to their circumstances, whether they:
  - a. implement a people-centred, multi-hazard early warning system that leverages new technologies and innovations, leading to anticipatory and early action that can extend to hardest to reach
  - b. mainstream disaster risk reduction measures and the “Think Resilience” approach set out in by the Bali Agenda for Resilience into relevant legal and regulatory frameworks relating to DRM, climate resilience, land-use planning, construction, the environment and natural resource management
  - c. address drivers of disaster risk and promote complementarity between humanitarian and development sectors in building resilience
  - d. include provisions to reduce the risk of displacement due to disasters, assist those who are displaced and support them in finding solutions
  - e. provide measures for delivering mental health and psychosocial support to affected people
  - f. prepare for recovery in advance of disasters and provide for an effective domestic recovery system in line with Priority 4 of the Sendai Framework for Disaster Risk Reduction 2015–2030;



## Legal frameworks for international disaster assistance

7. *emphasizes* the continuing relevance of the IDRL Guidelines adopted by Resolution 4 of the 30th International Conference in 2007 and *encourages* States to make use of them as a tool for developing and strengthening legal and regulatory frameworks for international disaster assistance and improving humanitarian access, and to collaborate with National Societies in this regard;
8. *encourages* States to consider the contents of the IDRL Guidelines in the course of ongoing discussions on the prospect of the elaboration of a convention by the General Assembly or by an international conference of plenipotentiaries on the basis of the draft articles or any other potential course of action with respect to the draft articles and in light of the views and comments expressed in the debates of the Sixth Committee, as well as in the development and strengthening of regional disaster cooperation mechanisms;

## Extending support and research

9. *welcomes* the significant contribution of National Societies, as auxiliaries to their public authorities in the humanitarian field, in conducting research, advising and supporting public authorities in strengthening legal and regulatory frameworks relevant to DRM;
10. *recognizes* the unique added-value of National Societies and the IFRC in the area of disaster law, based on over 20 years of practice combining legal expertise with invaluable network-wide humanitarian experience in reducing and managing disaster risks and meeting the needs and improving the lives of persons in vulnerable situations and/or affected by disasters;
11. *requests* the IFRC to continue to support National Societies, States and relevant regional and intergovernmental organizations in the field of disaster laws with respect to the areas of concern mentioned in this resolution, including through developing research and recommendations; technical assistance; capacity building and training; developing tools, models and guidelines; advocacy and promoting the sharing of experiences, techniques and best practices;
12. *also requests* the IFRC, in consultation with National Societies, to submit a progress report on the implementation of this resolution to the 35th International Conference.

## **Resolution 4 of the 34th International Conference of the Red Cross and Red Crescent**

### **Enabling local leadership, capacity and delivery in principled humanitarian action and strengthening resilience**

The 34th International Conference of the Red Cross and Red Crescent,

*acknowledging* that the goal of humanitarian action, including locally led action, is to deliver a response that meets the needs of people affected by conflict, disaster and other emergencies in a principled, effective and comprehensive way that helps people to reduce their vulnerability and strengthen their resilience, both individually and through the social safety nets inherent in strong communities,

*noting* that locally led action entails the determination of humanitarian needs and strategies, participation in decision-making, monitoring, evaluation and learning, and the delivery of humanitarian aid by diverse and representative local actors and the support of international actors to achieve this, in line with humanitarian principles,

*noting also* that, for purposes of this resolution only, the term “local actor” refers to local and national State and non-State actors that undertake principled humanitarian action, such as National Red Cross and Red Crescent Societies,

*noting further* that local actors have diverse expertise, skills and experiences that are critical to supporting global knowledge, best practice and leadership on principled humanitarian action and strengthening resilience,

*acknowledging* the primary responsibility of States and their essential role in enabling, guiding and coordinating humanitarian assistance and that international cooperation to address emergency situations and strengthen the response capacity of affected countries should be provided in accordance with international law and national laws,

*emphasizing* that the International Red Cross and Red Crescent Movement (Movement), which has a unique structure and identity based on the Geneva Conventions and the Statutes of the Movement, consists of national and international components working together in a complementary manner with respect for the Fundamental Principles, with and for people and communities affected by conflict, disaster and other emergencies,

*emphasizing also* that National Red Cross and Red Crescent Societies (National Societies) are the backbone of the Movement, with a network of local staff and volunteers who are often themselves affected, are the first responders in crisis situations, and that harnessing the potential of volunteers can enable National Societies to have a better understanding of the different needs of all persons, recognizing that women, men, girls and boys of different ages, disabilities and backgrounds can be affected differently;

*noting* Resolution 1 of the 2019 Council of Delegates “Movement-wide Commitments for Community Engagement and Accountability”, which recognizes that communities affected by conflict, disaster and other emergencies have skills, capacities, community systems and structures, direct knowledge, understanding and experience of their situation and a strong interest in participating and leading in designing, implementing and making decisions about the humanitarian policies, practices and programmes that concern them,

*recalling* that the central role of local actors and the importance of locally led action are recognized in multiple international documents and agreements, in particular, the Grand Bargain launched at the World Humanitarian Summit in 2016, the Sendai Framework, the International Health Regulations and multiple resolutions of the United Nations Economic and Social Council (Humanitarian Affairs Segment) on strengthening the coordination of emergency humanitarian assistance of the United Nations,

*noting* Resolution 3 of the 2015 Council of Delegates “International Red Cross and Red Crescent Movement message to the World Humanitarian Summit”, which recognizes that “[l]ocal responders are often in the strongest position to deliver rapid, culturally appropriate and sustainable humanitarian assistance to their communities” and contains a call to prioritize and improve the capacity of local actors through “[m]ore sustained investment in national response systems and basic services [which] will deliver stronger partnerships between local and international actors”, including ensuring that local actors, such as Red Cross and Red Crescent volunteers, who operate in dangerous conditions and have diverse needs are protected and insured,

*noting also* that the new Movement Coordination for Collective Impact Agreement (Seville Agreement 2.0) gives greater recognition to the central role of National Societies whenever a collective Movement response is needed,

*recalling* the specific and distinctive role of National Societies as auxiliaries to the public authorities in the humanitarian field and Resolution 2 (paragraphs 4a and 4b) adopted at the 30th International Conference of the Red Cross and Red Crescent (International Conference) in 2007, which emphasizes that National Societies have a duty to seriously consider any request by their public authorities to carry out humanitarian activities within their mandate, that States must refrain from requesting National Societies to perform activities which are in conflict with the Fundamental Principles or the Statutes of the Movement or its mission and that National Societies have the duty to decline any such request and underlines the need for the public authorities to respect any such decisions taken by National Societies,

*recalling also* the Code of Conduct for the International Red Cross and Red Crescent Movement and Non-Governmental Organizations (NGOs) in Disaster Relief, developed in 1994 and “welcomed” in an International Conference resolution the

following year, under which signatories undertake to “build disaster response on local capacities”;

*recalling further* the Principles and Rules for Red Cross and Red Crescent Humanitarian Assistance adopted at the 21st International Conference (Istanbul, 1969) and revised at the 22nd (Tehran, 1973), 23rd (Bucharest, 1977), 24th (Manila, 1981), 25th (Geneva, 1986), 26th (Geneva, 1995), and 32nd (Geneva 2015) International Conferences, which emphasize the principles of accountability in the decision-making of National Societies,

*noting* the Red Cross and Red Crescent model law that guides the development and review of Red Cross and Red Crescent laws, with an emphasis on recognizing and formalizing the special role of National Societies as principled and effective local actors,

*noting also* that in October 2023, the IFRC Governing Board adopted a position on locally led action that is about supporting National Societies that provide sustainable, locally led services in the areas of health, welfare, humanitarian response and community resilience building and emphasizes the need for collective investment in basic local structures that allow National Societies to become sustainable in the context they operate in,

*noting further* that the ICRC, including through its Institutional Strategy 2024–2027, is committed to: strengthening the Movement as a credible and impactful global humanitarian network, including by strengthening National Societies’ capabilities and coordinating Movement responses; strengthening local partnerships and engaging with diverse local actors, including by integrating their perspectives and good practices into its own operations; and disseminating the Fundamental Principles,

*noting further* that investment in strengthening the capacities of National Societies and other local actors, is the foundation for achieving effective locally led action and greater collective Movement impact for people in crises and *acknowledging* that while progress has been made, there is much more that can and should be done,

*emphasizing* that the IFRC National Society development (NSD) framework, policy and compact are aimed at ensuring National Societies’ continued relevance, effectiveness and sustainability, with full respect for the Fundamental Principles, as key local actors delivering accessible, quality services to communities at all times, and that NSD support is aligned with the priorities defined by each National Society,

*noting* that funding mechanisms established by the Movement to support local action by National Societies include the pooled NSD funds, specifically the IFRC Capacity Building Fund (CBF) and the IFRC and ICRC National Society Investment Alliance (NSIA), and for emergency response activities, the Disaster Response Emergency Fund (DREF),

*noting also* that in the IFRC Protection Gender and Inclusion Policy, National Societies have committed to build resilience and prevent violence, discrimination and exclusion by better recognizing and using individuals' and communities' different capacities, strengths and needs, engage diverse local actors in local solutions, and ensure greater diversity in National Society leadership,

*noting further* that while progress has been made in delivering on the commitments on the localization of aid, in particular the Grand Bargain commitments, increased support and funding for local and national actors and the creation of an enabling environment for locally led action, States and international actors, including Movement components, need to take further and more significant steps, provide more support and remove barriers to transformative system-wide change,

1. *urges* States and Movement components and *invites* international humanitarian and development organizations to adopt models for delivering humanitarian aid that promote effective and fair partnerships with, and create enabling conditions for, National Societies and other local actors to define and deliver humanitarian action in keeping with the Fundamental Principles;
2. *calls on* States and Movement components and *requests* international humanitarian and development organizations to invest in long-term strategic and fair partnerships with National Societies and other local actors that are grounded in equity, mutual respect, transparency, trust, empathy, shared responsibility and accountability;
3. *encourages* States and Movement components and *invites* international humanitarian and development organizations to facilitate Host National Societies and other local actors' meaningful participation and effective role, in accordance with national law, in relevant decision-making and coordination mechanisms by addressing practical barriers, such as those related to language, cultural understanding, costs and logistics, and providing capacity support;
4. *requests* States, Movement components and international humanitarian and development organizations to collaborate on integrating a risk-sharing approach into their operations by fostering a more equitable dialogue and distribution of risks, with the ultimate aim of providing better support to affected people;
5. *calls on* States and Movement components to take all reasonable measures to ensure the safety, security and well-being of local staff and volunteers, including those of National Societies by, as appropriate, increasing investment in security, including health security, and providing for their protection, safety and safeguarding;
6. *urges* States and Movement components and *invites* international humanitarian and development organizations to promote inclusive humanitarian action that considers the different needs of affected people by promoting inclusive recruitment and management within humanitarian organizations, engagement with and accountability to the affected

- populations and partnerships with groups representing marginalized people to better understand and respond more effectively to their needs;
7. *calls on* States and Movement components to meet their respective commitments on community engagement, such as by providing the right incentives, making changes to structures and ensuring long-term investment, as appropriate, in National Societies and other local actors, across the humanitarian–development nexus to support inclusive community engagement systems;
  8. *calls on* States to resolve and *requests* Movement components and international humanitarian and development organizations to address, in accordance with applicable national laws, their constraints on funding National Societies and other local actors as directly as possible, and to review and streamline their due diligence and compliance requirements for National Societies and other local actors, while supporting integrity and accountability through measures such as simplified and common reporting requirements and supporting capacities to implement critical accountability policies;
  9. *requests* States and Movement components and *invites* international humanitarian and development organizations to increase investment in demand-driven and context-specific capacity strengthening for National Societies and other local actors, especially in situations of conflict and other vulnerable contexts, including in the form of dedicated, flexible, multi-year and unearmarked funding that can be used to cover overhead costs, with a view to supporting National Societies’ and other local actors’ financial sustainability and accountability;
  10. *calls on* States and National Societies, as appropriate, to increase investment in the Movement’s pooled NSD funds, specifically the CBF and the NSIA, in order to deliver relevant, accessible and inclusive quality services with full respect for the Movement’s Fundamental Principles;
  11. *calls on* States and Movement components and *requests* international humanitarian and development organizations to increase the quantity and quality of funding to National Societies and other local actors for programme delivery, including investment in volunteering, ensuring that such funding is direct or as direct as possible and includes a proportionate and sustainable share for overhead costs and that funding channels are more accessible to National Societies and other local actors, in accordance with national laws;
  12. *requests* States and National Societies to promote, enhance and enable strong auxiliary relations at the national and local level, in accordance with the Fundamental Principles, ensuring, in particular, that local authorities understand the special status of National Societies and respect their impartiality, neutrality and independence;
  13. *calls on* States to initiate, increase and/or strengthen a dialogue with National Societies on strengthening their legal base and, as necessary, enacting detailed and comprehensive Red Cross and Red Crescent laws that provide National

- Societies with the legal foundation required to serve as principled and effective local actors in their role as auxiliaries to the public authorities in the humanitarian field;
14. *encourages* States to take advantage of opportunities for dialogue, joint advocacy and learning exchanges between local authorities and local actors, in particular local National Society branches or structures, on advancing the localization agenda, going beyond humanitarian response to include the strengthening of local disaster risk management and other priority sectors or areas of work, such as health and social well-being;
  15. *reaffirms* that the Movement's humanitarian impact is based on the complementarity of its components, and that delivering its unique value-add and fulfilling its mandate will continue to require direct implementation by the ICRC, as well as by the National Red Cross or Red Crescent Society with support from the IFRC and member National Societies as needed, consistent with the Geneva Conventions, the Movement's Statutes, and the Movement Coordination for Collective Impact Agreement (Seville Agreement 2.0);
  16. *acknowledges* the commitment of the IFRC to conduct a review or evaluation, with support from other components of the Movement, to measure progress towards building sustainable locally led action, with a view to contributing to the body of evidence on achievements and results in moving the localization agenda forward.

## **Resolution 5 of the 34th International Conference of the Red Cross and Red Crescent**

### **Protecting people from the humanitarian impacts of extreme climate and weather events: Working together to strengthen anticipatory action**

The 34th International Conference of the Red Cross and Red Crescent,

*expressing* deep concern about the impacts of extreme climate and weather events described in the Fifth and Sixth Assessment Reports of the Intergovernmental Panel on Climate Change and *noting* that drivers such as climate change, biodiversity loss, population growth and environmental degradation will increase these impacts, especially on individuals and communities in vulnerable situations unless action is taken,

*highlighting* that vulnerability to extreme climate and weather events differs substantially among and within regions and is often highest in conflict-affected and particularly vulnerable settings, especially in small island developing States (SIDS), where there is already reduced capacity to cope with and adapt to increasing environmental and climate risks,

*having considered* the findings of the Midterm Review of the Sendai Framework for Disaster Risk Reduction 2015–2030, which show that, in most cases, forecast information about extreme climate and weather events is available before they happen and *recognizing* that the accuracy of such information has improved considerably over the years in many contexts due to technological progress, providing States and the components of the International Red Cross and Red Crescent Movement (the Movement), namely the National Red Cross and Red Crescent Societies (National Societies), the International Federation of Red Cross and Red Crescent Societies (IFRC) and the International Committee of the Red Cross (ICRC), with the opportunity to act ahead of the impact of extreme events to reduce humanitarian needs,

*highlighting* that despite these improvements, there remains a need to strengthen forecasting and risk analysis to better predict extreme weather and climate events, particularly multi-hazard situations, and their cascading, simultaneous and cumulative impacts through impact-based forecasting and international, regional, sub-regional, south to south, and national cooperation, among other actions,

*clarifying* that, for the purpose of this resolution, anticipatory action refers to “actions taken to reduce the humanitarian impacts of a forecast hazard before it occurs or before its most acute impacts are felt; the decision to take action is based on a forecast or collective risk analysis of when, where and how an event will unfold” and that anticipatory action can be most effective if triggers, actions, decision-making and funding are pre-agreed in a participatory manner,



*recognizing* the role that anticipatory action can play in reducing disaster risk and in limiting the impact of extreme climate and weather events on people, thereby reducing suffering and losses, while *acknowledging* that States' vulnerabilities and exposure to such events vary and that gaps in funding, capacity and technology can hinder the full implementation of anticipatory action, especially for developing countries and, in particular, SIDS, which are disproportionately impacted by extreme weather and climate events,

*highlighting* that anticipatory action provides an important bridge between longer-term prevention efforts and emergency response within the disaster risk management (DRM) continuum, complementing adaptation, preparedness and readiness efforts,

*highlighting also* that anticipatory action can contribute to averting, minimizing or addressing climate-related loss and damage and should be considered in relevant frameworks, mechanisms and discussions,

*recalling* that both States and the components of the Movement have committed to stepping up their efforts to prevent, anticipate, prepare for and respond to the growing humanitarian consequences of climate change, as reflected, for example, in the Sendai Framework for Disaster Risk Reduction 2015–2030, the Paris Agreement, the Sustainable Development Goals, the Climate and Environment Charter for Humanitarian Organizations and the Movement Ambitions to Address the Climate Crisis,

*welcoming* the global momentum around anticipatory action, as shown by the Early Warnings for All initiative, the Political declaration of the high-level meeting on the midterm review of the Sendai Framework for Disaster Risk Reduction 2015–2030 and the Getting Ahead of Disasters Charter, *taking note* of various commitments at the regional level, and *reaffirming* the Movement's collective commitment set out in Resolution 2 of the Council of Delegates on strengthening anticipatory action in the Movement: our way forward" (CD/22/R2),

*recalling* Resolution 7 of the 33rd International Conference on disaster laws and policies that leave no one behind which encouraged States to integrate innovative approaches to DRM, such as anticipatory approaches, into their laws, policies, strategies and plans, and *welcoming* the call to States to strengthen their legal and regulatory frameworks, policies and plans for DRM in the resolution proposed at the 34th International Conference on strengthening disaster risk governance through comprehensive legal and regulatory frameworks,

*recognizing* the important role played by National Societies in developing and implementing anticipatory action plans as part of their crucial work to reduce disaster risks, in their role as auxiliaries to public authorities, as appropriate, thereby reducing suffering and losses in affected communities, and *acknowledging* the technical expertise and support provided by the IFRC and the ICRC according to their respective mandates,

*highlighting* that anticipatory action has been implemented successfully but needs to be scaled up by improving coordination and collaboration at the national and local level and across the humanitarian, development and climate sectors so that more people can be protected from climate and weather extremes,

1. *encourages* States to integrate anticipatory action into their domestic frameworks and systems, including those related to DRM, and *where appropriate, into relevant climate, social protection, or health frameworks*, and *calls on* Movement components to support this process, notably by providing technical advice, supporting the development of triggers, undertaking data collection and analysis, identifying the best possible anticipatory actions in each context and setting up procedures and teams to implement anticipatory action;
2. *invites* States to strengthen anticipatory action to address extreme climate and weather events in conflict-affected and particularly vulnerable settings, especially in SIDS and situations of protracted crises, including through improved early warning systems for weather and climate events, with support from the Movement components, as appropriate;
3. *encourages* States to strengthen their multi-hazard early warning systems in a holistic manner, in line with their commitments under the Sendai Framework for Disaster Risk Reduction 2015–2030 and United Nations General Assembly Resolutions 78/120 and 78/152, to ensure the information needed to enable anticipatory action is disseminated and is accurate and easily accessible at the local level, particularly by enhancing disaster risk knowledge and forecasting capacities, including the use of local, traditional and indigenous knowledge, and *calls on* the Movement components to support these efforts;
4. *calls on* States to strengthen the capacities of local actors, including National Societies, to implement anticipatory action, leveraging existing resources and community early warning and preparedness systems to ensure funding, warnings and actions reach even the hardest-to-reach communities in time and emphasizing the importance of people-centred, inclusive, participatory processes which provide for meaningful participation of all persons, recognizing that women, men, girls and boys of different ages, disabilities and backgrounds can be affected differently by hazards, and with special consideration for those who are at risk of being disproportionately impacted by disasters;
5. *also calls on* States to create, increase and facilitate timely, effective and equitable access to financial mechanisms enabling anticipatory action at the national and local level by establishing pre-agreed financing arrangements, adapting existing funding mechanisms, including innovative ones, to enable resources to reach communities in time to be used in anticipation of extreme climate and weather events, in line with national law, and, where appropriate, making use of climate and development financing and existing regional and international financial mechanisms;

6. *encourages* States to work jointly with their respective National Societies on anticipatory action, make use of their experience and technical expertise in this field and enable them to play a strong role in its implementation as they do for preparedness and response in line with national laws and policies;
7. *calls on* States to support each other and the Movement components in work on anticipatory action specifically and on DRM generally, through the demonstration of solidarity, including through strengthening international cooperation and the provision of technical support, capacity development, and voluntary sharing of non-sensitive data and information, tools, mechanisms, and technology, on mutually agreed terms, especially for developing countries, in particular SIDS, as well as by contributing to relevant financial mechanisms, among other measures;
8. *invites* States to continue strengthening the evidence base for anticipatory action and enhancing and sharing their knowledge and experiences around anticipatory action and to consider using the Anticipation Hub and other relevant initiatives, such as the Risk-informed Early Action Partnership and the Humanitarian Innovative Finance Hub, for these purposes;
9. *requests* the IFRC to submit a progress report on the implementation of this resolution to the 35th International Conference.

## **Resolution 6 of the 34th International Conference of the Red Cross and Red Crescent**

### **Implementation of the Memorandum of Understanding and Agreement on Operational Arrangements dated 28 November 2005 between Magen David Adom in Israel and the Palestine Red Crescent Society**

The 34th International Conference of the Red Cross and Red Crescent,

1. *notes* the adoption of Resolution 4 of the Council of Delegates on 27 October 2024 on the implementation of the Memorandum of Understanding and the Agreement on Operational Arrangements dated 28 November 2005 between Magen David Adom in Israel and the Palestine Red Crescent Society (see annex for the text of the resolution);
2. *endorses* this resolution.

## **Annex: Resolution of the 2024 Council of Delegates**

### **Implementation of the Memorandum of Understanding and Agreement on Operational Arrangements dated 28 November 2005 between Magen David Adom in Israel and the Palestine Red Crescent Society**

In the spirit of the humanitarian mission and the Fundamental Principles of the International Red Cross and Red Crescent Movement (Movement),

the Council of Delegates,

*recalling* the Memorandum of Understanding (MoU) and the Agreement on Operational Arrangements (AOA) concluded between Magen David Adom in Israel (MDA) and the Palestine Red Crescent Society (PRCS) on 28 November 2005, in advance of the Diplomatic Conference convened to negotiate and adopt the Third Additional Protocol to the Geneva Conventions of 1949 (which paved the way for the future recognition of MDA and the PRCS as components of the Movement), and in particular the following provisions of the MoU:

1. MDA and PRCS will operate in conformity with the legal framework applicable to the Palestinian territory occupied by Israel in 1967, including the Fourth Geneva Convention of 1949 on the Protection of Civilian Persons in Time of War.
2. MDA and PRCS recognize that PRCS is the authorized National Society in the Palestinian territory and that this territory is within the geographical scope of the operational activities and of the competences of PRCS. MDA and PRCS will respect each other's jurisdiction and will operate in accordance with the Statutes and Rules of the Movement.
3. After the Third Additional Protocol is adopted and by the time MDA is admitted by the General Assembly of the International Federation of Red Cross and Red Crescent Societies:
  - a. MDA will ensure that it has no chapters outside the internationally recognized borders of the State of Israel.
  - b. Operational activities of one society within the jurisdiction of the other society will be conducted in accordance with the consent provision of resolution 11 of the 1921 international conference.
- (...)
4. MDA and PRCS will work together and separately within their jurisdictions to end any misuse of the emblem and will work with their respective authorities to ensure respect for their humanitarian mandate and for international humanitarian law.
5. MDA and PRCS will operate in accordance with a peace agreement reached between the Israeli and Palestinian authorities.
6. MDA and PRCS will cooperate in the implementation of this Memorandum of Understanding (...),

*recalling* Resolution 8 of the 33rd International Conference, as well as Resolution 10 adopted by the Council of Delegates in June 2022 concerning the implementation of the MoU and the AOA between MDA and the PRCS, and specifically its operational paragraph 5 requesting

the ICRC and IFRC, in consultation with concerned parties, to revise the current monitoring and reporting to the Movement and to define a new approach, such as, but not limited to, the appointment by the presidents of the ICRC and IFRC of a suitably experienced individual who would engage in a strengthened and enhanced dialogue with the National Societies and their respective political authorities with the objective of exploring new avenues towards the goal of achieving full implementation of the MoU

and its operational paragraph 6 requesting

the ICRC and IFRC to inform the Council of Delegates in 2024, and through it the 34th International Conference, on the status and progress of the new approach to achieving full implementation of the MoU and to ensure the provision of a report on the status of the implementation of the MoU

*noting* the appointment by the IFRC and ICRC of Ambassador Juan José Gomez Camacho following Resolution 10 adopted by the Council of Delegates in June 2022,

*acknowledging* the report on the implementation of the MoU, dated August 2024, provided by Ambassador Juan José Gómez Camacho,

*reaffirming* the importance for all components of the Movement to operate at all times in accordance with international humanitarian law, as well as with the Fundamental Principles, the Statutes and the regulatory frameworks of the Movement,

*deeply saddened and extremely concerned* by the dire humanitarian situation and the complexity of the current political and security environment, in particular since 7 October 2023, where the hostilities in Israel and in Gaza and the increasing violence in the West Bank have resulted in immense suffering and loss of civilian lives, including the devastating deaths of humanitarian and health-care workers,

*noting* that no peace agreement, nor any other political solution, has been concluded between the Israeli and Palestinian authorities to date,

*recognizing* the unchanged internationally recognized legal framework applicable to the Palestinian territory occupied by Israel since 1967, including the Fourth Geneva Convention of 1949 relative to the Protection of Civilian Persons in Time of War,

*recalling* the long-standing duty, first enshrined in Resolution 11 of the 1921 International Conference, and cited in para 3(b) of the MoU, for all National Societies to ensure that any operations conducted on the territory of another National Society are undertaken with the latter's prior consent,

*noting* that all National Societies have an obligation to operate in compliance with the Constitution of the IFRC and the “Policy on the protection of integrity of National Societies and bodies of the International Federation”,

*recalling* the applicability to all National Societies, without distinction, of both the dispute resolution mechanism set out in Resolution 11 of the 1921 International Conference as well as the Compliance and Mediation Committee of the IFRC, and *recognizing* the rights of National Societies thereunder,

*acknowledging* the MoU and AOA reflect a powerful commitment of the PRCS and MDA to continue providing humanitarian services despite the existing political environment, yet *reiterating* strong disappointment that after more than 18 years the MoU is not yet fully implemented,

*reaffirming* the collective determination and commitment of all components of the Movement to an effective and positive coordination in support of the MoU’s full implementation,

1. *calls on* MDA and the PRCS to continue engaging in dialogue and taking action to clarify pending and recurring issues concerning the implementation of the MoU and AOA, as agreed in the meeting of 27 June 2024:
  - a. to participate in joint meetings as part of the Liaison Committee on a monthly basis;
  - b. to discuss each National Society’s views and experiences, as well as obstacles they face concerning the implementation of the MoU and AOA;
  - c. to agree on a permanent joint method of work, including – critically – a practical system to ensure regular, fluid, predictable and efficient communication between both National Societies in order to address foreseeable and unforeseeable issues in a timely and effective manner;
2. *calls on* all members of the Liaison Committee to act in accordance with and follow up on their current and future commitments, appreciating that actions taken will be a strong sign of commitment towards the MoU and AOA, paving the way for their full implementation;
3. *urges* MDA anew to comply with its obligations with respect to the geographical scope provisions of the MoU and to take appropriate actions to end non-compliance;
4. *requires* MDA to further engage with the authorities of Israel to end any misuse of the MDA logo in the territory within the geographical scope of the PRCS, and *strongly urges* MDA to continue to work with its authorities and with other key stakeholders to ensure that any logos or other markings used in the territory within the geographical scope of the PRCS are distinct and clearly distinguishable from the MDA logo;
5. *requests* MDA to continue to assist the PRCS through lobbying and advocacy to the relevant Israeli authorities, as defined in the AOA, with a view to protecting the operational functionality of the PRCS throughout its

- territory, as defined by the MoU (Palestinian territory occupied by Israel in 1967), and in particular in regard to the licensing by Israeli authorities of PRCS emergency medical services in East Jerusalem;
6. *reiterates its call upon* the State of Israel to create the necessary conditions to enable MDA to comply with its obligations with respect to the geographical scope provisions of the MoU, in particular:
    - a. MDA will ensure that it has no chapters outside the internationally recognized borders of the State of Israel;
    - b. operational activities of one society within the jurisdiction of the other society will be conducted in accordance with the consent provision of Resolution 11 of the 1921 International Conference;
  7. Pursuant to obligations of MDA to assist the PRCS through lobbying and advocacy to the relevant Israeli authorities on items stipulated by paragraph 1 of the AOA, *also calls upon* the State of Israel to consider positively MDA's advocacy on behalf of the PRCS and to restore, where hindered, and maintain the PRCS's access throughout the PRCS's jurisdiction, including in East Jerusalem, as outlined in the MoU;
  8. *requests* the ICRC and IFRC, in consultation with concerned parties, to continue the current approach as well as facilitate and support both National Societies as needed and feasible in their dialogue and fulfilment of their commitments following Liaison Committee meetings and to ensure the provision of regular updates to the IFRC Governing Board once a year, with a view to taking appropriate action to ensure progress;
  9. *requests* all components of the Movement to encourage and support MDA and the PRCS in their effort towards the implementation of the MoU;
  10. *also requests* the ICRC and IFRC to inform the Council of Delegates in 2026, and through it the 35th International Conference, on the status and progress of achieving full implementation of the MoU and to ensure the provision of a report on the status of the implementation of the MoU, drawing, *inter alia*, on the information and evidence provided by the PRCS and MDA.