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INTERNATIONAL REVIEW

OF THE RED CROSS



Published every two months by the
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It is a forum for reflection and comment and serves as a reference work on the mission and guiding principles of the International Red Cross and Red Crescent Movement. It is also a specialized journal in the field of international humanitarian law and other aspects of humanitarian endeavour.

As a chronicle of the international activities of the Movement and a record of events, the *International Review of the Red Cross* is a constant source of information and maintains a link between the components of the International Red Cross and Red Crescent Movement.

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- The *Review* publishes articles on legal, historical and sociological subjects and documents relating to the mission, principles and humanitarian activities of the International Red Cross and Red Crescent Movement. It analyses the Movement’s evolution, tendencies and problems.
- The *Review* is the leading publication—indeed, the only one of its kind—specializing in international humanitarian law.

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- The *Review* keeps its readers abreast of the institution’s humanitarian activities, both at headquarters and in its delegations in various parts of the world.

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- The *Review* reports on outstanding activities of the National Red Cross and Red Crescent Societies at the national and regional levels and of their federation, the League of Red Cross and Red Crescent Societies.
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- The *Review* takes a close interest in the problems of our time and their consequences in humanitarian terms. It reports on major events affecting international humanitarian organizations and publishes documents from sources outside the Movement but of direct interest to the Red Cross and Red Crescent world.

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- The *Review* regularly offers its readers reviews on books and articles on humanitarian issues, bibliographical notes and publications by the ICRC, the League and the Henry Dunant Institute. It thereby helps disseminate knowledge of international humanitarian law and of the activities of the Movement and encourages research in this field.

The *International Review of the Red Cross* is a publication for the components of the International Red Cross and Red Crescent Movement, namely, the International Committee of the Red Cross, the National Red Cross and Red Crescent Societies and the League of Red Cross and Red Crescent Societies. It is also intended for readers in government, diplomatic, military, medical and paramedical circles, the media and all persons and institutions involved in humanitarian work.

The *International Review of the Red Cross* appears every two months in the following four languages:

French: REVUE INTERNATIONALE DE LA CROIX-ROUGE (since October 1869)

English: INTERNATIONAL REVIEW OF THE RED CROSS (since April 1961)

Spanish: REVISTA INTERNACIONAL DE LA CRUZ ROJA (since January 1976)

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Selected articles from the main editions have been published in German under the title *Auszüge* since January 1950.

Among topics dealt with in the *International Review of the Red Cross* over the past few months are the following:

- *the Twenty-fifth International Conference of the Red Cross (Geneva, 1986)*
- *the Protocols additional to the Geneva Conventions*, to mark the 10th anniversary of their adoption
- *Protection and assistance*
- *Aspects of dissemination of international humanitarian law*
- *Internal disturbances and tensions.*

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In its forthcoming issues, articles on the following subjects are due to appear:

- *Development and co-operation within the International Red Cross and Red Crescent Movement*
- *Refugees and conflict situations*
- *Origins of international humanitarian law*
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An independent humanitarian institution, the ICRC is the founding body of the Red Cross. As a neutral intermediary in case of armed conflicts or disturbances, it endeavours on its own initiative or on the basis of the Geneva Conventions to protect and assist the victims of international and civil wars and of internal troubles and tensions, thereby contributing to peace in the world.

INTERNATIONAL REVIEW OF THE RED CROSS

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The *International Review of the Red Cross* invites readers to submit articles relating to the various humanitarian concerns of the International Red Cross and Red Crescent Movement. These will be taken into consideration on the basis of merit and according to the *Review's* overall plans for publications.

- Manuscripts will be accepted in *French, English, Spanish, Arabic* or *German*. They should be typed, double-spaced, and no longer than 25 pages.
- Footnote numbers should appear superscript in the main text, and footnotes should be typed, double-spaced, and grouped at the end of the article.
- Bibliographical references should include at least the following details: (a) for books, the authors's initials and surname (in that order), book title (underlined), place of publication, publishers and year of publication (in that order), and page number(s) referred to (p. or pp.); (b) for articles, the author's initials and surname, articles title in inverted commas, title of periodical (underlined), place of publication, periodical date, volume and issue number, and page number(s) referred to (p. or pp.). The titles of articles, books and periodicals should be given in the original language of publication.
- Unpublished manuscripts will not be returned.
- Published works sent to the editor will be mentioned in the list of publications received and, if considered appropriate, reviewed.
- Manuscripts, correspondence and requests for permission to reproduce texts appearing in the *Review* should be addressed to the editor.

Articles, studies, and other signed texts from non-ICRC sources published in the *Review* reflect the views of the author alone and not necessarily those of the ICRC.

The *International Review of the Red Cross* at the service of the International Red Cross and Red Crescent Movement

The last few years have been a momentous period in the life of the International Red Cross and Red Crescent Movement. One milestone was the adoption of its new Statutes by the Twenty-fifth International Conference of the Red Cross (Geneva, October 1986). Furthermore, the increasingly universal nature of the Movement and the desire to present a united front in the face of the changes and upheavals taking place in the modern world, and the “solidarity of image” which exists between the various components of the Movement and which was stressed in Resolution No. 8 of the Council of Delegates (Rio de Janeiro, November 1987), have all had an appreciable influence on the Movement’s information policy—and hence that of the ICRC.

For some years now the ICRC has been endeavouring in its information and dissemination activities, and particularly in its publications, to give a more comprehensive picture of the work and concerns of all the components of the Movement.

The International Review of the Red Cross must naturally reflect those endeavours. At its meeting on 16 and 17 March 1988 the ICRC Assembly therefore reaffirmed and specified the nature and objectives of the Review as follows:

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The International Review of the Red Cross is a forum for reflection and comment and serves as a reference work on the mission and guiding principles of the International Red Cross and Red Crescent Movement. It is also a specialized journal in

the field of international humanitarian law and other aspects of humanitarian endeavour.

As a chronicle of the international activities of the Movement and a record of events, the International Review of the Red Cross is a constant source of information and maintains a link between the components of the Movement.

The ICRC Assembly's intention in adopting this definition was to stress that the Review is at the service of all the components of the Movement and is a faithful record of its guiding principles and activities vis-à-vis the outside world.

The ICRC is aware of the position the Review has long held within the International Red Cross and of the keen interest of its readers, whether or not they belong to the Red Cross and the Red Crescent world.

In keeping with the historical importance of the International Review of the Red Cross and the connotations of its title, the ICRC, which bears the overall responsibility for its publication, wishes it to continue its development whilst maintaining a tradition for quality, true to the principles and ideals of the International Red Cross.

But service to the Movement, symbolized on the new cover of the Review by the red cross and red crescent emblem, lies now more than ever in voicing its members' concerns, opening its pages more widely to present-day humanitarian issues, covering a greater variety of subjects and encouraging the submission of articles by people from all over the world.

How are these principles of permanence and receptiveness expressed in the contents of the Review?

— As a forum for reflection and comment, the International Review of the Red Cross publishes articles of a legal, historical and sociological nature and texts setting out the Movement's mission, its humanitarian activities and the guidelines and principles which govern its work. It also studies how the terms of reference, structure and activities of its components are evolving, in the light of new needs and pursuant to the decisions of their governing bodies, while at the time endeavouring to analyse the problems with which the institutions are faced.

Unique in character, the Review is a publication specializing in international humanitarian law; it contributes towards its development and its dissemination. It is thus the Movement's leading periodical.

— *As the official publication of the ICRC since 1869, the Review keeps its readers regularly informed about the institution's activities both at headquarters and at its delegations throughout the world. For the information of the National Societies themselves, government circles, international bodies and the numerous humanitarian organizations with which the ICRC works, it publishes the institution's official circulars, such as those announcing the official recognition of National Societies.*

— *As a chronicle of the international activities of the Movement, the Review recounts and comments on the discussions and resolutions of the International Conferences of the Red Cross and Red Crescent; it reports on the most important activities of the National Red Cross and Red Crescent Societies and their federation, the League of Red Cross and Red Crescent Societies: statutory meetings, international and regional seminars, admission of National Societies, etc. As regularly as possible it also publishes details on programmes of National Societies which, on account of their imaginativeness and range of activities, might serve as an example for other National Societies. In this way the Review keeps up a continuous flow of information and maintains a link between the components of the Movement.*

— *Open to world events and to the activities of worldwide and regional humanitarian institutions, the Review comments on present-day problems and their humanitarian implications. It reports on notable events in the life of governmental and non-governmental international humanitarian organizations and publishes documents which come from sources other than those of the Movement but which are of direct concern for it.*

— *As a research and reference work, the Review regularly publishes book reviews, lists of works of a humanitarian nature, bibliographical notes and details on publications by the ICRC, the League and the Henry Dunant Institute. By so doing, the Review promotes research and helps make humanitarian law and the activities of the Movement better known.*

Another innovation illustrating the Review's policy of receptiveness and dissemination is that beginning with the May-June 1988 issue, the ICRC decided to publish an edition of the Review in Arabic.

It did so in reply to a wish expressed by the General Secretariat of Arab Red Crescent and Red Cross Societies and by other Arabic-speaking

circles. Moreover, the reaction to our enquiries prior to starting up this edition, and particularly to the special issue in Arabic which came out in October 1987, has been most encouraging.

The Arabic edition of the Review is intended to make a periodical at the service of the entire Red Cross and Red Crescent Movement, with an international readership, readily accessible in their own language not only to the respective National Societies but also to academic institutions, government circles and the Arabic-language press. It will also make it easier to spread knowledge of the message and activities of the Movement in Arabic-speaking circles, particularly those which do not use any other language. Its purpose is also to encourage institutions and Arabic-speaking individuals to express their thoughts on the role and life of the Movement by submitting articles for the Review, to continue the efforts made at the ICRC in recent years to produce written and audio-visual dissemination material in Arabic, and, finally, to strengthen the link between the ICRC and the Arab National Societies.

In principle, this new edition in Arabic will be identical to the other editions in English, French and Spanish and will appear every two months.

The ICRC hopes that these innovations and our efforts today will meet with a favourable response, in the form of new subscriptions to the Review and articles written for it by leading members of National Red Cross and Red Crescent Societies and the many governmental, university, military and medical circles for which the Review is intended.

The ICRC wants the International Review of the Red Cross to become an ever wider platform for expressing authoritative opinions on the major humanitarian problems besetting today's world. Its pages are therefore open to all kinds of articles, provided that they are inspired by the Red Cross and Red Crescent principles and uphold basic human rights at a time when these are all too often held in disregard.

Cornelio Sommaruga
President of the ICRC

DEVELOPMENT AND CO-OPERATION WITHIN THE INTERNATIONAL RED CROSS AND RED CRESCENT MOVEMENT

Development of National Red Cross and Red Crescent Societies and co-operation

This year marks the 125th anniversary of the founding of the International Red Cross and Red Crescent Movement. The theme for World Red Cross and Red Crescent Day on 8 May was “125 years at work ... and still developing”. This theme was chosen to underline the universalization of the Movement and the continuous growth in its activities on behalf of the victims of armed conflict and natural disaster. But development is also an expression of the solidarity between the Movement’s components as soon as it is necessary to bring immediate assistance to the victims of man-made or natural catastrophe and to put forward medium or long-term plans aimed, in accordance with the Movement’s Fundamental Principles, at preventing these calamities and ensuring the welfare of communities.

In order to contribute in its own way to the celebration of the World Red Cross and Red Crescent Day, the *International Review of the Red Cross* has decided to devote this issue to one of the basic aspects of the Movement’s development—the *development of National Red Cross and Red Crescent Societies and co-operation in this area between the Movement’s various components*.

Much discussion has taken place in recent years within the statutory bodies of the Movement about this concept of development of National Societies and the methods chosen to implement it; relevant studies have been devoted to it. Let us not forget, for example, the 1975 study on the re-appraisal of the role of the Red Cross in which its author, Mr. D. Tansley, after examining National Societies, appealed for a new development procedure to strengthen the capacity of National Societies

to carry out their mission. This process, which is the responsibility of the National Societies, was to be carried out with the help of the League, the ICRC and those National Societies able to provide staff, equipment, services and funds.

Let us also not forget that from 1980 onwards, the concept of developing National Societies, accepted by all, aims at making them self-sufficient and effective partners within the International Red Cross. To this end, a “Strategy for the Development of National Societies in the Eighties” was created and approved by the League General Assembly and the Twenty-fourth International Conference of the Red Cross, held in Manila in 1981.

An initial assessment of this Strategy showed that there were differences within the Movement about the interpretation of the term “development” as well as on the question of priorities and development methods. Because of these various factors, to which must be added increasingly weighty financial difficulties, the League General Assembly, at its Rio de Janeiro meeting in November 1987, after receiving the recommendation made by the Development Commission, judged necessary that the Strategy be re-orientated and “up-dated on a basis of new needs generated by National Societies, the commitment of the Movement in the world and the problems confronted by humanity”. Motivated by its desire to be ever better in its service of the Movement, the *Review* is publishing this special issue on the development of National Societies and co-operation in order to prompt the Movement’s components to engage in thorough celebration. To this end, it has invited National Societies from various regions throughout the world as well as the League Secretariat to express their opinions on the following:

- the concept of development within the Movement,
- the new Strategy for the Development of National Societies in the Nineties,
- the role of the various components of the Movement and their co-operation in the area of development.

This issue has also been contributed to by the ICRC whose role in the area of development was clearly defined in the “Strategy for the Development of National Societies in the Eighties”. Also contributing is the Henry Dunant Institute which has recently been studying the relationship between relief work in the wake of natural disaster and development of National Societies.*

* The list of authors who have contributed to this issue is on page 286.

The broad range covered by the articles from six National Societies and the institutions in Geneva are rich in information on several accounts. All of them, to one extent or the other, consider promoting National-Society development to be one of the Movement's priorities if not an obligation. The authors clearly set out the specific role played by the Red Cross and Red Crescent in the area of development, pointing out that the Movement must, now more than ever, be able to rely on strong and independent National Societies capable of accomplishing their tasks as auxiliaries in the humanitarian services of their governments in time of war or other disaster, to promote community services and propagate their faith in the principles and ideals of the Movement.

This ongoing challenge, as one of the authors stresses, requires *co-ordinated* development of the structures and activities of the National Societies.

Drawing lessons from the Strategy for the Development of National Societies in the Eighties, some of the authors favour integrated, overall development over the traditional *ad hoc* approach. But the vast majority are concerned about the independence of the National Societies and wish them to create their own resources and learn to better use them. And while traditional activities should be adapted to reality, it is just as essential to avoid spreading oneself too thin and to guarantee the quality of the services provided.

When reading these various contributions, the reader will be better able to perceive the broad outline of what could be the Strategy for the Development of National Societies in the Nineties which would stress the training of leading officials, economic self-sufficiency, administrative efficiency and the creation of groups of volunteers as proposed by one of the authors.

Comments and suggestions are made on international development aid and co-operation in the light of recent national and regional experiences and of the analysis of the strong and weak points of multilateral and bilateral aid. But the authors are as one in their emphasis on the necessity of making each of the Movement's components more aware of its responsibility, and more precisely defining the role and respective competence of the participating National Societies, the operating National Societies, the League Secretariat and the ICRC. The more so since the success of the development strategy depends on more dialogue and co-ordination between the parties involved.

This issue does not pretend to be exhaustive. It is obviously not possible at this stage to cover all the aspects of developing National

Societies and co-operation. What it seeks to do above all is to understand, in the light of experiences within the Movement, new needs and the realities of the modern world, the problem of developing National Societies in 1988 in order to be better prepared to face the end-of-century payments.

The *Review* will be delighted to receive comments on this issue and will study with the greatest interest, for publication in its forthcoming issues, any other contribution which might add to the discussion in this area.

The Review

Development and co-operation

by Major Ali Hassan Quoreshi

Introduction

Development means attaining the capability to act today, so as to be able to cope with a specific situation tomorrow: in other words, development in its true perspective, in its universal context. A developed organization or institution is therefore one which is able to carry out its tasks efficiently. Development is achieved in a planned and systematic manner, through a continuing process that meets the changing needs and priorities of the future.

In the context of the Red Cross and the Red Crescent, the concept of development is usually multi-dimensional, covering both development of a National Society's operational capacity and development of the services it provides. Both are active processes and lack of attention to either is likely to affect the other, ultimately reflecting on the National Society's overall operational capability.

The ultimate aim of development, as defined in the *Strategy for the Development of National Societies in the Eighties*, is to make the National Societies self-reliant and effective partners within the Red Cross and Red Crescent Movement. The Strategy also describes the concepts of self-reliance and effectiveness.

The concept of development is both realistic—to economists and planners, to whom it means progress and prosperity—and utopian—to those who hold the traditional view of the future as the sum of the past, who see development, not as the *sine qua non* condition for an extra measure of progress, but as an inevitable consequence of the present and the past.

The experience of the Bangladesh Red Crescent Society

The Bangladesh Red Crescent Society, considering the definition of “development” to be suitable, based its development efforts on that definition. One of its main objectives was to improve and strengthen its infrastructure of professional staff and volunteers so that it could undertake primary health care, blood and disaster-preparedness programmes. The required number of professionals from a variety of backgrounds and disciplines were selected, trained and recruited. Separate offices were established at National Headquarters. In the field, volunteers—voluntary health workers, blood-donor motivators and disaster preparedness volunteers—were carefully selected and trained.

Service delivery logically followed on the improved infrastructure. The Society is today proud to have a very commendable grassroots Primary Health Care Programme, an effective Blood Programme which has pioneered the promotion of voluntary blood donation, and a vital programme to provide safety and security to the cyclone-prone coastal population of Bangladesh.

These activities have greatly enhanced the Society’s capability to provide basic health and disaster preparedness services. Started primarily as sectoral services, they have been integrated into the Society’s overall development programme, in the true sense of the word: Primary Health Care volunteers are able to respond to disaster situations, and Disaster Preparedness Volunteers can handle Primary Health Care work during non-disaster periods.

Development: definition and meaning

The purpose of development sectoral or other should be to improve the quality of life. In the context of National Societies the purpose of development should be to enable them to respond effectively to the needs of people as a consequence either of disaster or of geographical, political, social and economic conditions.

The Movement has been stressing the importance of development for over a quarter-century, but unfortunately the term has not been properly understood or put into serious practice. Does development mean conventional socio-economic action, or does it refer to the structural and institutional growth of the National Societies? Does it imply improved capacity to plan and deliver services, or an improvement in the community services as such? Should we speak of development of different activities or of integrated activities and longer-term commitments? These are some of the questions which continue to interest the leaders of the Movement today.

The Movement must keep pace with the changing times. It took over 100 years for it to decide to look at its future. The result was “An Agenda for the Red Cross”, by Donald D. Tansley¹. The study pointed out the Movement’s weaknesses and complacency, and questioned some of its traditional practices, but it did not, for all its brilliance, reflect on the possibilities for National Societies. The concept of development, instead of being rigidly static, should be dynamic, so that it can be adapted to the global reality of the modern world and the changing socio-economic needs of individual countries.

The present definition is too generalized. It does not qualify the type and extent of services the National Societies should provide in their development efforts, and therefore services selected at random with consideration of the needs, priorities and aspirations of the people would still mean development of those Societies. But in such a case, the objectives of the development programme would hardly be achieved. Whatever a National Society does may, theoretically speaking, be called development, but development in pragmatic terms and as defined in the Strategy should be the National Society’s ability to respond effectively to the needs of the people at the right time, in the right place and in the most appropriate manner.

The ultimate aim of development, as defined in the Strategy, is “to make National Societies self-reliant.” The term “self-reliant” denotes confidence in one’s own power and ability, but it does not necessarily mean that the Society is self-supporting. Seldom does a National Society achieve self-reliance, as this is a relative term. A Society which is self-reliant today may not be so tomorrow if it is called upon to take up new roles. The term “self-supporting” may be more appropriate.

Development strategy: objectives, needs and priorities

The *Strategy for Development of National Societies in the Eighties* was adopted after long consideration and many consultations. No consideration was given, however, to the financial implications. The Strategy had far-reaching objectives and ambitious goals, but was vague and unrealistic when it came to planning funding and implementation. It was therefore deemed to be a failure from the beginning. The appropriate component of the Movement has taken the initiative to devise a new strategy for the Nineties. Drawing on the lessons of the past, the authors, it is expected, will describe the drawbacks and weaknesses of the present Strategy, and find the ways and means to overcome them and be more realistic in aims and objectives.

¹ Donald D. Tansley, *An Agenda for the Red Cross*, Reappraisal of the Role of the Red Cross—Final Report, July 1975.

The new Strategy's objectives should be to help developing Societies achieve viable organic, administrative, operational and programme capabilities. It should give indications on how to assess a Society's development needs. Such Societies should be given the opportunity to identify not only their own needs but also those of the community, and thereafter to set their own priorities. The community's needs, the availability of resources, the Society's capacity and infrastructure should dictate priorities. Once undertaken, services must be maintained even if outside help stops, otherwise the National Society may lose credibility.

The Strategy should give top priority and urgent attention to creating new National Societies where they do not exist and to Societies already formed but requiring assistance for recognition. The least-developed Societies should be next on the list, followed by other developing Societies. Relatively high priority should be given to those Societies without a minimum number of professional staff and volunteers.

There has been considerable debate on whether the integrated or the sectoral approach is most appropriate to development in our Movement. There is undoubtedly a tendency towards an integrated approach, both nationally and internationally, but in some cases, particularly for newly-formed or recognized Societies, the sectoral approach may be more effective because the Society may not be organized enough to benefit from an integrated programme. With the passage of time and in the light of progress made, the sectoral approach may develop into a more integrated system.

The country's prevailing situation will influence the choice of services and activities and their relative priorities. Preparation for conflict may be a priority for countries where conflict is a real possibility, but for a country prone to natural disasters, priority will obviously be given to disaster preparedness and a disaster response system. Preventive or curative health services may be the top priority in a country with no threat of conflict or natural disaster. In general terms, however, disaster preparedness, preventive health services and appropriate social welfare programmes deserve immediate attention.

The universal solidarity linking the National Societies and their spirit of international cooperation are unique; they make our Movement different from many governmental and non-governmental organizations. The spirit of cooperation is the essence of Red Cross and Red Crescent development.

Alternative approaches to assistance

The relative merits of multilateralism and bilateralism have also been the subject of debate in the recent past. Both have their advantages and disadvant-

ages. The principle of universality implies maintaining the multilateral approach.

Although this system has many advantages, there has been an increasing tendency of late to adopt a bilateral approach. In recent years, the Bangladesh Red Crescent Society has been increasingly involved in bilateral assistance, particularly in disaster preparedness and primary health care programmes. The bilateral system also has its advantages. The Participating Society remains in direct contact with the Operating Society. The Participating Society can assess the use of its resources in easily measurable terms and donors can therefore be better informed on how their funds were allocated. This in turn is an incentive for continued and renewed donor involvement. Another important advantage is that the Participating Societies can easily identify their involvement and the results achieved. In such cases, however, it is best to keep the League informed and involved, in particular in planning, reporting and evaluation. There is no doubt that bilateral undertakings have positively influenced the Bangladesh Red Crescent Society's development.

The consortia system of assistance is comparatively new and needs further study before any comment can be made on its usefulness. However, it could be practiced in an Operating Society with a modest structure and operational capacity.

Partners in development and their roles

As the name implies, the Operating Society should be the one to operate or implement all stages of development activities. The Participating Societies are expected to provide financial and technical inputs. The fact that an Operating Society has a non-existent or weak administrative or operational infrastructure should not tempt the Participating Society to take over implementation. In such a case, improvement of administrative, planning or operational capacity should be the first stage of the development process. The Participating Societies, besides providing technical assistance if needed, should associate with the project and help local staff and volunteers with the actual implementation.

The League should, as usual, assume the leading role in helping the Operating Societies prepare projects, circulate them and find sponsors. In a multilateral undertaking, the League Secretariat should, as in the past, coordinate, monitor and provide timely feedback on activities. If the undertaking is a bilateral one, the Participating Society should assume this role.

The ICRC seems to have made an adequate contribution to the development of National Societies. It should continue to provide technical and legal assistance for the creation or recognition of new National Societies and for the dissemina-

tion of knowledge of the Fundamental Principles of the Movement and international humanitarian law. Besides providing legal and technical assistance for interpreting and implementing the Geneva Conventions and their Additional Protocols, the ICRC can help ensure respect for the emblems. The ICRC has the distinct role of assisting National Societies in activities they may be required to undertake in conflicts. Last but not least, the ICRC should share with the National Societies its rich experience and expertise by providing general and specialized training.

Conclusion

It is encouraging to note that all the components of the Movement are becoming more aware of the importance of development. As long as there continue to be differences in social, economic and cultural conditions, as long as the vagaries of nature continue to wreak havoc, there will be a constant and continued need for development, both within and without the Red Cross and Red Crescent Movement. Our great humanitarian Movement, with its noble aims and unique principles, shall move ahead with courage and fortitude to meet the aspirations of mankind.

Major Ali Hassan Quoreshi
Secretary General
Bangladesh Red Crescent Society

Development of National Societies and co-operation: The viewpoint of the Red Cross of Cape Verde

by **Dario L. R. Dantas dos Reis**

Introduction

Cape Verde, a small archipelago formed by ten islands and eight islets, is located 455 km off the west coast of Africa, between the Tropic of Cancer and the Equator. It has an area of 4,033 sq km and a population of 320,000.

The dry climate and sparse rainfall characteristic of these volcanic islands, which constitute a prolongation into the Atlantic of the arid Sahel region, are extremely unfavourable to agriculture.

In 1983, Cape Verde's gross domestic product stood at 360 US dollars *per capita*. There is a high rate of emigration from the country, involving an estimated 500,000 people to date.

The population of the islands over the last 500 years has been primarily of African and, to a far lesser extent, of European stock. This has given rise to a culture which, today, can truly be called Cape-Verdean.

The country gained independence on 5 July 1975. The Red Cross of Cape Verde was officially recognized by the International Committee of the Red Cross on 14 March 1985 and admitted to the League of Red Cross and Red Crescent Societies on 18 April 1985.

Development

National Societies must develop both their operational structures and their services to the community.

The Red Cross of Cape Verde is a natural outgrowth of the branch of the Portuguese Red Cross present in the country prior to independence in 1975.

took over its predecessor's premises and also inherited its lack of specific development goals. Assistance activities were poorly defined, based on vague criteria, and essentially dependent on donations.

This situation prevailed until the end of 1980 when the Cape Verdean Government recognized that the time was ripe to upgrade the institution. In December 1980 a presidential decree appointed a president to give a new impetus to the Society pending the election of a managing committee. This initiative coincided with the emphasis placed by the Twenty-fourth International Conference of the Red Cross (Manila, 1981) on endowing the Movement with a totally new development policy. Contacts established at that time with the League Secretariat, and the human and material resources it provided, played a key role in the development of our National Society between 1981 and 1987, enabling us to build up our operational capacity and expand our community services.

The Society adopted a development strategy based on four goals: the training of leaders, economic independence, administrative efficiency and the creation of a body of dedicated volunteers.

Training of leaders

We consider properly trained leaders as a *sine qua non* for the development of a National Society and, therefore, of the Movement. Whatever its goals or means of external support, a Society cannot develop without competent leaders. They must be **thoroughly familiar with their working environment**, knowledge which cannot be taken for granted even after a lifetime on the spot. They must also have **time** to devote to Red Cross work, and enjoy the community's **trust**. Future leaders must acquire a basic knowledge of the International Red Cross and Red Crescent Movement before embarking on any activities: it is inconceivable that an "apostle" should not know the fundamental principles. Qualities such as energy, sensitivity, initiative and imagination are desirable but, in our opinion, secondary.

From 1981 to 1984, the Red Cross of Cape Verde focused primarily on recruiting and training leaders throughout the islands. Its pool of leaders grew from two in 1981 to nearly 100 in 1987. The training programme involved frequent travel, both for seminars and for individual meetings. In 1985, a food aid operation for some 3,000 malnourished children below the age of six years was organized on the island of Santo Antão. This constituted a milestone in the training experience of the island's leaders and volunteers.

Economic independence

It is difficult to imagine an active Society that is economically independent in a country as bereft of resources as Cape Verde. The Government deemed it preferable and more constructive to offer the Society the means to achieve such independence rather than to grant it subsidies which, although more convenient and requiring less effort, would nevertheless considerably restrict its freedom of action. An unhealthy relationship tends to develop between a donor and a recipient, since the former may apply pressure which the latter is unable to resist. To avoid placing the Society in such a position, the Cape Verde Government offered it the opportunity of setting up a lottery. This had already been attempted by another institution prior to independence, but without success. The Government also decided to allocate to the Red Cross of Cape Verde the proceeds of the sale of a Red Cross stamp required on certain official documents.

The Red Cross stamp brings in nearly 35,000 US dollars per year. The lottery, which at first often showed a deficit, from 1982 began gradually to show a profit. Today it has become the Society's main source of income, having single-handedly raised its revenue from 72,000 to 315,000 US dollars between 1981 and 1987. This economic upswing has allowed the Society to run two kindergartens for the community. These establishments not only serve one hot and one cold meal to 200 children daily, but also provide educational support and distribute school supplies for a token fee. About 90% of these children belong to the most underprivileged section of the population. At an annual cost of 45,000 US dollars, the kindergartens constitute the Society's most expensive social welfare activity.

The Society's income also sustains an entire administrative system, at an estimated cost for 1988 of 35,000 US dollars, including transport between the islands and room and board for staff on mission in the archipelago. Lastly, the Red Cross of Cape Verde finances several small-scale projects at an annual cost of 3,000 US dollars, and 25% of the large-scale projects.

So has the Red Cross of Cape Verde achieved total financial self-sufficiency? Not at all, but we have deliberately chosen to tailor our activities to our pocketbook. "The climate of relative uncertainty experienced by the League in the past year, the reticence of the Red Cross Societies of certain wealthy countries and the current world economic situation all indicate that we must rely essentially on our own resources if our Plan is not to remain a dead letter. It is therefore vital to make every effort to find new sources of income to supplement those already existing (Red Cross of Cape Verde Development Plan 1988-1989, Praia, 1987).

Administrative efficiency

Certain countries are in the habit of employing, in institutions such as the Red Cross, pensioners who can no longer work in other organizations. This only strengthens the general misconception that Red Cross work is secondary and undemanding. It also renders the administrative work arduous, inefficient and costly, as was the case with the Red Cross of Cape Verde until 1985. The Managing Committee was aware of this, but national labour legislation in force prevented it from taking radical measures to overhaul this obsolete administrative structure. It took five years to replace and reorganize the Society's entire administrative sector. Not until then were its leaders able to design, plan and implement the Society's Red Cross activities. An inefficient administration virtually paralyses a National Society's work.

Creation of a body of dedicated volunteers

In addition to training leaders, we have devoted ourselves to preparing volunteers. In general, all our volunteers have followed an elementary, 18-session first-aid course providing them with basic knowledge of the Red Cross, first aid, health education and sex education. All the volunteers have thus received the same basic training consisting in practical as well as theoretical knowledge. The number of our volunteers has grown from two in 1981 to close to one thousand today.

Here we should like to mention certain facts demonstrating that the activities carried out by the Red Cross of Cape Verde are conducive to overall development as defined in the "Strategy for the Development of National Societies in the eighties".

— Until 1987, the Red Cross had never been mentioned in official documents pertaining to the country's development. In the Government's Second National Development Plan, however, the Red Cross is considered as a social partner on an equal footing with other, well-established organizations working in the country.

— The 1985 Santo Antaò operation (aid for malnourished children) was almost entirely devised, planned and carried out by the National Society.

— The National Society is the only institution in the country to organize first-aid courses. This activity extends even beyond the traditional confines of Red Cross work, since the Society has been asked to give courses at the Police Academy, and for physical education teachers.

— The Ministry of Education recognizes the National Society as qualified to run kindergartens for pre-school children.

We believe that the concept of development adopted for the eighties and applied by the National Society is still valid. **The main goal of National Societies in the coming years should be the acquisition of satisfactory operational capacity.** Were we to begin again from scratch, we should probably not alter the course we have followed.

Development Strategy for the Nineties and co-operation

The admission of many more National Societies to the fold is bound to bring changes to the Movement in the nineties. Pressure for development exerted by the new National Societies is steadily increasing. These National Societies, by requiring that the Movement's other components recognize their due role in development, will cease to be, as so often in the past, mere passive recipients.

The League Secretariat will have to be well-informed of the stage of development of the National Societies so as to be able to discuss and tailor strategies suitable to their respective needs. In our opinion, the League Secretariat is the body best placed to discuss with donor Societies the areas and Societies showing priority needs. It can assess the situation of each new Society, and subsequently foster dialogue between operating and participating Societies. We feel that it would be ill-advised to attribute to the more highly developed Societies the responsibility of assessing needs and determining allocations. As preference may occasionally be given to a certain Society for reasons other than pure solidarity or humanity, we generally disapprove of direct bilateral co-operation between two National Societies. Such co-operation may also induce the participating Society to impose supervision and methods of action which could nip the operating Society's potential in the bud. While it is undoubtedly important to assist a Society, it is equally important to leave it full creative and operational scope. Co-operative efforts undertaken on behalf of the National Societies with the lowest operational capacity should be impartial.

As for development, it should, to the greatest extent possible, be global and integrated. This requires that particular consideration be given to the four factors enumerated above: the training of leaders, economic independence, administrative efficiency and the creation of a body of dedicated volunteers. Development should be fostered in one particular sector only in the event that one of the above-mentioned sectors fails to keep pace with the others.

The type of services provided by a National Society naturally varies from one community to another. New Societies should, as a first step, select only two or three activities for their volunteers. Social welfare or health-care activities generally correspond, and are therefore easily adapted, to the needs of

countries in which new Societies have been created. As each Society develops, its field of activity will expand.

The ICRC's continued support for National Societies will be needed in regard to the principles of the Movement, dissemination and information. The role played by information is particularly important, not only because it raises public awareness of the Movement's major principles, but also because it spreads knowledge of each National Society's achievements in its own country. This bears fruit in the short term by increasing public familiarity with and support for the National Society. The ICRC will also have a key role to play in monitoring the progress of the Societies with which it is in most direct contact, thereby supplementing the League's assessment. Continuous consultations between the two institutions could then provide useful guidelines for the development of the National Societies with the most pressing needs.

Dario L. R. Dantas dos Reis
President
of the Red Cross of Cape Verde

Views on multilateral and bilateral relations in development within the Red Cross

by Troels Mikkelsen

1. The Development Concept

According to the *Strategy for the Development of National Societies in the Eighties*, adopted at the International Conference of the Red Cross in Manila in 1981, development is “the process of strengthening the capacity of National Societies to provide Red Cross services based on national resources. It is thus concerned with both the development of National Societies’ operational structures and with the development of the services they provide.”

The viewpoints in this article are based on this fundamental definition of the development process in a Red Cross context, which the Danish Red Cross feels is still valid, regardless of the result of attempts to implement the Strategy. The important points to stress are that development should be seen as a process (not as an event), and that an integrated approach should be applied to National Society development, implying support *both* to the central and regional structures *and* to services to the community ¹.

2. Role of the League Secretariat and National Societies in Development

There are three main actors in the League development programme: 1. the Operating Societies, 2. the League Secretariat, and 3. the Participating Societies.

¹ See *Development: Utopia or Reality? — League Priorities*, submitted by the Danish Red Cross to the League General Assembly in Rio de Janeiro in November 1987, in which it is pointed out that structural development and development of services are so closely interrelated that they cannot be regarded as separate issues.

● The **Operating Societies** are the ones ultimately responsible for their own development. This means that in all phases of the development process (planning, implementation, evaluation etc.), the Operating Societies have the most important role.

● The **Secretariat** should assist the Operating Societies in the overall planning of their development, i.e. together with the Operating Societies, set the priorities and the targets and help identify potential donors. In addition, the Secretariat has a role to play in the evaluation process of the development programme as a whole.

● The **Participating Societies** should make their support available in terms of cash, kind and services for specific projects within the framework of the total development programme. The detailed planning and implementation of individual projects should, as a rule, be left to the Operating and Participating Societies to work out on a bilateral basis, with the Secretariat playing a more supervisory role.

The Danish Red Cross feels that the above are broad guidelines on how to use resources most efficiently within the League development programme, guidelines which it would be useful for the International Red Cross and Red Crescent Movement to follow into the nineties. The Danish Red Cross has developed this view over about ten years of observing its own development activities, both on the bilateral and the multilateral scene, particularly in relation to the Southern African Programme (SAP).

The following paragraphs will, through examples from the SAP, try to justify this position.

3. Multilateral and bilateral co-operation—advantages and drawbacks

The best-known example of a multilateral approach to the development of National Societies is probably the SAP in its first five years (1979-1984). The programme had the overall aim of strengthening nine National Societies in Southern Africa and helping them move towards self-reliance. Funds for the programme, which was co-ordinated by the League Secretariat, come mainly from an equal number of Societies in North America and Europe.

Support from the Participating Societies took the form—at least in the initial phase—almost exclusively of cash contributions through the Secretariat and the provision of personnel put at the disposal of the Operating Societies as general League Representatives (general development delegates to help the Societies implement their individual development programmes). In some cases

a comparatively close relationship developed between the Operating Societies and the corresponding Participating Societies, but for all intents and purposes the direct administration of donor funds was handled by the League Secretariat's Southern African Programme Desk, which also did the reporting and accounting to the donors.

It is generally agreed that the programme was of great benefit to the region's National Societies. The multilateral way in which it was administered had its advantages, in the sense that it ensured a *unified approach* to the development problems, in many cases similar, of the individual Societies, it made it possible to raise a remarkable amount of money (this might not have happened if donors had been approached on a case-by-case basis), and it led to the accumulation of a pool of knowledge and experience at the SAP Desk from all the countries in the region, enabling the Desk to put that experience to efficient use in the further implementation of the programme. Moreover, for the Operating Societies it was quite simple to deal with only one negotiating partner—the Secretariat.

However, the multilateral model was carried too far. The Secretariat was not only involved in assisting the Operating Societies in the overall planning of their structural development and in identifying priorities in the activity area. The actual implementation of individual projects, almost down to the level of ordering nuts and bolts, was also the task of the Secretariat. The Participating Societies therefore felt somewhat excluded from co-operation with the Operating Societies. This led, at least in Denmark, to a gradual decrease in interest to support the programme, which was to a large extent funded by voluntary contributions from local branches who felt they were getting less and less feedback.

Another difficulty was to attract government funds for the programme, which had become increasingly costly at a time when private contributions were declining. The reporting and accounting requirements of most governments do not correspond to those of the Secretariat, and usually a government agency will expect a Participating Society to assume full responsibility for a project as a condition for funding.

It is clearly not fair to expect the Secretariat to be able to cater to all these different needs for reporting, accounting and general feedback to the constituencies of the Participating Societies. But this is confirmation that when it comes to detailed planning and implementation of individual projects within an Operating Society's total development programme, a direct relationship between Participating Societies and the Operating Society should be actively encouraged, thereby utilizing the expertise which is increasingly becoming available in National Societies.

Another good reason for the Secretariat to refrain from becoming too

involved in details is the enormous administrative burden such involvement would imply if the model of the SAP in its initial phase were to be replicated for League development programmes throughout the world. The Secretariat would also risk losing its co-ordinating role in the planning phase.

The above argument has gradually been developed to demonstrate the advantages of bilateral co-operation between Operating and Participating Societies when planning and implementing specific projects within a total development programme. Bilateral co-operation, however, may have its disadvantages as well, mainly because of a failure on the part of both Operating and Participating Societies fully to appreciate the importance of the priorities as identified by the Operating Societies and the League Secretariat as co-ordinator.

It is tempting for a Participating Society to by-pass the Secretariat and approach an Operating Society directly with a tailor-made programme without due regard for the development plan of the Operating Society. And it is equally tempting for the Operating Society to accept such a programme, especially when large sums of money are involved, perhaps for fear of the consequences of not doing so (“when will we ever get such an offer again?”).

The main loser is the Operating Society, which runs the risk of sacrificing healthy on-going activities and being generally overburdened with what are often very donor-oriented projects for which its general structure is not yet sufficiently prepared. This tendency is especially pronounced after large-scale relief operations, when donor interest in a particular country is sharply heightened. The important point is not so much the role of the Secretariat, but rather the importance of respecting the plans and priorities of the Operating Society. However, especially for relatively weak Operating Societies, the Secretariat has the task to make sure that priorities are properly matched with the many well-intentioned offers made.

4. Specific service projects

The eighties have seen projects run by Participating Societies in co-operation with non-Red Cross counterparts, e.g. government ministries. For example, in Uganda the Danish Red Cross is responsible for a nationwide Essential Drugs Programme, funded by the Danish Government and where the principal local partner is the Ugandan Ministry of Health. Since 1985, the Uganda Red Cross has become involved in the part of the programme which aims at public information on the use of drugs. Also in 1985, the project extended its services and drug supplies to all functioning Mission health units (Catholic and Lutheran). The Danish Red Cross had been involved in pharmaceutical advice to

the Ministry of Health as early as 1980. Although the Uganda Essential Drugs project is a bit atypical because of its size and many components, it also illustrates the important aspect of long-term involvement in sectoral development.

This relatively new type of relation in co-operation for development has been the target of criticism in Red Cross circles. Some criticisms are justified, others are not.

It is argued that Red Cross Societies operating in another country under their own name, and not under the co-ordinating umbrella of the League or the local Society, create confusion in the mind of the general public about what the Red Cross really represents. This may well be the case, and such confusion should be limited as far as possible.

It is further argued that such activities contribute nothing to the development of the National Society. This is true insofar as the National Society is not involved at all in the activities, but then it can also be argued that nor is any damage done to the National Society. It should be noted that we are not dealing with a case of bilateralism, implying the possible negative effects described in the previous paragraph, but a working relationship which—in its purest form—has no effect whatsoever on the National Society.

On the other hand, it is clear that such activities satisfy a need in the community, and a formal discussion on the choice of channel of assistance should not overshadow the principal aim of bringing that assistance to the needy.

In the Danish Red Cross we feel that the Movement as a whole should be open to such initiatives. However, all parties concerned, and particularly the Participating Societies, should spare no effort to ensure that the local Red Cross Society reaps as much benefit as possible, preferably through direct involvement in the project or, at the very least, through consultation. The local Society should formally be party to the agreement, thereby benefitting from public goodwill.

In the Ugandan case described above, the National Society enjoyed good public relations and credit, because the overall project was received very favourably by the health sector and the rural population. The Society and the Red Cross Movement as a whole were associated with improved conditions for the people.

5. Conclusions

If the Red Cross is to make substantial headway in development, all the Movement's resources should be fully utilized. This implies both multilateral and bilateral relations in development co-operation. The previously widespread

conception that the two types of co-operation are mutually exclusive should be reconsidered.

In order for the Secretariat to fulfil its co-ordinating role in the League development programme, this role must be widely respected by both Operating and Participating Societies. The Secretariat should see its role as a systematic collector of information relevant for Operating and Participating Societies, creating a pool of knowledge which it is always ready to provide to the National Societies. To achieve this, however, the Secretariat will have to be strengthened, especially with a view to upgrading its analytical and planning capability, both in Geneva and in the field.

Troels Mikkelsen
Head of Secretariat
Danish Red Cross

The need for a practical approach to development within the International Red Cross and Red Crescent Movement

by Dr. Ahmed Abdallah El Sherif

Introduction

At this stage of the discussion on development within the International Red Cross and Red Crescent Movement, I shall limit my remarks to a number of general considerations and shall conclude with an attempt to define development, giving an interpretation of its principal aspects.

This general approach might arouse wider interest and thus provide a starting-point for the formulation of development strategies and the planning of programmes.

General considerations

There is growing interest within the major components of the International Red Cross and Red Crescent Movement in embarking on comprehensive planning for development.

This interest in development reflects the need to tailor the Movement's work to today's requirements to ensure optimum organizational and operational results and to help reduce the striking disparity in levels of development that exists among its members.

It is significant that the attention paid for almost a decade to the question of development reflects genuine concern; it has lost momentum at times but has never died away.

The reasons for this new upsurge of interest in development may be attributed on the one hand to the attempt within the Movement to step up and

harmonize Red Cross and Red Crescent operations and, on the other, to an effort to respond to the vast pressure exerted by the international community to increase humanitarian involvement, promote solidarity, combat social and economic injustice, thus giving peace a chance and safeguarding the future of mankind.

Against this background, the Movement has a vital additional role to play. It has to find all possible ways and means of bringing its traditional long-term activities worldwide into line with present-day realities, by updating its skills, uniting its efforts, sharing responsibilities and caring more for those who most need our assistance and protection.

Notwithstanding the difficult circumstances prevailing in so many parts of the world today, a serious attempt must be made to work out strategies and make plans for the Movement's future activities.

In this respect I think it is important to point out the following:

- Development is a serious undertaking which must be backed by the conviction of its necessity and a clear understanding of its nature.
- People can create resources independently with minimum initial support and can learn how to make better use of them; whereas resources alone, if made available from outside, may be misused.
- Sufficient time should be devoted to deciding: what could be done?, who should do it?, how, when and where should it be done?

Making contributions towards development should not be regarded as a charitable activity performed at leisure, but as an obligation towards a Movement bound by deeply rooted fundamental principles.

It is very dangerous and harmful to embark on development plans without a common understanding of the essential obligations that have to be fulfilled at all levels.

The simpler, the more practical and pragmatic the methods of planning, the more successful the results. The more ground covered initially, the greater the skills and trust gained to favour further progress.

The approach to development today is increasingly complex. The majority of our National Societies, which appear to be waiting for miracles to happen, must first determine what can be achieved independently and/or collectively to achieve a higher level of development.

What is most needed at present is a concept of Red Cross and Red Crescent development based on responsibility, an understanding of the nature of the work of each National Society or group of Societies and the day-to-day experience they have gained at national and international level.

Definitions

Development

Development is dynamic functional involvement that generates productive momentum for community care delivery; it is geared to the prevailing circumstances, is flexible and represents an exemplary Red Cross/Red Crescent undertaking; moreover, it builds up a collective image of reliability on the international scene that is instrumental in promoting the Movement's humanitarian work at all times.

Functional involvement

Functional involvement, regardless of its scope and magnitude, defines a measurable burden that should produce satisfactory results and give an indication of structural viability.

Structural viability

Structural viability is a relative concept that can be judged only according to specific productive norms based on input/output ratios, to carry out a particular function at a given stage of development.

Example: The structural viability of an institution, whatever the age-group involved, is regarded as acceptable if the functions it fulfils satisfy the institution's particular stage of development.

In other words, it is neither fair to accept a heavier burden nor justifiable to stretch potentialities beyond optimum capacity.

In this sense, development is an on-going, staged growth process. Overall circumstantial factors will influence the approach to be adopted, the rate of progress and the criteria to be used to measure its achievements.

Dr. Ahmed Abdallah El Sherif

Secretary General

Libyan Red Crescent

*Vice President, League of Red Cross
and Red Crescent Societies*

Reflections on the subject: Development of National Societies and Co-operation

by Oscar Ernesto Morales

1. The concept of development in the International Red Cross and Red Crescent Movement

We can say from experience that the ideas put forward in the document “Strategy for the development of National Societies in the Eighties”¹ have served as a reference in the preparation of our general plans for the periods 1980-1985, 1982-1986 and 1987-1990.

We wish to point out, however, that before that document had been approved by the XXIVth International Conference of the Red Cross in Manila in 1981 the subject had already been considered at the XIth Inter-American Red Cross Conference (Rio de Janeiro, Brazil, 1979) in Resolution No. 4 (document entitled “Five-year development plan for the Red Cross in America 1980-1984”).

- At that meeting the following matters were debated:
 - the ten previous inter-American meetings (1923-1974);
 - the launching of the development programme in the League (1963);
 - the reassessment of the role of the Red Cross (1973-1975) by the Tansley Report.

¹ *Strategy for the Development of National Societies in the Eighties* (hereinafter *Strategy*), League of Red Cross Societies, Geneva, 1982.

Many questions were asked on the subject of what the future appeared to offer in America because of social and military tension, widespread poverty, the decline in health, etc.

- In conclusion the wish was expressed to “promote the development of National Red Cross Societies in accordance with the needs of their peoples”.

This provided a new dimension, but the scope of the idea entails the risk that the National Society concerned may lose sight of its basic mission and come up against difficulties relating to appropriate planning.

Considering national development as part of the National Society’s development means that any project is regarded as a development project.

- In formulating its programmes the Salvadorean Red Cross Society always considers the following *concepts* as being of *fundamental* importance:

- “The aim of the Red Cross is to make a better world, but only in certain respects. It is not possible for it to take on just any task it considers beneficial; on the contrary, it has to keep to its specific duties and must know exactly what these are.

Thus the Red Cross must guard against a dangerous dispersion of efforts, that may adversely affect its performance in the field where its efforts are most useful, and may prevent it from assuming its primary responsibilities”.

- In this sense the Salvadorean Red Cross Society has remained faithful to the basic task of “providing emergency aid, without conditions and impartially, where there are human needs for protection and assistance because of natural disasters and conflicts”.

- In situations of internal conflict in particular, we have always borne in mind that the National Society must “always care not to allow itself to become involved in situations damaging to its image and reputation. The further it stretches itself the more vulnerable it becomes, while the risks of error or malpractice grow in geometrical proportion. Purity of intention must always be coupled with prudence”.

- We also consider that in every activity, programme, project or plan of work we must not lose sight of our terms of reference: it is “the Fundamental Principles that give the Red Cross its specific character and the reason for its existence; they must be faithfully observed so that the cardinal principle of humanity permeates reality without becoming distorted”.

- Accordingly, we have used the “Strategy for the development of National Societies in the Eighties”, together with the “Five-Year Plan for the Red Cross in America 1980-1984” and the assessments carried out at the XIIth and XIIIth Inter-American Conferences.

- After evaluating our national development activities we have tried to follow in practice the definition contained in paragraphs 49 and 50 of the “Strategy”². However, in our case, we feel that since 1982 when the Five-Year Plan was evaluated in San José, Costa Rica, we have not relied on the assistance of the League, for the development programme to the extent that we had hoped and that was stipulated in the “Strategy”³. Nevertheless, since 1981 it has made an effective contribution, although by other means, to promoting the development of the National Society, especially in the respects mentioned in the “Strategy”⁴.
- Lastly, we think that for the definition to correspond to the requirements of the modern world, and especially of the National Societies of the Third World countries, it should include the idea that the National Society can and must participate in “additional programmes”, that is, programmes

² *Strategy, op. cit.*, paras. 49, 50:

“49. Development means the process of strengthening the capacity of National Societies to provide Red Cross services based on national resources. It is thus concerned with both the development of National Societies’ operational structures and with the development of the services they provide.

“50. The concept of self-reliance encompasses both the need for National Societies to remain independent and their role as auxiliaries to governments”.

³ *Strategy, op. cit.*, para. 45:

“45. The aim of the Development Programme in the eighties is therefore to assist National Societies to become self-reliant and effective partners within the International Red Cross.”

⁴ *Strategy, op. cit.*, para. 51:

“51. The concept of effectiveness is met by a National Society which:

(a) complies on a continuing basis with the conditions for recognition of National Societies by the ICRC and for membership of the League;

(b) is independent of interference from outside bodies in its decision-making and possesses sufficient financial, personnel and material resources to implement its plans;

(c) has defined the role of the Red Cross in the national context and prepared a plan or statement of objectives for the Society in the future—taking into account government policies and community needs;

(d) ensures that the Red Cross emblem is respected in time of armed conflict and peace;

(e) has the capacity to anticipate, prepare for and meet needs in the fields of protection and assistance independently, or as a partner to its government and/or other organizations;

(f) provides regular services in at least one field which, in the opinion of leaders both within and outside the Red Cross, significantly benefit those in need in the community;

(g) has a governing structure which gives representation to members from the local levels, and functions according to its constitution;

(h) has and implements written policies regarding the recruitment, training and reward of members, both paid and volunteer;

(i) has a headquarters which gives leadership and support to the local units; has basic financial management, including arrangements for independent auditing; maintains effective relationships with governments and others;

(j) has local units which have the capacity to identify needs and provide services within their areas; provide descriptive and financial annual reports to headquarters, participate in Annual General Meetings; meet their financial responsibilities to headquarters;

(k) participates in, and accepts the responsibilities of its membership in the International Red Cross through: involvement in the policy-making process of the International Red Cross; payment of its statutory contributions to the League; co-operating with and assisting other National Societies and Red Cross bodies, according to its resources.

additional to its basic tasks, to help as an auxiliary to the public authorities to meet the needs of the people of its country; but such programmes must be kept separate from the development of the National Society, so that it can carry out its basic task and make its contribution to meeting national needs. This will help to facilitate (a) planning and (b) selection of assistance projects.

2. Strategy for development of the National Societies in the Nineties

In accordance with our experience and taking into account the characteristics of the Movement and the Fundamental Principles, we think of the Strategy for the nineties in the following terms:

Strategy

- National Societies must be given further assistance for their development, following a general diagnosis of the degree of self-reliance and effectiveness they have achieved (paragraphs 50 and 51)⁵.
- Plans for action must be based on a process of self-diagnosis leading to the establishment of an inventory of needs.
- National Society staff must be trained to carry out such diagnoses and to draw up development plans and projects.

Principles for action

- The National Societies in more urgent need of assistance suffer from lack of planning and lack of evaluation; adequate information and training of the persons who will receive such assistance are also lacking.
- Therefore, development assistance must always include an information and training component that will ensure a multiplier effect.

Objectives

- To help National Societies to draw up and carry out programmes of education and dissemination of international humanitarian law and the fundamental principles and ideals of the Movement.
- To advise National Societies as to the application of Red Cross and Red Crescent principles and help them to overcome difficulties in the development of their organization and structure.

⁵ *Strategy, op. cit.*, see above Notes 2 and 4.

- To give National Societies assistance in keeping their relief organization up to date so that they may act effectively in the event of natural disaster or armed conflict.
- To lend assistance to National Societies for the application of the Geneva Conventions and the protection of the emblem.
- To advise and support National Societies in providing emergency assistance and in community health and social welfare programmes.
- To contribute to the training of National Society personnel, particularly in planning, evaluation and training for the tasks of leadership. The human factor is decisive and in this context quality is more important than quantity.
- To provide National Societies with technical and financial assistance to keep their administrative and operational structure up to date, as that structure will serve as a basis for the development plan.
- To help National Societies devise and carry out public relations and information programmes to make their activities and services known and to obtain the necessary backing.
- To give National Societies help and advice so that they may successfully carry out fund-raising programmes enabling them to obtain the resources necessary to support their activities and the necessary infrastructure.

Priorities

We consider that priorities could be fixed at two levels, as follows:

- *National Societies in general*
 - in regions more prone to conflicts and disasters;
 - with a limited and deficient organization, including the information service;
 - with an efficient organization, but needing assistance to expand or improve it.
- *National Societies in particular*
 - in difficulties with regard to effectiveness;
 - in difficulties with regard to self-reliance.

Criteria must be based on a preliminary survey of needs.

The focus of aid for development

Experience shows that if aid is to be effective, it must be considered in a global perspective. In practice, when one sector of the National Society is

developed (for example, its services) the other sectors (personnel, finance, etc.) cannot provide the required support unless the whole structure is strengthened, or at least modified accordingly.

Priority in the promotion of services

This would depend on the characteristics of each National Society and on the context in which it has to operate. Nevertheless, taking our own experience as a guide in development matters, in a conflict situation—where it occurs in an area of high risk for natural disasters and in a developing country—there are basic priorities that must always be borne in mind:

- The human factor in National Societies is decisive for the effective performance of their humanitarian mission as outlined in the Fundamental Principles. We repeat that in this context quality is more important than quantity. Of course, “being (a member of the) Red Cross means not only bearing a name, doing a job and wearing a badge but also having or acquiring a certain mental attitude and respecting an ideal”.
- The services that will have highest priority will be those that provide a means of:
 - raising the level of training of personnel;
 - carrying out activities that provide that personnel every day with practice in the tasks that it will have to perform if a disaster occurs or conflict breaks out;
 - disseminating international humanitarian law and the principles and ideals of the Red Cross and Red Crescent Movement both within and outside the National Society;
 - strengthening the organizational and operational capacity of the National Society to carry out the aforesaid programmes.
- The services that directly contribute to national development must be differentiated from those that constitute development of the National Society itself and are aimed at helping it to fulfil its primary mission.
- The services of National Societies for national development, at least in our sub-region, focus on primary health care and social welfare.

To define these services the National Societies must begin by undertaking an in-depth analysis of the current situation, both the state of the country and the state of the National Society; for their development they must have a high-level decision from the most senior echelons of the Red Cross that will ensure co-ordination with the government sector.

3. Co-operation for development

Because of our special situation we have had experience (varying with needs and possibilities) of working with all the components of our Movement; for example:

- *with the ICRC* we shared the experiences of the Honduras/El Salvador conflict in 1969, and since 1980 we have carried out many activities jointly with the permanent delegation;
- *with the League* we engaged in joint activities during the relief operations carried out after the earthquakes in Nicaragua (1971), Guatemala (1976) and Mexico (1985); in updating relief programmes; with the permanent delegation after the earthquake of 10 October 1986; at present, in a new phase of reconstruction, etc.;
- *with National Societies* we have participated in thirteen Inter-American Conferences held since 1983, and in the twelve Sub-regional Meetings held since 1963; and also in most of the courses and seminars held in the region.

Since 1983 we have been receiving the support of the Nordic Red Cross Societies to carry out multilateral projects for the development of the National Society and for community programmes. This support is expected to continue until 1990.

Similarly, since 1987, we have engaged in various reconstruction projects with the National Societies of the Federal Republic of Germany, Switzerland, etc.

Conclusions of experiences

This series of joint experiences relating to the various types and levels of co-operation has enabled us to reach the following conclusions:

- The League regional office in San José, Costa Rica, did a great deal to ensure that the XIth and XIIth Inter-American Conferences (Brazil, 1979 and Costa Rica, 1983) helped the National Societies to formulate their Five-Year Development Plan.

Unfortunately, since 1984 that office has become less effective and there has been little follow-up to what it initiated.

- The above shows us that only on the basis of self-analysis and a definite plan identifying needs and priorities for their development can the National Societies make progress and obtain adequate aid for their specific self-development programmes.

- The co-operation of the ICRC, the League and the Societies participating in the project in the task of providing support for the operative Societies can be effective with the help of delegates qualified to respond to needs as they arise.
- Our experience with regard to both the reception and the use of aid for development coming from participating Societies is multilateral, i.e. :
 - delegates from the ICRC and the League work together with the National Society, giving it assistance in formulating a programme;
 - when an agreement is arrived at, the operative and participating Societies, and the League and the ICRC, approve the document by signing it;
 - thereafter, both Societies carry out the plan in accordance with the provisions of the agreement signed;
 - finally, a joint group (composed of representatives of the operative and participating Societies and of the ICRC and the League) evaluates the programmes and the projects carried out.
- During the implementation of the aid programme, each body receives reports on its progress and conclusion.

Terms of reference

In the course of the experience, the respective terms of reference of the operative and participating National Societies have been as follows:

- *Operative Societies*

These Societies are responsible for the process of planning and budgeting, during which needs and priorities are fixed, and for:

 - administering aid received in accordance with the terms of the agreement;
 - arranging for the stipulated audit and supplying the required reports both to the participating Societies and to the League or ICRC, as appropriate;
 - allowing punctual evaluation and liquidation of the projects carried out.
- *Participating Societies*

These are responsible for:

 - supporting the action programmes and budgets of the operative National Societies;
 - drawing up the co-operation agreement, in consultation with the other partners and in accordance with the plan and budget;
 - receiving the required reports;
 - participating in the evaluation and liquidation of projects carried out.

● *ICRC and League*

The ICRC and the League are responsible for:

- promoting programming and aid for projects of co-operation between the National Societies and advising in this respect;
- assuming an active role with regard to support and co-ordination.

Oscar Ernesto Morales
Executive Secretary
Salvadorean Red Cross Society

Reflections on the Red Cross, Red Crescent and development

by the Red Cross of Yugoslavia

1. The concept of development

The International Red Cross and Red Crescent Movement is the most outstanding expression of development. It was created 125 years ago and now covers the whole world. It has increased its membership many times over, substantially enlarged its functions and developed new methods and forms of action. By continually adapting to the changing world and to new requirements, the Movement has not only preserved the place that it had at the beginning of its existence, but has also acquired the high reputation and position it holds today. The Movement has thus shown its capacity for far-reaching development, and this must be taken into account in defining the Movement's concept of development today.

Following the general trends and changes in the world, the Movement has incorporated the contemporary concept of development in its doctrine. Development has become one of the predominant activities in the post-war world. As early as 1963 our Movement set up a programme for development in accordance with its Principles, and in 1981 it made an important step forward with the adoption of the "Strategy for the Development of National Societies in the Eighties". The First World Red Cross Conference on Peace in 1975 included development among the essential elements of peace. The considerable activity of all components of the Movement in furthering development since that time calls for a new definition of the concept of development within the Movement. The Sixth General Assembly of the League in 1987 paid special attention to the matter.

To determine the contemporary concept of development several elements must be taken into account: on the one hand the general trends and events in the world, and on the other the views, positions and customary practice within the Movement.

As development has become a global problem and a generally acknowledged orientation for work, it is already possible to speak about the right to development. The Declaration on the Right to Development, adopted by the United Nations General Assembly on 4 December 1986 (Res. 41/128), defines the right to development as an inalienable right of man, “a comprehensive economic, social, cultural and political process, which aims at the constant improvement of the well-being of the entire population and of all individuals on the basis of their active, free and meaningful participation in development and in the fair distribution of benefits resulting therefrom”.

In view of general efforts for development in the world and those of the Movement itself, it should be noted that development is a *dynamic, permanent process* and not a static predetermined goal. There must be a constant aspiration to enhance the well-being of people, as an ongoing purpose. The Movement contributes to this on the one hand with its endeavours to help victims of armed conflicts or natural disasters to recover their previous position, even to improve it, and on the other through its community services to promote public health and social welfare. These objectives are defined in the Movement’s mission, which cannot be fully accomplished without permanent development. Their purpose, namely to attain and ensure the well-being of people, simultaneously reflects contemporary aspirations to achieve respect for human rights and fundamental freedoms.

Another element for definition of the concept of development is constant adaptation to new requirements and possibilities of action, hence the continual change of tasks, which also contributes to the concept of development as a dynamic process.

This concept is referred to in many official documents, such as the “Development of National Societies as a contribution to national development”, prepared by the Secretariat of the League in co-operation with the ICRC and the Henry Dunant Institute for the Twenty-fifth International Conference of the Red Cross (Geneva, 1986), and more recently a Resolution of the Development Commission adopted by the General Assembly of the League at its Sixth Session (Rio de Janeiro, November 1987).

Furthermore, the Declaration on the Right to Development adopted by the United Nations General Assembly, the Programme of Action of the Red Cross as a Factor of Peace of 1975, documents of the Second World Red Cross and Red Crescent Conference on Peace of 1984, and other documents link development to peace, which is understood as being a dynamic process of co-operation based on certain generally accepted principles. In that way the circle is closed; the initial concept of development and the concept of peace are both characterized as a dynamic process consisting of certain activities.

There is today a generally accepted principle of relationship between States and between peoples, “a duty of co-operation”, defined already in 1970 in the Declaration on the principles of international law concerning friendly relations and co-operation between States, in accordance with the Charter of the United Nations. That principle has long been one of the most important ones in the Movement, and is reconfirmed in the new Statutes of the Movement of 1986, in particular in the Preamble and in Articles 1, 3, 5, 6 and 7.

One of the distinctive features of development is the active participation of those for whom development is undertaken and who enjoy its results. This essential element presents no difficulties for the Movement, which has relied from the very beginning on the recruitment of large numbers of volunteers who actively help to improve the situation of war victims and other categories of people.

Relating development to its mission and objectives, and adapting it to its structure, the Movement has set out first of all to *promote the development of National Societies*. Based on sound foundations in all local and national communities, National Societies are capable of successfully implementing the concept of development. However, development should not be understood as meaning National Society development exclusively; but also as development of the Movement as a whole, that is, as promotion and advancement of mutual relations and as the basis of co-operation and joint undertakings. In that sense we consider that the adoption of the new Statutes of the Movement in 1986, and their adjustment to contemporary conditions, no doubt represent a contribution to development, as these new legal foundations and framework facilitate and encourage the attainment of our basic objective, namely the continual enhancement of the well-being of people the world over.

Both individuals and peoples have the right to development and the Movement contributes to that development:

- (a) through its organization of National Societies, in which people exercise their right to development;
- (b) by direct involvement of individuals in the creation and implementation of their programmes;
- (c) by the whole of its work, which enables people to benefit from their work and from the results of development.

In that way development should cover, and it increasingly covers, all the fields of activity of the various components of the Movement, i.e. services, relief, protection and also development of doctrine, objectives, tasks and working methods.

Development is a very broad concept; on one hand there is the general concept with far-reaching objectives of a lasting and long-term nature, which should be redefined, and on the other there are concrete plans and programmes, limited in time and serving to achieve those objectives. Both are necessary for successful development, but a clear distinction should be made between them.

On the basis of this brief summary of the elements we consider essential, it should be possible to redefine the concept of development for the coming years and make it more modern, complex, complete and suited to current requirements; in other words to work out a concept of development which would give new impetus to the Movement. The well-being of peoples and individuals is not yet satisfactory or well balanced, as in many cases we witness great suffering and aggravation of the already bad conditions in which some people and nations live. Therefore it is necessary to work continually for their well-being, and this basic objective will not be reached in the short term.

2. Strategy for the Nineties

It is impossible to reflect on a Strategy for Development in the Nineties without reviewing at least briefly what has been done so far in that respect within the Red Cross and Red Crescent Movement.

Each of the components of the Movement has a specific role to play in its development. The National Societies, the League of Red Cross and Red Crescent Societies, through the work of its executive bodies, and the League Secretariat in Geneva must plan and implement development programmes; the ICRC also contributes to development as part of its mandate ¹. The Development Programme adopted in 1963 moreover states the need for an overall plan for development within the Movement.

In the sixties and seventies the concept of development was in keeping with the level of social development of newly independent countries in which National Red Cross and Red Crescent Societies were being formed at that time. Development projects were conceived for newly established societies and relatively short-term implementation.

During the seventies development projects were more specifically geared to the requirements of the National Societies for which they were intended and which began playing a more active role in this regard.

¹ Article 5 of the Statutes of the International Red Cross and Red Crescent Movement states, *inter alia*, that the ICRC: "... shall maintain close contact with National Societies. In agreement with them, it shall co-operate in matters of common concern, such as their preparation for action in times of armed conflict, respect for and development and ratification of the Geneva Conventions, and the dissemination of the Fundamental Principles and international humanitarian law."

In the early eighties there were about 130 recognized National Societies, as compared to, 86 in 1960, and 114 in 1970. Therefore about 30 Societies established at the beginning of the sixties, and which in the early eighties were already 20 years old, had evolved beyond the initial phase of development and were ready for further progress. Individual projects and development programmes were no longer sufficient; there was a need to view development as a more comprehensive process and to define a longer-term strategy for the development of National Societies and their activities. Hence the International Conference of the Red Cross held in Manila in 1981 adopted the "Strategy for the Development of National Societies in the Eighties".

This Strategy was based on facts already generally accepted within the Movement, but which required updating and bringing into line with the general trends of contemporary social development.

In the nineties National Societies should develop so as to adapt to rapidly changing conditions in their respective countries and therefore become useful partners in international co-operation. In so doing they should, however, be able to carry out their basic services without modifying their structure and thus avoid dependence on outside assistance.

The next task that should be undertaken as part of a Strategy for the nineties is the development of the National Societies' operational capacity to initiate effective health and social welfare programmes. A great many National Societies are currently faced with major problems such as funding, structure, staff and the training of leaders. Satisfactory solutions to those problems would greatly enhance the Societies' self-reliance and efficiency.

The Strategy for the Development of National Societies in the Eighties was essentially geared to the needs of National Societies of the Third World, which at the time the Strategy was adopted included both Societies having reached a high level of efficiency and others that were still in the initial stages of development. At the end of the decade for which the Strategy was adopted it would be useful to take stock of the results achieved in order to determine guidelines for development over the next ten years. The sources of information would be those National Societies to which the Strategy was addressed, as well as the League Secretariat.

Pending the final analysis of the implementation of the Strategy, we must reflect on the future development of the Movement as a whole, and in particular on the development of National Societies. Just as the International Red Cross and Red Crescent Movement has Principles which are specific to it, and make it distinct from any other organization in the world, there are also activities devolving more particularly on these Societies and which are traditionally associated with the image of the Movement; it might be possible to change

their method of implementation, but their objectives must always remain the same.

The Red Cross and Red Crescent Movement pays special attention to the recruitment of *qualified personnel*. This requires a continual updating of programmes, propagation of the Fundamental Principles of the Movement and dissemination of international humanitarian law, to render these programmes more modern in both form and content. Particular attention should also be devoted to *volunteers*, since their numbers make them a driving force in the Movement. Equal attention should be paid to *professional staff*, as their skill and devotion to the National Society concerned will influence its activity. The efficiency and self-reliance of a National Society will depend on the *training* and competence of its personnel, who should be trained at seminars and courses, both general and specialized. Opportunities should be found for opening training centres for National Society staff. Youth programmes are also of vital importance in this regard.

Undoubtedly many elements of the Strategy for the Development of National Societies in the Eighties remain valid as regards the role of National Societies and of the League Secretariat. This also holds true for the ICRC's contribution to the development of National Societies, which includes technical and legal assistance in the creation or reorganization of National Societies, promoting and supporting National Society programmes for the dissemination of international humanitarian law and the Fundamental Principles of the Red Cross, assistance in implementing the Geneva Conventions and protecting the emblem, the preparation of National Societies for activities in the event of armed conflict, and assistance in training National Society leaders and delegates.

Most National Societies have established their own administrative structure, which will certainly be subject to change as their material position evolves and the number of staff gradually increases with the extension of their activities. Constant improvement of internal structures is certainly one of the major tasks devolving upon both National Societies and the League.

In the next decade the global Strategy for Development could also be elaborated in the form of a document to be adopted by the General Assembly of the League and the International Conference. It would be necessary, however, to find appropriate forms of action and a methodology for the implementation of this strategy at the National Society level. Experience gained so far leads us to believe that it would be most effective to draw up—on the basis and within the framework of a global and long-term strategy—a number of short-term programmes, perhaps even a list of individual projects with clearly defined objectives and financial resources, as was done up until 1981.

One problem that has still not been completely solved is the *financing of development*. Whatever the methods employed to promote development, Na-

tional Societies still have difficulty in securing adequate financial resources for such activities. Each in its own way, National Societies try and solve this problem by collecting membership fees, raising voluntary contributions from the public, gainful activities, State subsidies for tasks that States have an interest in promoting, etc. The funds thus gathered are generally adequate, particularly in developing countries, to cover existing activities and the most pressing requirements, but very rarely suffice for the expansion of those activities. Whether and to what extent the Red Cross should engage in arrangements with and apply methods of the so-called “business world” to secure resources for development is a debatable issue. “Business” methods could muster important financial means and could render activities more rational and efficient, but this should not be the only method applied. It is necessary to bear in mind the humanitarian principles and purposes of the Red Cross and Red Crescent Movement, and its social role at both national and international levels. The purpose of development is to create self-reliant National Societies, which cannot be satisfied by permanent assistance from other Societies, but which must gradually learn to use existing means in the most efficient manner, or make efforts to discover new sources of financing.

3. Co-operation

In the contemporary world there is an ever-increasing number of organizations, both governmental and non-governmental, at the national or international levels, which in their work have objectives similar to those of the Red Cross and Red Crescent—the desire to help people and improve their health and living conditions. The National Societies must constantly co-operate with these organizations, while maintaining what is specific to them—voluntary service, impartiality, neutrality, independence and the other Fundamental Principles. By co-operating more closely with other organizations, as well as with the government authorities to which they are auxiliaries, National Societies will achieve better results and will maintain their reputation among the population they serve. Improved co-ordination of Red Cross work with the activity of other organizations will yield more satisfactory results for the beneficiaries, and duplication of tasks will be avoided. Through such co-operation National Societies will also be able to mobilize for their own purposes some of the resources of those organizations.

In implementing the Strategy all contributions that help to attain its objectives should be considered as contributions to development—those made at the national level, those planned and carried out by the international bodies of the Movement, as well as bilateral assistance, which is today undoubtedly an important factor in promoting development.

Regional co-operation is one of the levels of action which could certainly help achieve the objectives of the Strategy. Such co-operation is highly developed today in the Red Cross and Red Crescent world, but it has not been sufficiently used to promote development. In the next long-term plan more attention should be paid to this factor.

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In conclusion, one consideration which should have been mentioned at the beginning of this paper is whether a National Society can be considered as having reached a high level of development merely by virtue of its operating in an industrially developed country. Technological and economic development undoubtedly influence the development of a National Society, but even National Societies of industrially developed countries with good material resources should constantly seek further development. In considering ways and means of promoting development within the Red Cross and Red Crescent Movement, these National Societies should not be viewed only as participating Societies: they should be willing to co-operate with the National Societies of all the developing countries and be open to the public in their own countries. Their development must also be taken into consideration, and they must be urged to improve their structures and working methods and to expand activities aiming to satisfy new needs; development as a process is necessary and possible in all National Societies, regardless of the degree of development they have reached.

The experience we have acquired so far in the area of development has thus led us to highlight certain issues which we consider merit further reflection and discussion with a view to elaborating new concepts that could enhance development within the Red Cross and Red Crescent Movement.

Red Cross of Yugoslavia

Development of National Societies and co-operation: The ICRC contribution, 1981-1987

by Jeanne Egger

"If the new and frightful weapons of destruction which are now at the disposal of nations seem destined to abridge the duration of future wars, it appears likely, on the other hand, that future battles will only become more and more murderous. Moreover, in this age when surprise plays so important a part, is it not possible that wars may arise, from one quarter or another, in the most sudden and unexpected fashion? And do not these considerations alone constitute more than adequate reason for taking precautions against surprise?"

Henry Dunant
A Memory of Solferino

I. Introduction

Henry Dunant's prediction falls short of the terrible reality of 125 years later. Weapons of destruction are infinitely sophisticated, armed clashes are more lethal than ever but paradoxically none the shorter. Every new conflict makes clear the deliberate intention to do away with any distinction between combatants and non-combatants and, worse still, to take the civilian population as a target.

The Red Cross is facing needs of a new kind and on an unprecedented scale. It must strengthen its operational capacity, for more than ever before it must be prepared; it must not be overtaken by this escalation of barbarity. It has to be ready to intervene promptly and effectively while respecting its fundamental principles—principles that are increasingly challenged.

The XXIVth International Red Cross Conference (Manila, 1981) expressed this concern of the entire International Red Cross and Red Crescent Movement by adopting Resolution XXV and the Strategy for the Development of National Societies in the Eighties. The latter reads:

“... Each of its members—National Societies, the ICRC and the League—must participate in the expansion of the Movement, by working for its own development and that of the other members.” (...)

“... *The ICRC is also directly interested in there being a strong and active Society in each country, this being the first condition necessary for the implementation of the basic Principles of the Red Cross and for improved assistance to the victims of conflict.*”¹

National Societies must be prepared, make themselves stronger, develop, and show *solidarity* within the Movement. This entails rethinking certain achievements and attitudes—the rethinking called for by Donald Tansley in his report “An Agenda for Red Cross”, published in 1975, whose recommendations were to start a process of dynamic development in the Movement.

II. The ICRC and the Development Strategy

This was a two-fold challenge to the ICRC: how was it to end its absenteeism in relation to the National Societies, and how was it to take part in developing the Movement? It is easier to retire to an ivory tower than to leave it, only to be assailed by other people’s problems. Wanting to participate is not enough; first of all there has to be a change of heart and a change in the mental reactions that have grown up in isolation. Following the Manila Conference the ICRC remodelled its structures, impressed on its delegates the problems of National Societies and trained them to work on those problems; it increased and strengthened its regional delegations, reinforcing them with delegates whose priority task was to set up co-operation programmes between the National Societies and the ICRC.

Seven years later, at the end of this first stage, what concrete contribution has the ICRC made to developing the Movement, and what are the strengths and the weaknesses of this contribution?

The Annex to the Strategy for the Development of National Societies in the Eighties enumerates the ICRC’s responsibilities. How it is to approach them, what its priorities are to be, and how far it is to go are only three of the innumerable questions confronting the ICRC.

The sphere of ICRC activities includes some objectives that might be called “intellectual” and others that are “operational”. What is meant by “intellectual” objectives?

¹ *Strategy for the Development of National Societies in the Eighties*, adopted by the second session of the General Assembly of the League of Red Cross and Red Crescent Societies and the XXIVth International Conference of the Red Cross, Manila, November 1981, Annex: “ICRC contribution to the development of National Societies”, LRCS, 1982, p. 17.

1. Promoting public approval of the Red Cross and Red Crescent

There will be no point in strengthening the Movement unless there is a climate of opinion that enables it to make full use of its human, technical and material potential for the benefit of victims. In its determination to safeguard and promote the Movement's good works in spite of all the obstacles placed in its path, the ICRC is constantly concerned *to regenerate and maintain a climate of opinion favourable to its activities.*

For this three things are necessary:

- *National Societies must be aware of the problem.*

ICRC awareness must be matched by a corresponding awareness on the part of National Societies:

- National Societies have statutory responsibilities towards the victims of armed clashes and must prepare themselves for these responsibilities in the same way as for natural disasters;
- National Societies cannot possibly develop unless they have the will to take themselves in hand. Co-operation for development is a joint venture in which each partner has specific responsibilities.

- *More must be done* to encourage application of the four Geneva Conventions and their two Additional Protocols, and ensure better protection of the emblem.

- *Better knowledge* of Red Cross and Red Crescent principles and the humanitarian ideals contained in the four Geneva Conventions and their two Additional Protocols *is essential*; the Movement's national and international activities must also be publicized.

During these first years of co-operation for development the ICRC has done its utmost to promote information and dissemination, in response to the National Societies' basic need to be known and recognized by their authorities, young people and the general public.

In many National Societies, information and dissemination officers have been trained and supplied with the necessary equipment. The first issue of the magazine "Dissemination" was published in April 1985; it is a source of information and inspiration that has gone from strength to strength.

In all four corners of the world an increasing number of seminars and national and regional workshops have been held, thus setting in motion a current of exchange and co-operation between National Societies and the ICRC.

2. The Red Cross and Red Crescent are “Action”

Without down-to-earth activities, however, these intellectual objectives soon lose their credibility, and their message loses its freshness. The Red Cross means action. It will not recover its old spirit of dedication unless its volunteers and leaders get down to specific tasks to alleviate suffering.

At the dawn of the twenty-first century, Henry Dunants’s achievement has lost none of its power to inspire enthusiasm and humanitarian concern for those who suffer; but to be actively, physically and materially put into practice it calls for planning, training, accuracy and resources. Enthusiasm and good will are no longer enough; aid and assistance cannot be given without training. Hence the *operational objectives* that the ICRC has set itself to enable the National Societies to act effectively.

III. Building and acting together

Whatever the cause of a disaster—climate, geology, economic failure, social or political unrest, racial friction or political belief—a National Society must be ready to cope with it, with the help of the ICRC in some cases, of the League in others. Disaster preparedness must not be limited to any one kind of disaster; it must cover the entire spectrum of events justifying the existence of the Red Cross and Red Crescent, and all the components of the Movement must take part in it, all pulling together and each adding its contribution to that of the others.

For its part the ICRC has focused its efforts on training and on supplying basic equipment in the following fields:

- tracing missing or displaced persons;
- relief techniques and security measures to be observed by the Movement’s volunteers in situations of armed conflict;
- nutritional rehabilitation, sanitation, supplying orthopaedic appliances and rehabilitating amputees, and supplying the blood needed for war wounded;
- installing and operating radio networks.

In 1986 a *Guide for National Red Cross and Red Crescent Societies on their activities in the event of conflict* was prepared to supplement the work of the seminars, workshops and training courses held since 1981.

The ICRC’s contribution to the development of National Societies may be made in the heat of battle or in a quiet peacetime situation.

The former context calls for *emergency development* in selective fields to meet victims' immediate needs—an essentially operational objective. This one-sided development may upset the National Society's normal routine, but the risk has to be taken, though with all possible precautions, relief of victims being the first consideration. On the other hand the ICRC must not suddenly cut off all aid to the National Society at the end of the emergency, for this would compromise the Society's future. For the last few years, therefore, the ICRC has carefully considered at the beginning of every emergency operation how this particular kind of development could later on be fitted into the National Society's other activities and, better still, how it could stimulate them.

In armed conflicts and other similar long-term situations civilian populations must be protected from the fighting; they must also be able to look after themselves and gradually do without emergency aid from outside. Jointly with the National Societies and the League Secretariat, the ICRC supports any initiative likely to contribute to the rehabilitation of the assisted population.

In peacetime, the ICRC's contribution is made in the framework of the National Society's general development plan and conforms as far as possible to the plans drawn up by League Secretariat.

For a National Society to develop in a balanced and harmonious way, external aid has to be tailored to needs and to national conditions.

The ICRC supports, and will continue to support, any joint policy for improving the selection and co-ordination of national or regional projects. It has accordingly been an active partner in the consortia from the very beginning and supports the work of the Henry Dunant Institute for the harmonious development of the Movement.

When the ICRC began this co-operation in 1981 the Movement comprised 126 National Societies, large and small, and operating in widely differing political and economic conditions. Because of its limited human and material resources the ICRC had to set itself priorities when offering its co-operation. These were:

- **first**, National Societies of a country or region in a conflict situation or running high risk of conflict;
- **secondly**, National Societies in the process of formation, and regional pilot National Societies. With limited technical or material support from the ICRC, pilot Societies can bring know-how and resources to National Societies in their region whose customs and practices they share.

At the request of certain National Societies, co-operation agreements have been concluded between them and the ICRC, on four preliminary conditions:

- the National Society must have a basic structure and a general development plan;
- the project which is the subject of the agreement must be carried out within three or five years;
- from the beginning the National Society undertakes to cover part of the budget, either financially or materially, to a gradually increasing extent, so that by the end of the three or five years it is fully self-reliant;
- the National Society must appoint a full-time employee as project leader.

At present the ICRC has some fifteen co-operation agreements with National Societies in Africa, Latin America, Asia, the Middle East and Europe. The experience gained since the Manila Conference confirms that, whilst each component of the Movement has to work for its own development, it cannot succeed without at the same time participating in the development of the other members of the Movement. For the ICRC contributing to the development of National Societies has provided a new insight into their day-to-day difficulties and has added a new dimension of fellowship to the experience of its delegates.

It is absolutely essential for the ICRC to increase its operational capacity and gear it to the wide variety of needs for assistance and protection. The International Red Cross and Red Crescent Movement must use its imagination to meet the challenge of tackling the humanitarian problems caused by current developments in society everywhere, and by the radical changes taking place in its environment. The “havens of humanity” hoped for by former ICRC President Alexandre Hay do not depend only on people struggling for power. The influence of its message and the efficacy of its work can make the Red Cross the most stable and durable humanitarian haven of all.

It must be ready to supply all the effort and make all the sacrifices this entails.

Jeanne Egger

Former Deputy Head

*Co-operation and Dissemination Division
Engaged in research at the ICRC*

Developing National Societies: An ongoing challenge

by Yves Sandoz

Introduction

Let's face it: a world of peace and justice, devoid of violence and misery, is not around the corner.

Stating this unhappy reality is not meant to discourage those of goodwill who keep the International Red Cross and Red Crescent Movement going. Rather, it is to stress just how important it is in humanitarian endeavour to bring our forces into concert so that we can all pull together. The best use possible must be made of every individual, every penny, if we are going to make headway in this unequal struggle in which we are engaged to assist the victims of war, natural disaster and poverty. Rivalry is all the more shocking when it arises in the area of humanitarian aid as the needs are so enormous and there is more than enough room for everyone. But everyone must find his proper place in the joint effort; effectiveness is impossible without good co-ordination.

Everyone who takes part in such an undertaking must first define his role; and this naturally applies to our Movement as well. We must be clear about what our tasks are with regard to the rest of the world and it must be readily discernable how each component fits into the Movement itself.

The role of the International Red Cross and Red Crescent Movement as a whole

Bringing relief to the wounded and sick on the battlefield—the Movement's original task—had the advantage that it was perceived as feasible.

There are two reasons why that initial role has grown to cover so much more. First, war has expanded in scope; it now ravages entire populations which require all the more assistance as they were usually already vulnerable to begin

with. Second, the end of the First World War brought with it great hopes for peace and the Movement therefore turned its attention to developing social activities.

The ICRC's role in conflict situations and the role of the League in the wake of natural disaster result from long tradition; their activities in those spheres are uncontested. It is the activities of the National Societies, however, which are most apt to raise questions about the Movement's identity.

Originally created to act as auxiliaries to armed forces medical services in wartime (it should not be forgotten that their appellation and emblem are explained by this fact), the National Societies today find themselves playing their original role as only a small and relatively minor part of their activities. One reason for this is that the armed forces medical services have been greatly expanded in many countries and thus have less need of the National Societies' support. Another reason is the above-mentioned change of emphasis following the First World War, a very desirable development as without it the Societies may well not have survived.

This in no way changes the original purpose of our Movement, for the world continues to be full of situations requiring emergency action to be taken and relief brought to the victims of natural and man-made disaster, the two being more often linked than had previously been thought. Effective emergency assistance cannot be improvised and the National Societies must remain constantly prepared to play a major role in such situations.

But it is not enough to prepare for hypothetical disasters, especially in the poorest countries where no Society could ignore the urgent need for humanitarian assistance which widespread poverty presents. Any Society which did so would not enjoy popular support. To attract volunteers in such conditions, a Society must attack immediate, specific problems and it is only through popular support that any Society will acquire vitality, strength and independence.

Knowing this, the Society must come to grips with an objective which it will never be possible to attain completely. For our Movement to set out to eradicate poverty and underdevelopment is to engage in an unequal struggle which it alone is not able to win. Governments are in a much better position to take on such a struggle. If it were to engage in such a struggle, our Movement would end up working side by side with government aid agencies and the big international organizations. How would we then maintain a separate identity and how could we avoid being absorbed?

There is no simple solution and the Movement as a whole is certainly not in a position to provide a detailed answer, valid for each Society, to such a delicate question. Each Society must find its own place within the national context, bearing in mind the most pressing needs of the population, the country's development plan and the humanitarian support activity coming from

other countries and other organizations. And it must never lose sight of the fundamental principles or the spirit of the Movement.

In setting tasks for themselves, the Societies should always be guided by one simple priority—meeting the most urgent human needs. The appeal made by Henry Dunant, which led to our Movement's creation, was above all a reflex of compassion for people who went unaided in their suffering. That Dunant's entreaty was sparked by the sight of wounded soldiers on the battlefield is due to historical circumstances. What the Societies must keep in view is the principle of reaching out to help all those who would otherwise be abandoned to their suffering.

The priorities in international development aid

It is, as we have seen, up to each Society to establish its own priorities. In spite of this, the Movement as a whole has an obligation to be more precise in setting its objectives for international development aid. In doing so, we should not cease to assign priority to providing emergency assistance in the event of armed conflict or natural disaster, an area of endeavour in which the Movement has performed indispensable humanitarian work and from which its image has arisen.

It should also avoid spreading itself too thin in international development aid, a domain in which the needs far outstrip the Movement's means. At the risk of sacrificing part of its identity, the Movement must restrict itself to supporting the work of the National Societies in this area. Restricting itself in this way is entirely compatible, at the international level, with the original aim of the Movement, i.e. emergency assistance.

Indeed, when an armed conflict or natural disaster strikes, the Movement must be able to rely on strong, independent and well-prepared Societies. As we have seen, however, these Societies can develop and gain true independence only if they have popular support; and they will not have that unless they are first seen to be dealing with specific human problems. Therefore, helping National Societies to tackle such problems *through co-ordinated development of their structures and range of activities*—and many say that this is the only viable approach—becomes necessary as a way ensuring that it will be possible to provide emergency assistance should the need arise. For only National Societies with a sturdy structure and the benefit of popular enthusiasm can properly prepare to play their role in times of armed conflict or other disaster and persuade the general populace to embrace the principles and ideals of the Movement and international humanitarian law.

We cannot ignore the value of the work done by those Societies who do not have as their *sole aim* the preparation of the activities they would carry out in an armed conflict or natural disaster. And one can only welcome activities which, as part of a national plan, make use of the experience accumulated by the Movement in natural or man-made disasters to prevent others from occurring.

Each of the Movement's components has its own role to play

Though it is possible to draw together the strands of the Movement's development role into a coherent whole, that whole must be divided into separate tasks within the Movement.

The League of Red Cross and Red Crescent Societies

The League undeniably plays a key role. But its tasks in this area are so great that it feels ill-equipped to do everything which is necessary to co-ordinate the development process, and this process is made all the more difficult by the fact that the grassroots projects do not necessarily have much in common because the needs which they meet differ greatly from country to country. Finding a co-ordination method which will enable the Movement to create coherent projects which are viable in the long term, in harmony with the spirit of the Movement, meet specific national needs and, what is more, interest the donors is a goal toward which the League must strive without entertaining the illusion that it can ever fully be attained.

Participating National Societies

The demands faced by participating National Societies are also many and varied: surmounting the thorny technical problems which development projects pose, finding funds for those projects without adopting the criteria and interests of the governments which provide them, being willing to labour inside the Movement to do the co-ordination work without which it would lose the strength afforded by its unity and consistency and, finally, showing the necessary tact and discretion in putting into effect projects designed with and for the developing Societies.

Operating National Societies

The operating National Societies must play the leading role as each project, in addition to its primary purpose, has the aim of developing those Societies. In addition, they have the delicate task of striking a balance, true to the Movement's spirit, between the participating Societies which must be won over—along with their sponsors—and a government which tends to forget the specific criteria of the Movement, especially the principle of independence.

The ICRC

Given the tasks of co-operation which the ICRC has understandably been assigned, our institution must help build National Societies in peacetime for it is not possible, as we have seen, to train the National Society in dissemination or prepare it for its activities in wartime if it has not already acquired sufficient structure and a certain degree of popularity through activities of direct interest to the general populace. The ICRC's development role, though relatively minor in peacetime, becomes vital in the event of armed conflict. The urgency of spreading knowledge of international humanitarian law, for example, is then beyond doubt, because if it is successful it will serve every day to save lives and relieve suffering.

Conclusions

The points made above are, inevitably, generalizations. But that merely underlines once again the inspiring fact that we all belong to the same Movement. The National Societies, the ICRC and the League must work together, each respecting the other's areas of competence, or better yet, each simply respecting the other in their work together to build a strong and united Movement to serve the victims of armed conflict, natural disaster and poverty.

I wish to end with a specific proposal.

First, I think that it would be a good idea to organize joint training courses for senior ICRC, League and National Society officials who must work side by side in the field. Such courses would give the participants a more comprehensive view of the Movement and would strengthen the bonds of brotherhood which are so necessary, especially in the field, for our effectiveness and image.

Finally, I would like to express the hope that the Strategy for the 90s will be, like the Strategy for the 80s, a project around which the entire Movement can be mobilized. It is my hope that the lessons of the past will enable us more effectively to develop National Societies which can help roll back suffering, fear and poverty.

The development of National Societies is an ongoing challenge for our Movement. But it is a stimulating challenge and we must meet it united and with confidence.

Yves Sandoz
Deputy Director
Head of the Principles
and Law Department
ICRC

Co-operation between the Central Tracing Agency of the International Committee of the Red Cross and National Red Cross and Red Crescent Society Tracing Services

by **Nicolas Vecsey**

*Doubt is the worst of all.
When a soldier goes missing,
doubt maddens those who loved him,
who love him still,
for they can't help hoping
that some day ... perhaps...*

Laurence Deonna
in "The two-voiced war"

The Central Tracing Agency (CTA) exists to clear away such doubt, and to do so it has fixed as its four main tasks:

1. to obtain, register, process and pass on all information that can identify persons whose case has been taken up by the ICRC;
2. to ensure exchanges of family correspondence where normal communications are interrupted;
3. to trace persons whose relatives have no news of them or who have been reported missing;
4. to organize the reuniting of families, transfers of persons and repatriations.

For these purposes the CTA has to rely on its correspondents all over the world, who give it information on victims and keep contacts going between members of dispersed families. These correspondents are links in the "humanitarian chain"; they vary according to the situation, but their basis is similar and their aim identical — that of alleviating mental anguish.

I The role of the Central Tracing Agency (CTA)

1. In an international armed conflict:

1.1 Persons concerned:

Prisoners of war, civilian internees, displaced persons, and members of dispersed families.

1.2 CTA action:

Registration of victims, passing on information, tracing, and re-establishing family contacts by forwarding Red Cross messages.

1.3 Principal correspondents:

● ***National Information Bureaux (NIBs)***

Each government party to a conflict is bound by the Geneva Conventions to set up NIBs to collect information on aliens detained in its country and pass such information to the CTA, which passes it on to those persons' country of origin so that their families' minds may be set at rest.

● ***The ICRC and its field delegates***

If governments fail to set up NIBs, the ICRC must in practice do the work of the NIBs so that it can re-establish contacts between victims and their families. ICRC/CTA delegates collect all possible information and pass it to the CTA in Geneva.

● ***National Red Cross and Red Crescent Societies***

National Societies receive many tracing requests from families concerning prisoners of war and civilian internees, and make enquiries through the CTA or by approaching sister National Societies.

The National Societies participate in passing on mail and family messages.

In some circumstances they may obtain information on victims and pass it to the CTA.

2. The situation following a conflict:

2.1 Persons concerned:

- ***Members of the armed forces missing in action***

As part of the terrible aftermath of war for the population of warring countries, members of the armed forces are reported missing and their fate is not definitely known even by the end of hostilities. If their name is not on lists of prisoners of war or civilian internees, or (for lack of identity discs) on lists of the dead or wounded, there will have to be years of investigation with no certain hope of success.

The fate of some missing persons may never be known, but their families will always have a glimmer of hope that “some day... perhaps...” and that day sometimes comes years after the war.

- ***Missing civilians***

The hazards of war (such as bombardments of towns) also leave large numbers of missing persons. Civilian victims may be very hard to identify, for they do not wear identity discs. There are many common graves of victims who cannot be identified.

- ***Displaced persons***

One of the consequences of war is mass movements of populations.

- They may have stayed in the same town but moved to a different part of it;
- They may have left their home to avoid bombardments, and have gone to another part of the country for safety;
- They may have left the country because of the war;
- They may have become political refugees in another country.

Any of these situations result in families being separated.

2.2 CTA action:

Tracing, reuniting families, and family messages.

2.3 Principal correspondents:

- ***National Societies;***
- ***Possibly, the National Information Bureaux set up during the conflict;***
- ***Governmental or non-governmental organizations.***

II The role of National Red Cross and Red Crescent Societies

Clearly, therefore, the National Societies' co-operation is essential in practically all the CTA's work.

But the National Societies' Tracing Services are not all equally developed. Many National Societies that were very active during the Second World War have a tracing service, but it follows its own principles and methods of work. Other National Societies, particularly recently recognized ones, have no infrastructure for tracing activities.

There are, however, millions of refugees scattered throughout the world; innumerable members of families have been separated from each other and there will consequently be innumerable attempts to trace and reunite them, often after several National Societies have worked on a single case. The close co-operation of the Agency's network is therefore necessary, and the "humanitarian chain" has to be co-ordinated by giving its various links—the CTA and its field delegates, National Societies and their local branches—equal strength so that they can follow the same principles and methods, or in short "speak the same language".

The International Red Cross and Red Crescent Movement has realized the vital importance of this co-operation ever since the 1970s, and with the active encouragement of the ICRC/CTA and the League of Red Cross and Red Crescent Societies (LRCS) encourages National Societies to strengthen their tracing services.

- Thus in November 1972, the LRCS held a meeting in Geneva on National Societies' tracing services in the event of disaster. The document prepared at this meeting was approved by the Board of Governors at its Thirty-second Session (Tehran, 1973).
- In March 1978 the LRCS held a Round Table in Geneva attended by 20 National Societies and the CTA. One of its recommendations was that the CTA should help the National Societies in setting up their own tracing services and training their staff.
- At the Twenty-fourth International Conference of the Red Cross (Manila, November 1981) the participants appointed the CTA to act as "technical adviser and co-ordinator to National Societies", on the basis of the report submitted by the ICRC/CTA.
- At the Twenty-fifth International Conference of the Red Cross (Geneva, November 1986), Resolution XVI emphasized the mandate entrusted to the CTA by the Twenty-fourth Conference and requested all National Societies to carry out to the best of their capacity the role which they are

called upon to play as components of the international network for tracing and reuniting families.

Encouraged by the confidence of the international community, the CTA does everything possible to fulfil the mandate entrusted to it, but its tasks are concerned mainly with situations of conflict and their aftermath. On the other hand, National Societies' tracing services often have a wider radius of action, namely.

- tracing in the event of a situation of conflict, and obtaining information on victims;
- transmission of family messages, in the event of conflict and otherwise;
- social welfare tracing;
- tracing in the event of natural and/or technical disasters;
- preparation for reuniting families (studies to ascertain social conditions, contacts with the authorities, etc.).

The CTA considers that the technical processing of cases in all the above-mentioned situations is practically identical. Therefore, the Guide for National Societies which it published and distributed in 1985 to all National Societies should provide a working basis common to them all, with any necessary adaptation to national and local conditions.

The Guide also serves as a basis for the training courses given by the CTA to members of the National Societies' tracing services. The CTA has been giving this training since the 1980s. It comprises:

- a training course in Geneva for heads of tracing services. The CTA generally holds two courses every year, one in French and the other in English, each attended by five or six staff members of National Societies;
- training of tracing service personnel in National Societies (for example, the Tracing and Mailing Services (TMS) in the countries of South East Asia);
- participation in the courses given by National Societies to members of their local branches;
- meetings, seminars, Round Tables, and workshops for people in charge of tracing services, including:
 - the 1982 Geneva Seminar attended by 53 participants from all over the world;
 - the 1987 Regional Workshop for Europe and North America, held in Budapest and attended by 43 participants;
 - the 1988 Regional Workshop held at Singapore and attended by about 30 Asian National Societies.

III CTA objectives for the future

It will be clear from the above that there is already effective co-operation between the Central Tracing Agency and National Societies; but to ensure continuous development in future years the following action has to be taken:

- The CTA has to ensure that each National Society has at least one person with the necessary technical training to do tracing work.
- National Societies must be encouraged to train members of their local branches for tracing work, for the local branches, being in direct touch with the victims and/or their families, are the first and/or last links in the chain.
- Regional meetings should continue to be held regularly for representatives of National Societies, so that they co-operate closely with each other and the CTA.
- Governments must continue to be encouraged, with the help of National Societies, to institute their NIB in peacetime, in order for it to fulfil its task as soon as possible at the outbreak of an armed conflict, as stated in Resolution XIV of the Twenty-fifth International Conference of the Red Cross (Geneva, November 1986).
- A Guide to instituting NIBs must be published.
- The CTA must co-operate in establishing guidelines for tracing in situations of natural and/or technical disasters.
- Co-operation in computerization must be further developed, with particular reference to the means of transmitting information by computer between National Societies and the CTA.

The Central Tracing Agency (CTA) hopes that by such means, and in co-operation with National Societies, it will be able to alleviate the mental anguish of millions of victims of conflicts, strife and tension all over the world.

Nicolas Vecsey
Deputy Head,
ICRC Central Tracing Agency

A concept of development for the International Red Cross and Red Crescent Movement

by Luis Nunes *

1. Introduction

The League of Red Cross and Red Crescent Societies has a long tradition of development work. At every new stage the objectives set are therefore not simply the outcome of a purely intellectual process, but are reviewed and adapted in the light of this tradition.

2. Strategy for Development in the 1980s

It was on the basis of this long experience of sixty years and more that the “Strategy for the Development of National Societies in the Eighties”¹ was adopted in Manila.

For the first time, a definition of development for the Movement was formulated. For the purpose of this Strategy, development was taken to be “*the process of strengthening the capacity of National Societies to provide Red Cross services based on national resources. It is thus concerned with both the development of National Societies’ operational structures and with the development of the services they provide*”.²

The Movement had a document which, to be coherent, covered all development activities. It is difficult to assess the efficacy of an instrument before its

* The opinions expressed in this article commit only the author.

¹ General Assembly of the League, Second Session, Manila, 1981, *Decision 31* and Twenty-fourth International Conference of the Red Cross, Manila, 1981, *Resolution XXV*.

² League—*Strategy for the Development of National Societies in the Eighties* (hereafter *Strategy*), Geneva, 1982, p. 8.

time for implementation is over. Nevertheless, an initial assessment has been made for the first half of the decade.³

Although it is still too early to know whether the objectives of the Strategy will be achieved,⁴ it is already clear that the resources deployed are inadequate and that several Societies have lacked concrete support.⁵

The Strategy is justified by the need to overcome several shortcomings in the Development Programme, stating that “most of (the projects) have focused on the provision of services” and that “sometimes they have had a positive impact but in other cases the project has had little or no lasting effect on the development of the Society as a whole”.⁶

The philosophy of the Development Programme of the 1960s and 1970s, based on theories of the time, maintained that the setting up of a well considered project and structure would inevitably result in the overall development of the Society. Today, matters have changed somewhat. A good number of Societies, for example, are devoting much more attention to improving their administrative and operational sectors, even though they still have some difficulty in obtaining assistance for this kind of activity.

3. An attempt at a new definition

We consequently believe that a new definition and a new approach are needed.

We feel that within our Movement: Development is a means of improving National Society structures through a dynamic, integrated and balanced process in such a way that, within the framework of the fundamental principles of the Movement, they will be able at all times to offer humanitarian services to their community while simultaneously preparing to take effective action in the event of armed conflict or natural disaster, in their national territory or anywhere else in the world, thus contributing to a lasting peace.

4. Development, a means and not an end

We should like to emphasize from the start that development can be no more than means to an end, to achieve a *purpose*. This seems obvious, but we

³ ICRC, League—*Development of National Societies as a Contribution to National Development*. Geneva, August 1986. A document prepared for the Twenty-fifth International Conference of the Red Cross, October 1986.

⁴ *Ibid.*, p. 1.

⁵ *Ibid.*, p. 2.

⁶ *Strategy, op. cit.*, p. 6.

stress the point because we observe that development is all too often construed, by organizations and even by States, as an end in itself. This approach frequently results in any action whatsoever being regarded as development so long as it “produces” some kind of growth.

In our opinion, and in very general terms, we consider that development could well be defined as a means serving to satisfy human needs. However, as human beings are by definition in a state of evolution, their needs are infinite.⁷ Accordingly, development itself cannot have a perfectly defined time frame.⁸

5. Improvement of structures

It is therefore by a steady process, defined as “the action of passing through continuing development from a beginning to a contemplated end... going along through each of a succession of acts, events or developmental stages”⁹ that one improves the structures of an organization.

We may hence assert that development is a means put into effect via organizations and by persons engaged in setting up, maintaining or strengthening structures whose ultimate purpose is to render service. For a Red Cross or Red Crescent organization to exist and endure, its services must correspond to the needs,¹⁰ these being determined by the standards and principles which govern the organization.

5.1. Structures

It is difficult if not impossible to define in a standard formula what constitutes a “good” National Society. An institution which is present in most of the countries of the world and devotes itself to an extremely wide variety of activities can in no case follow an “ideal model”. It is much easier to determine what constitutes a “bad” National Society.¹¹

⁷ See Institut universitaire d'Etudes du Développement (IUED), *Il faut manger pour vivre... controverses sur les besoins fondamentaux et le développement*, PUF, Paris, Cahiers de l'IUED, Genève, 1980, 324 p., especially Galtung, J., “Le développement dans la perspective des besoins fondamentaux”, pp. 51-128; Preiswerk, R., “Identité culturelle, self-reliance et besoins fondamentaux”, pp. 129-153; Berthoud, G., “Le piège des besoins”, pp. 157-178; Rist, G., “Questions fondamentales sur les besoins fondamentaux”, pp. 197-219.

⁸ Even if we accept the present theories of ecologists, who advise negative growth for developed countries, this can be accomplished only through a form of development.

⁹ Webster's Third New International Dictionary.

¹⁰ No institution other than the State can claim to meet all human needs.

¹¹ “The ICRC, the League and the Report on the Re-Appraisal of the Role of the Red Cross”, off-print of the *International Review of the Red Cross*, Geneva, 1979, 72 p.

Tansley's review of a sample group of 23 National Societies can still be considered valid today.¹²

● *Structural and institutional problems*

By regrouping some of the failings mentioned in the Tansley Report, the sectors requiring improvement can be fairly accurately identified. Generally speaking, these failings may be divided into three main categories:

— some relate to the activities of National Societies and their status and integration in the national context, and reveal that little attention has been given to defining a national programme;¹³

— the non-existence of a national programme is due largely to an inadequate system of democratic participation by members;¹⁴

— the absence of a programme, plus the Society's inability to organize itself, results in an inability to induce its members to join in practical work.¹⁵

Thus, in order to strengthen the structures of a National Society, it is essential to define a national programme capable of encouraging the bulk of the population (both in numerical and in geographical terms) to take part, a programme put into effect by improving general management.

¹² In his report, Tansley gives 18 reasons for the weaknesses of National Societies:

1. Lack of clear purpose shared throughout the whole Society.
2. *Ad hoc* methods of selecting activities.
3. Failure to relate activities to those of other organizations.
4. Failure to measure impact and relevance of activities.
5. Concentration of activities in urban centres.
6. Complicated governing structures.
7. Leadership and membership drawn from a narrow base.
8. Infrequent changes in leadership.
9. Unclear definitions of membership.
10. Volunteers providing services denied participation in decision-making.
11. Full-time staff weak in numbers and in qualifications.
12. Reluctance to work with other groups.
13. Failure to seek professional advice.
14. Controlled or dominated by government.
15. Weak arrangements for financing.
16. Lack of understanding of Red Cross principles, functions and structure.
17. Failure to accept responsibility as a member of the Movement.
18. Self-satisfaction.

Donald Tansley, *Final Report: An Agenda for Red Cross*, Geneva, 1975. The *Strategy* (op. cit.) by the League picks up Tansley's 18 points and summarizes them under 8 headings, p. 6.

¹³ Points 1 to 5 of the preceding list.

¹⁴ Points 6 to 10.

¹⁵ Points 11 to 18.

● *Structural capacities*

The progress of a National Society therefore largely depends on the strengthening of its structures. Since this abstract term may give rise to uncertainty, we should specify that its use here denotes three kinds of structures with their respective capacities:

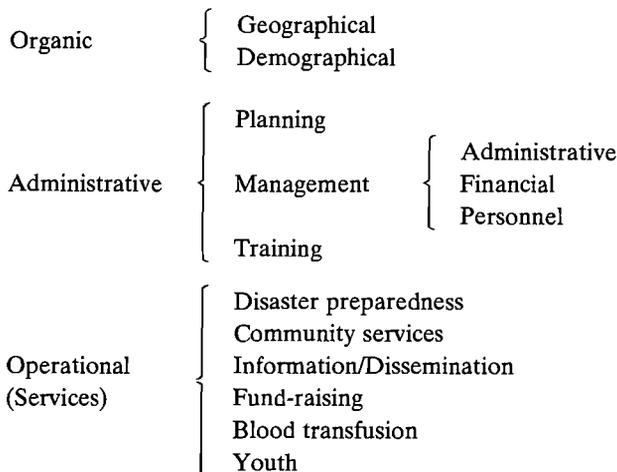
Organic capacity: this is determined by the Society's geographical and demographic organization. For the Society to be capable, in the upward direction, of better deciding on its activities and, in the downward direction, of offering the humanitarian services most fully adapted to the people's needs, it must extend throughout the country and cover the large majority of the population.¹⁶

Administrative capacity: this is a matter of technical ability, at the national, regional and local levels, to manage the support services for the organization's activities.

Operational capacity: This is the capacity to determine how to turn the generally limited resources to optimum account in daily deploying and directing the humanitarian services needed by the country.

● *Essential structures*

Improvement efforts must focus on what may be called the essential structures of a Red Cross or Red Crescent Society:



¹⁶ "To carry out its aims it is essential that a Red Cross Society should be organized on a truly democratic basis. It should take all possible steps to ensure that membership of the Red Cross Society is open to all citizens." Board of Governors, XIXth meeting, Oxford, 1946, *Resolution 12*.

5.2. Improving the Structures

It is not hard to improve each of these structures if the means are available. The problem lies in the need to do so simultaneously, in a dynamic, integrated and balanced manner.

● *A dynamic process*

Basically, the task entails a modification of the structural and institutional characteristics of the organization to be developed. Since this is a dynamic process, it will be difficult at the beginning to know exactly how much structural improvement is needed. So instead of arbitrarily creating a blueprint for a developed Society, it is better to decide stage by stage how to proceed further. It will also be advisable to have at hand the instruments needed to measure, easily, the progress achieved at each stage. This is the problem of making an ongoing evaluation of projects. In the case of the poorest countries, it is also essential to introduce the idea of continuity and constant improvement.¹⁷

● *An integrated process*

Although we have as yet no miraculous development formula, a new “integrated action” approach is being recommended, according to which development is regarded as a totality of diverse intermeshed—and interacting—structures.

In itself, this is not a novelty for the Red Cross, but it does bring with it a new and difficult requirement, namely that the various elements mentioned above must never be split up and acted on separately on the grounds that resources or capacities are insufficient.

● *Balanced development*

The need to strengthen a National Society does not stem solely from the fact that any institution needs appropriate structures in order to function, but also and above all from the specific nature, which remains to be determined, of the services we want it to provide. Indeed, although the rendering of service depends upon the structures set up, the latter must be designed according to the services it is intended to provide. It goes without saying that these two elements combined will in turn determine, the form and content of personnel training. This “integrated” process takes place naturally in an already developed

¹⁷ In our opinion, this raises an extremely important point that should be studied as part of a true “Sociology of Time”. It is perhaps because the idea of time varies from one culture to another that we see in many places, within the Red Cross, buildings that were intended to render service but which are now in such a deplorable state of dilapidation that they have no activity and offer none.

Society. For other Societies, the main difficulty is to grasp an extremely complex overall phenomenon and then assess how much effort should be devoted to each of the various elements; personnel, structure and services. The proportion of these efforts will change constantly as the Society develops, in order to prevent an excessive imbalance between these different elements.¹⁸

6. Implementation

Before setting out to plan and manage activities, once personnel has been trained, the whole range of services to be rendered by the National Society must be defined in a national programme.¹⁹

6.1. The national programme

The national programme may be defined as the whole range of services the National Society must render to attain its objectives, thereby progressively achieving its aim or ultimate purpose.

This may look simple, but we are forced to recognize that the Movement has not previously been very fortunate in its choice of definitions. We often find, fused and confused, within a single text or even a single sentence “the goal of the Red Cross and the implications of this goal, namely the many and varied activities carried out by the Red Cross in order to attain it”.²⁰ This situation has its disadvantages, since the multiplicity and variety of activities carried out in the name of humanitarian service “lead to a ruinous dispersion of financial resources, with the added risk of reducing the efficacy of actions undertaken on a wider front”.²¹

If there are many such activities,²² and if they are furthermore sometimes carried out in a disordered fashion,²³ the question arises whether there really is a *national programme*.

¹⁸ Nunes, L., *Stratégie décennale du développement Croix-Rouge*, LRCS, Geneva, September 1980, 72 p. (typescript).

¹⁹ We must not confuse a *national programme* with a *national development programme*. The latter deals with concrete actions whereas the former defines the policy of the National Society.

²⁰ Perruchoud, R. *International Responsibilities of National Red Cross and Red Crescent Societies*, Henry Dunant Institute, Geneva 1982, p. 45.

²¹ Freymond Jacques, *Guerres, révolutions, Croix-Rouge*, Graduate Institute of International Studies, Geneva, 1976, p. 47.

²² Tansley, *op. cit.*, p. 63.

²³ Perruchoud speaks of a “scope of action so wide that the Red Cross might come close to being a general humanitarian agent”. *op. cit.*, p. 44.

In the case of a nation, it is clear that there is no real definition of a “social policy” *per se*, since this depends upon the definition given to the country’s overall policies and economy. Likewise, it is within the context of its country’s social objectives that the National Red Cross or Red Crescent Society, as an auxiliary of the public services, must define its contribution, for it is on the basis of a national programme that it will be able to seek and find the most suitable resources. In addition to greater efficacy, this approach also offers it the possibility of determining priorities in the face of a real situation resulting from the nation’s economic situation.

In fact the Society should take the process of defining a national programme as an opportunity to improve its operational capacity by deciding, as mentioned above, how to achieve optimum performance in the services it provides, whilst bearing in mind the limited resources available.

6.2. The reaching of AIMS by determining OBJECTIVES which are attainable by performing TASKS

The Red Cross was born of an act; it is the consequence of an action undertaken on a battlefield, amidst the distress which was an immediate and present fact, by men and women who set to work.²⁴

The institution thus set itself an aim. With this aim, it could endure and persevere through the creation of organizations whose objectives would be achieved by means of tasks carried out by volunteers; by their exemplary action they in turn would foster the development of an atmosphere of peace, essential for human fulfilment.

● *The aim*

Until quite recently, there was no definition more specific than Resolution I of the Bucharest Conference in 1977 confirming the “fundamental mission” of the Red Cross.²⁵

This resolution confirmed Red Cross dedication “to preventing and alleviating human suffering... protecting life and health and ensuring respect for the human being...”.

When the men and women in the church at Castiglione echoed the cry, “*Tutti fratelli!*”, they proclaimed for the first time the aim of the Red Cross

²⁴ Max Huber, cited by Pictet, J., *The Fundamental Principles of the Red Cross*, Henry Dunant Institute, Geneva, 1979, p. 17.

²⁵ Twenty-third International Conference of the Red Cross, Bucharest, 1977, *Resolution I*.

embodied in the fundamental principle of Humanity, the principle regarded as essential.²⁶

Despite the clarity of the above declaration, very few authors who have given thought to the aim of the Red Cross have not raised questions as to its extent and limits. After publication of the Tansley Report, people have wondered if the very broad, vague definition of this aim does not carry with it the risk of leading the Movement into an ineffectually dispersed humanitarianism, going off in all directions at the same time.²⁷

Is it really necessary to restrict the institution's aim?

When we consider man and the protection of man, it is difficult if not dangerous to fragment the humanitarian aim, characterized as any action beneficent to man.²⁸ The needs in this domain have become vast indeed, as shown by the proliferation of humanitarian organizations; their increase in number is not a bad thing but a good thing.

However, the Movement, which cannot claim a monopoly on humanitarianism, should assert, or if necessary reassert, its specificity so as to avoid being lost in the crowd of other humanitarian organizations or, worse still, being drawn into the competitive scramble we witness in the field today. The time is gone when the Red Cross was one of the rare humanitarian institutions in existence.²⁹

To reaffirm its specificity, it must determine its objectives with greater precision.

● *The objectives*

In our opinion, many of the Movement's present development problems originate in the confusion between aims and objectives. Incidentally, the resolution at Bucharest made no distinction between aim and objective, but confirmed the fundamental "mission" of the Red Cross.

It is often forgotten that, for an institution to be true to itself, its *aim* must be immutable, whereas its *objectives* may change as conditions change.

We must therefore specify that the objective of the Red Cross, set forth, though not termed as such, in the Bucharest resolution previously cited, is "affording impartially, without discrimination as to race, nationality, religious

²⁶ Pictet, J., *op. cit.*, p. 20.

²⁷ Perruchoud, R., *Les résolutions des Conférences internationales de la Croix-Rouge*, Henry Dunant Institute, Geneva, p. 392.

²⁸ Pictet, J., *op. cit.*, p. 20.

²⁹ "The Red Cross should not seek to maintain a monopoly but to develop its effectiveness, which is based on specific and limited mandates. *The ICRC, the League and the Report on the Re-Appraisal of the Role of the Red Cross*, *op. cit.*, p. 34.

beliefs or political opinions, protection and assistance to those who need it, in the event of armed conflicts and other disasters”.

There is indeed great suffering among human beings today, but it is manifested in all its intensity in cases of war and catastrophe. Also, it is the role of the Red Cross to bring relief in proportion to the seriousness of the suffering and to give priority to those most urgently in need (the principle of impartiality). Unfortunately, we nowadays have the regrettable impression that the provision of protection and assistance for the victims of war or disaster is becoming a secondary objective in the Movement’s order of priorities.

In my opinion, it would be good to keep this objective in mind in the course of development work, if only because the Movement is the only humanitarian organization which maintains a permanent state of preparedness to cope with wars and disasters.

● *The tasks*

The tasks vary. Some meet immediate human needs, others maintain the continuity of the institution through the years, alive and prepared. We cannot carry out the tasks of protection without the necessary preparation and planning. Furthermore, the work of volunteers calls for a continuing apprenticeship, more practical than theoretical.

When the Bucharest resolution stresses the extreme importance of medico-social activities in relation to development, the affirmation should be considered from three points of view: in terms of a permanent training programme enabling people to act in emergencies; in terms of the work that must be done before the emergencies occur; and last but not least, in terms of encouraging members to develop a sense of social responsibility and provide voluntary service.

Some authors do not regard working for peace as a Red Cross task, thinking of peace rather as a result of Red Cross activities. Perhaps this is too restrictive. Since several International Red Cross Conferences have decided that dissemination of the principles and ideals of the Red Cross makes a real contribution to the establishment of lasting peace, this work is indeed a task for the organization. Dissemination of the principles as a framework for action, for example, offers an ever-increasing part of humanity a common ideal—peace. We should also remember that Red Cross/Red Crescent voluntary workers acting in this way will be trying to incorporate in their action, at least indirectly, what is their ultimate purpose, namely the welfare of the whole of mankind.

6.3. Legislation on the principles

Until recently, all these problems had to be interpreted on the basis of resolutions and recommendations by the International Conferences. This is not

the place to discuss the obligatory or binding character of such resolutions. At all events the document which should govern their application by the organizations constituting the Movement, the Statutes of 1929 and 1952, did not mention the aim, objectives and tasks of the Red Cross. Worse still they were almost silent about the roles and functions of the National Societies.

Since 1986, this is no longer the case. The Statutes approved by the Geneva Conference,³⁰ *proclaim* in their Preamble the aim of the Movement, "... *whose mission is to prevent and alleviate human suffering wherever it may be found*", its principal objective, namely "*to protect life and health and ensure respect for the human being, in particular in times of armed conflict and other emergencies*" and the tasks of the Red Cross, which are "*to work for the prevention of disease and for the promotion of health and social welfare*".

How can we achieve this aim?

In brief, when deciding and preparing a national programme, we must always bear in mind that it is designed to achieve an aim through the selection of objectives, the main one being preparedness to bring relief by supplementing the activities of the public authorities. In times of peace or of "non-disaster", the organization should focus on health and social welfare tasks deriving from and inspired by the fundamental principles of the Movement, selecting above all those tasks which are the most necessary and urgent, and which also serve to maintain and develop voluntary service and to promote a spirit of solidarity—and by this example to help promote world peace.

7. The Fundamental Principles inspire the pattern of action and influence the results, in conformity with the Red Cross ideals and doctrine ³¹

To draw inspiration from the principles we must recognize that they constitute a whole and cannot be taken piece by piece or be applied retroactively to justify an action already taken. Too often, certain Red Cross activities, although not actually violating the principles, fail to comply with them in their entirety.

³⁰ Twenty-fifth International Conference of the Red Cross, Geneva, 1986, *Resolution XXXI*.

³¹ In 1921, the ICRC adopted four principles: Charity, Universality, Independence and Impartiality. In 1946, the League adopted these and added thirteen other fundamental principles and six "Rules for Application". In 1948, the International Conference of the Red Cross adopted ten conditions for the recognition of National Societies. In 1952, the International Conference of the Red Cross adopted four tenets: universality, impartiality, independence and equality. In 1955, Jean Pictet published a book entitled *Red Cross Principles* and the International Conference of the Red Cross in 1965 at Vienna adopted the "Fundamental Principles: humanity, impartiality, neutrality, independence, voluntary service, unity and universality".

In order to treat them as a whole, we have to consider these principles as an ideal that we should strive to attain, as guidelines enabling us to prepare ourselves for action and, finally, as a code of conduct for all Red Cross activities. If they are not understood in these three aspects, disturbing lapses may occur, false interpretations and incorrect actions may result, leading to doubt and uncertainty.

8. Conclusion

As we said at the outset, the proposed definition is not the result of a purely intellectual exercise but is rather readjustment of traditional views.

If we wish to evaluate recent results, especially in terms of the Strategy for the Eighties, we have to carry out a detailed analysis. Even in the absence of such a study, it is nevertheless possible to say that we have never before devoted so much effort to improving our structures and so much time to training National Society personnel. Never have we had at hand so many development plans prepared by these Societies and—an extremely important phenomenon—never before have we “delegated” such powers to participating Societies.

In the immediate future we have to tackle two problems. First, everything referred to above must be programmed, planned and scheduled, preferably at the regional level. Then, to coordinate efforts by participating and operating Societies, and bearing in mind that several systems have been tried with greater or less success, we shall now have to concentrate on mechanisms for autonomous decision-making by the Societies seeking assistance.

We must recognize that only by developing and perfecting the National Societies' organic structures will it be possible to evolve policies from the base upward, thus creating an endogenous system of decision-making which is the ultimate aim of development geared to self-reliance.

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From disaster relief to development

by **Gunnar Hagman**

The links between disasters and development have been extensively discussed in recent years among international organizations. It was primarily the African famine during the first half of the 1980s that initiated this discussion. Famine was no longer perceived as the inevitable consequence of drought. Instead, many saw the African disaster as the symptom of serious development failures. Had there been better foresight in earlier development, stronger efforts to reduce vulnerability in the populations, and a better preparedness to meet the crisis, it was observed, the devastating effects of the drought could have been prevented. Eventually, a similar perception began to embrace most disasters affecting developing countries. It led to the conclusion that disaster prevention, and the reduction of human vulnerability in particular, must be among the primary goals of development.

Many international aid agencies have also recognised that emergency assistance has little lasting effect if it is not linked to longer-term development. Some agencies even maintain that new development opportunities are created by many disasters, as the physical and social changes produced by traumatic disasters situations often create a climate wherein development changes are more accepted, if not demanded, in the affected communities. Thus, an important idea that has gained influence in the 1980s has been that disaster interventions as far as possible ought to be used as entry points for development assistance.

This is the point of departure for a new book published by the Henry Dunant Institute. The book is entitled *From Disaster Relief to Development*,¹ and is written by representatives of a few National Societies as well as experts outside the Movement. The Institute had asked the authors to draw on their experiences from different countries and bring up for discussion what they considered to be key issues, relevant to Red Cross and Red Crescent Societies. The most important conclusion of the book is that disasters can provide development opportunities both for the disaster victims and the National Societies in the affected countries.

¹ Hagman, G. (editor), Allwood, A., Cutler, P., Kassaye, E., Kesselley, L., Kourmaev, G.A., and Tolstopiatov, B.I., *From Disaster Relief to Development*, HDI Studies on Development, No. 1, Henry Dunant Institute, Geneva, 1988.

1. What do we mean by development?

The meaning of the word “development”, as it is being used in this context, should perhaps be clarified. The international community has recently agreed on a useful definition of the term. This was when the General Assembly of the United Nations, in December 1986, adopted the Declaration on the Right to Development. It was recognised that

development is a comprehensive economic, social, cultural and political process, which aims at the constant improvement of the well-being of the entire population and of all individuals on the basis of their active, free and meaningful participation in development and in the fair distribution of benefits resulting therefrom.²

When, in the following, the term “development” is being used without any further explanation, it thus refers to *the process by which the well-being of individuals and communities is constantly improved*. The focus for this discussion will be the development process which takes place in the most needy communities in the poor countries, in the so-called Third World. Attempts by the Red Cross/Red Crescent to play a facilitating role in this process will be termed “development intervention”, “development assistance” or “development service”.

Within the Red Cross/Red Crescent Movement, some confusion may have been caused in the past by the particular connotations given to the word “development”. In Red Cross parlance a distinction has usually been made between **(i) development of structures, and (ii) development of services**.

Both aspects have been extensively analysed and discussed in the “Strategy for the Development of National Societies in the Eighties” which was adopted at the Movement’s statutory meetings in Manila, 1981.³ While both these terms certainly give name to aspects crucial to a successful evolution of National Red Cross and Red Crescent Societies, they tend to put the organization itself in focus.

The first connotation, “development of structures”, simply labelled “development” on many occasions in the past, clearly refers to the institutional strength and operational capacity of the Red Cross/Red Crescent Society itself (enrolling new members, establishing branches/local chapters, improving management and administration, etc.).

² UN General Assembly, Resolution 41/128 of 4 December 1986. On the occasion, 147 member countries voted in favour of the resolution.

³ *The Strategy for the Development of National Red Cross and Red Crescent Societies in the Eighties*, adopted by the IInd General Assembly of the League and approved by the XXIVth International Conference of the Red Cross, Manila, 1981.

But, even the “services” referred to by the second of these connotations might appear to give more importance to the performance, or the “delivery aspect”, from the organization’s own point of view than to the needs of the communities or individuals who are to benefit.

To avoid confusion in the following text, reference will not be made to these two connotations only as “development”. When these issues are being discussed, attempts will be made to explain clearly what is meant.

2. Development of people

When we discuss how disaster situations can become opportunities for development, we should focus on the most vulnerable individuals’ and communities’ needs in the first place. It seems quite reasonable that these needs should determine what kind of services the National Red Cross or Red Crescent Society in a particular country should provide. This, in turn, may have a bearing on what type of organizational structure is needed, and what kind of external support is required. It must, of course, also be seen in the light of the Movement’s particular mandate, Fundamental Principles, fields of competence and capabilities.

Many aid agencies working directly with poor and vulnerable people in developing countries, including some National Societies within our Movement, have now adopted the community-based approach to development. At the heart of this approach is the experience that appropriate, sustainable development cannot be done *for* people. As development is a process by which the quality of life is constantly improved, the people in the community must be fully involved and be encouraged to take the main responsibility themselves. This is based on the conviction that most human beings are capable of (and have the right to) assuming full responsibility for their own lives, if only the right opportunities are created. Hence the UN Declaration on the Right to Development.

Many maintain that the same philosophy must be kept in mind even when a disaster intervention is being made in a poor and vulnerable community. A disaster in such a context, regardless of its apparent causes, can be perceived as a crisis which disrupts the development process and outstrips people’s capacity to cope. More often than not, this crisis tends to be a long-lasting rather than a short-lived phenomenon. This implies that, in order to become meaningful, a disaster intervention must also be of a longer-term nature, aiming at improving people’s coping capacity and helping them back on the road to self-reliant development. Hence the concept “From Disaster Relief to Development”.

The needs among disaster victims and vulnerable communities can be divided into three main categories: *physical*, *organizational* and *psychological*.⁴

Most relief agencies, perhaps even development organizations, have in the past been preoccupied with the physical needs—tangible things like food, shelter, clothing, medical services, physical environment, etc. Less attention has been paid to people's organizational needs—to deal collectively and in an organized manner with their own disaster and development problems. Even less consideration has been given to the psychological or motivational needs, which have to do with attitudes, values and feelings. All these needs exist, though, but it may be difficult to determine what the real priority needs are in a particular community, unless one goes there and starts a dialogue with the people concerned. Respectful contact and dialogue are thus key factors in the community-based approach to disasters and development.

3. What could be the Movement's role?

The main objective here is not to argue whether or not our Movement should be involved in development, but rather to discuss *how* development services can be provided by the Red Cross/Red Crescent, and, in particular, how disaster response can be transformed so that it has a development impact both on the disaster-stricken communities and on the operating National Societies' services and structures. Some contrasting opinions are being displayed when the possible roles of National Societies and the Movement are being discussed.

Peter Cutler, for instance,⁵ writes extensively about rural disaster problems and development needs but in the event he wonders if the Movement, or at least the League, should not stress the activities where, through long experience, it has a comparative advantage—activities such as disaster preparedness planning, medical care, and the promotion of public health. He is not convinced that National Societies would be able to act professionally in rural development.

A different view is held by Elizabeth Kassaye,⁶ who looks at the reality as it appears in a more or less constantly disastrous situation in a Third World country, in this case Ethiopia. Having seen her Society's rapid expansion in rural services, Kassaye firmly believes that the time has come to reconsider

⁴ See Anderson, Mary B., "A reconceptualization of the linkages between disasters and development", *Disasters/Harvard Supplement*, London, 1985. The concept described by Anderson is the basis for the Harvard International Relief/Development Project, which involves studies among some 30 national and international NGOs.

⁵ *From Disaster Relief to Development*, op. cit. Chapter III.

⁶ *Ibid.*, Chapter V.

and diversify the Movement's approach to disasters. She is convinced that interventions, in her country most often rural, must be of longer-term nature, aiming at strengthening the vulnerable communities own coping capacity—actions which should help the victims to prevent disasters from recurring, in short, development.

In doing so, Kassaye contrasts with some other authors: she puts the needs of the victims and not the existing competence of the organization first. She does this with the conviction that competence can be built up once the organization has understood what the priority needs are and what role the organization needs to play.

However, the most common view seems to be that National Societies, and the League, already provide relevant services and have useful competence, particularly within disaster preparedness and primary health care (PHC), and that these sectors should be extended first of all.

For example, there seems to be no doubt in Linnie Kesselly's mind ⁷ that PHC is a major path to take for National Red Cross and Red Crescent Societies. But she hits on something that has become a stumbling-block to many development workers. This is when she briefly describes the contrasting philosophies of the *generalists*, "who favour what the community perceives as priority", and the *selectionists*, "who prefer to focus on a certain speciality in a project" (i.e. the intervening agency's priority). Kesselly does not seem to think that the generalist and the selectionist approaches need to be in conflict with each other, although "selectionists should be warned", as she puts it, "that PHC constitutes a group of activities to execute either at the same time or progressively but not in isolation or in bits and pieces".

The conclusion here must be that the more narrowly the specialist agency selects its activities and builds up its technical competence, the greater is the risk that it will overlook the community's general needs. The broader the field of interest, the greater the possibility of giving appropriate support to the community. This underscores what has been termed the *programme approach* to development assistance. A development programme involves integrated activities, rather than sectorial ones. A rural development programme, such as the one introduced by a group of Societies in Wollo, Ethiopia, might simultaneously involve activities in health, water supply, agriculture, physical infra-structure, social welfare, education and administrative development over a period of a decade or more. To be involved in such programmes in a fully professional manner may be very different from the short-term involvement in sectorial projects, preferred by most donors.

⁷ *Ibid.*, Chapter VI.

Would it be possible for National Societies to become involved in rural development in a fully professional manner? How could the League Secretariat, the ICRC or the participating Societies in the “North” provide specialist know-how in so many technical sectors? How could the operating National Societies themselves ever afford such professionalism? In the case of the Ethiopian Red Cross, is this Society’s technical expansion in rural development not merely an exception, enabled by extraordinary favourable donor support? Such rhetoric has from time to time been used as arguments against the involvement of the Movement in development.

It is interesting to note that Linnie Kesselly wants to discuss an altogether different role for the National Societies. She does not insist that the Red Cross/Red Crescent needs technical competence in all sectors, as if it would have to carry out all sorts of development work *for* the communities. Instead, Kesselly’s view reflects a new trend among international NGOs involved in development support. It is now commonly suggested that the intervening agency, rather than assuming responsibility as “implementor”, should act as “facilitator” and create the “enabling environment” for development within as well as outside the community.

The constraints that hold back progress are found not only within the community but in the wider context of policies, attitudes, practices and inter-relationships on the part of some governments, donor organizations, specialists, professionals and other groups influencing the life of the community. When things are at their worst, such constraints may amount to no less than human rights violations.

A different type of professionalism may be needed if National Societies assume the facilitating role and start to deal with the enabling environment. Kesselly suggest skills to act at three levels: (a) to promote self-help actions at community level, (b) to establish linkages with other resource agents, and (c) to interpret the needs of the people to government. She calls these roles *facilitator*, *coordinator* and *liaiser*.

To some extent these may be the roles the Salvadorean Red Cross and the ICRC already have assumed among the conflict-affected population in El Salvador. Adela de Allwood ⁸ describes how the two organizations, after years of relief, protection and dissemination work, have changed their assistance towards rehabilitation and development of some 125,000 beneficiaries in El Salvador. Seeds, fertilizers and pesticides have been supplied to the victims of conflict, and the first target was to help stabilise the conditions of 500 rural families in 1987, so that these families should become self-reliant.

⁸ *Ibid.*, Chapter IV.

4. How far can volunteers be used?

When El Salvador's capital city, San Salvador, was struck by earthquake in October 1986, hundreds of Red Cross volunteers were immediately mobilised to assist the disaster victims. De Allwood describes how a large number of volunteers, mostly young people, even came from the interior of the country to join the operation, and many continued to work with the Society for several months. The Salvadorean Red Cross reported that over 9,000 volunteers participated in its relief work after the earthquake, providing about 4.7 million man-hours of service.

It has been convincingly shown in all parts of the world that volunteers can be tremendously useful in Red Cross/Red Crescent emergency operations and other temporary activities.⁹ They are often willing to identify themselves with the organization on such occasions, and give a high, visible profile to the emblem and the National Society. Many take for granted that this voluntary spirit could be maintained and become equally useful in extended development work.

However, it is not clear to what extent and how far volunteers can play a role when a National Society transforms its emergency intervention to longer-term development assistance. One question is whether, and for how long, continuity could be assured if development assistance would depend on voluntary services. It may even be doubtful whether it would be an advantage in the long run to have volunteers with a strong Red Cross or Red Crescent identity carrying out development tasks at community level. It might give the impression that development was implemented under the organization's banner *for* the community and not primarily *by* the community itself.

These issues have been discussed in a series of workshops on community-based development organized by the League for National Societies in east and southern Africa.¹⁰ For several reasons, the participants raised warnings against having longer-term development programmes depending too much on Red Cross volunteers. It was stressed that the volunteer involved in decision-making and implementation must be someone from within the community, identified, selected and maintained by the community itself. In order not to have the identity with his or her own community lost, this person might be called community volunteer or community worker, but not Red Cross volunteer. Experience had shown that community workers identified too strongly as Red

⁹ See Meurant, J., *Red Cross Voluntary Service in Today's Society*, Henry Dunant Institute, Geneva, 1984.

¹⁰ See "Community Based Programmes, Report on the workshop held in Harare, 22-26 July, 1985" (p. 3), League, Geneva, 1985.

Cross volunteers had a tendency to drift away from their own community and consider themselves primarily as Red Cross employees.

It seems that a National Society wanting to support community-based development would need to employ a certain core staff, professionally trained to promote self-help actions at community level. It also appears that further studies are needed on how National Societies could match their voluntary services with professionalism, particularly when the concept “From disaster Relief to Development” is adopted.

5. The importance of organizational development

The need—and the opportunity—to strengthen the capacity of the host National Society in conjunction with a large-scale relief operation must be emphasized. Tolstopiatov and Kourmaev¹¹ observe that the recent large-scale international relief operations among drought victims in Africa also helped to strengthen the operational capacity of some National Societies. They cite the positive influence of relief operations on the Red Cross Societies of Burkina Faso and Mali as good examples.

Similar observations are being made by Cutler, who describes the impetus for change created in the Kenya Red Cross Society by successful famine relief operations during 1979-81. “Thus disasters clearly can stimulate positive changes for the better”, concludes Cutler. He notes a very similar change in the Sudanese Red Crescent after the massive famine relief operation supported by the League in the mid-1980s.

It is also shown that disaster interventions and the resulting good public image helped to develop the National Society in El Salvador, which, like Ethiopia, is a conflict-affected country. Adela De Allwood recalls how the violence of 1979 made necessary urgent services to the injured, displaced persons and refugees. “This attracted international aid and with it the opportunity of accelerated Red Cross expansion. The number of branches quickly grew, reaching 56 early in 1980.”

Disaster assistance—national as well as international—apparently had a considerable impact on the overall development of the National Society in Ethiopia. Elisabeth Kassaye says that a significant growth both structurally and functionally has been seen at branch level after the large famine operation in the 1980s. Red Cross branches which were earlier identified only with ambulance services took the opportunity provided by the massive relief operation of the 1980s to launch huge membership drives. The total membership of the

¹¹ *From Disaster Relief to Development, op. cit.* Chapter II.

Society, which was less than 100,000 before 1985, rose to 300,000 at the end of that year and had reached 750,000 in 1987.

The Ethiopian Red Cross Society, although it exists in one of the poorest countries of the world, has shown that financial self-reliance may not be merely utopian. According to Elizabeth Kassaye, the regional branches of the Ethiopian Red Cross are now self-sufficient with regard to their core costs. «The branches now remit subsidies to the headquarters, which used to subsidize them until two years back.¹²»

However, it can be extremely difficult to build a sustainable, self-reliant and effective organization in a developing country. Furthermore, it seems to be particularly difficult to obtain adequate support for organizational, or «structural», development.

Tolstoptatov and Kourmaev point out that, unfortunately, donor Societies rarely provide resources for the support of the local National Society's structure. Cutler notes that host National Societies are being assisted by donor Societies largely on the basis of *project aid*—by definition short-term and limited in scope. He sees this as a matter of great concern. As a result of an overdependence on short-term projects, particularly following well-publicized disasters, host National Societies can undergo a rapid but short-lived phase of expansion. The lack of solid foundation for sustained growth—which requires a sound administrative structure with a firm financial base—prejudices future operational capacity when the donors cease supporting projects, writes Cutler.

He calls for increased levels of *programme aid* with a much broader and longer-term perspective, and aiming at self-sufficiency of the recipient National Societies. He recommends a greater role for the League Secretariat and the host National Societies in drawing up development programmes, or, as was stressed by the “Strategy for the Eighties”, comprehensive *development plans*. These should encourage the participation of donor Societies on the understanding that their assistance should be tailored to meet the needs of overall development of people as well as the National Society, and should promote self-sufficiency in both.

6. Conclusions

For a long time disaster response has been considered a Red Cross and Red Crescent speciality but, for at least a century, the Movement saw this as a short-term activity which could be disconnected from development. Few, if

¹² Kassaye, Elisabeth, “The Experience of the Ethiopian Red Cross”, *HDI Working Paper No. 12*, Henry Dunant Institute, Geneva, 1987.

any, regarded the Red Cross/Red Crescent as a development agency. In Red Cross parlance “development” was usually understood as the advancement of the organization itself.

Only in the present decade have new perceptions of disasters and their causes begun to lead the Movement towards the apprehension that the predominant disasters, those appearing in the developing countries, cannot be adequately dealt with without regard to development. Obviously, it is only development—the process of constant improvement of the vulnerable populations’ well-being—that can ameliorate the basic conditions and give lasting effects among the vast majority of disaster victims in the world. In most cases a meaningful disaster intervention must therefore have the character of a development intervention and be of a longer-term nature.

To insist that disaster response should remain the Red Cross/Red Crescent speciality, and at the same time accept that adjustments must be made according to contemporary needs and perceptions, may not necessarily cause a paradox.

To keep the main emphasis on disaster response would mean that the Movement should continue to bind itself to the plight of the most vulnerable and needy people. But it would also mean that Red Cross/Red Crescent interventions to assist these people should be sensitive to their particular development needs. Such needs may not be merely physical. There may also be important organizational needs as well as psychological/motivational needs—difficult to determine without close contact and respectful dialogue directly with the people concerned. It would seem that the agency best suited to maintain such contact and dialogue is a local organization. It would seem that National Red Cross or Red Crescent Societies would have the unique potential of meeting this requirement at the same time as being part of the international support system provided by the Movement.

We have seen earlier in this text that disaster interventions can become entry points for development assistance, and it has been demonstrated that development eventually may be boosted as a result. We have also seen that an integrated, longer-term programme approach to development appears to be more suitable than a sectorial, short-term project approach. It has also been argued that, within the Movement, a programme approach must include organizational development along with the evolution of services. All these points seem to be indisputable, although they may not reflect common practice.

There are, however, two major points which seem to require further examination. One is whether the integrated approach to disasters and development necessarily means the merging of a great number of technical sectors, each requiring its particular expertise, seemingly far from affordable to the Red Cross and Red Crescent. There may, in fact, be too much emphasis on physical needs and technical implementation at present, while the Movement and its

National Societies may indeed be much better suited to play the role as facilitator vis-à-vis the vulnerable communities, focusing on the community-based development process and the “enabling environment” referred to earlier in this article. This is probably the most interesting new field to explore.

Another point for further investigation concerns the usefulness of Red Cross or Red Crescent volunteers in longer-term community services. Perhaps too much has been built just on the assumption that these volunteers would be as dependable in development interventions as they have proved to be in emergency relief and other temporary activities. It would seem particularly important to establish the right balance and clarify roles with respect to volunteers and professional staff when National Societies decide to adopt the concept “From Disaster Relief to Development”.

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About the authors

● **Dario L. R. Dantas dos Reis**, President of the Red Cross of Cape Verde since 1982. Born in 1935, he received his secondary education in Cape Verde and Angola and then studied medicine in Lisbon. Assistant Professor at the Lisbon Faculty of Medicine (1973-1981), he has been director of the clinic at the Agostinho Neto Hospital in Praia (Cape Verde) since 1980.

● **Jeanne Egger** joined the ICRC in 1961 working first as a delegate in Zaire and then as assistant head of delegation in Cyprus, head of the “task force” in Angola, Zimbabwe and Southern Africa from 1974 to 1982. Delegate-Adviser for the Swiss Red Cross and the League from 1969 to 1973 to the Red Cross of Burundi and Rwanda. Deputy Head of the Co-operation and Dissemination Division. She is presently in charge of development studies.

● **Dr. Ahmed Abdallah El Sherif** is Secretary General of the Libyan Red Crescent and Vice-President of the League of Red Cross and Red Crescent Societies. Apart from his humanitarian involvement in assistance and protection activities, he contributes to work related to community medicine in general, health economics, organization and management.

● **Gunnar Hagman** has been Head of Development Studies at the Henry Dunant Institute since January 1988. He has worked as a consultant in disaster and development issues with a number of National Societies, the League and the Henry Dunant Institute since 1979.

● **Troels Mikkelsen** is an economist who graduated from the University of Copenhagen (1976). He specialized in development economics and relations between developing and industrialized countries. After acting as an adviser for the United Nations Development Programme in the Caribbean (1977-1980), he joined the Danish Red Cross in 1981 as Head of the International Aid Department. He presently occupies the position of Head of Secretariat with special responsibility for policy and long-term planning.

● **Oscar Ernesto Morales** has been Executive Secretary of the Salvadorean Red Cross since 1985 after having been General Administrator of that Society from 1974 to 1985. He was an environmental health inspector at the Ministry of Health (1964-1969), inspector of co-operatives (1969-1972) and Head of the Development Division at the Foundation for Development and Housing—FUNDASAL—(1972-1974).

● **Luis Nunes**, a Swiss citizen of Angolan origin, Doctor of Political Science from the University of Geneva, has been an officer at the Africa Department within the Secretariat of the League of Red Cross and Red Crescent Societies since 1984. Formerly he was a professor at the University of Luanda (Angola), Secretary General of the Angola Red Cross (1975-1978), Deputy Professor at the University of Geneva (1979-1982) and consultant to the League and the ICRC for development questions (1982-1983).

● **Major Ali Hassan Quoreshi** (retd) has been the Secretary General of the Bangladesh Red Crescent Society since 1976. He shows a keen interest in all matters relating to development, both nationally and internationally and has attended a number of seminars, workshops and conferences on the subject. Major Quoreshi is one of the Vice-Chairmen of the Development Commission of the General Assembly of the League of Red Cross and Red Crescent Societies.

● **Yves Sandoz**, Doctor of Laws from the University of Neuchâtel (1974), has carried out several missions for the ICRC (Nigeria, Biafra, Israel, Bangladesh, the People's Democratic Republic of Yemen, etc.) before joining the Legal Division at the ICRC in 1975. He is presently Deputy Director and Head of the Principles and Law Department at the ICRC.

● **Nicolas Vescey**, bachelor of law, has been working with the Tracing Central Agency of ICRC for 32 years. He is now the Deputy Head of the Agency. He is particularly in charge of the harmonization of principles and methods in the field of tracing and of the development of relationships with National Societies in that field.

● **Red Cross of Yugoslavia.**

Three new members of the ICRC

During its latest meeting, on 4 and 5 May, the Assembly of the International Committee of the Red Cross appointed three new members to the Committee. The new members, Ms. Suzy Bruschweiler, Mr. Jacques Forster and Mr. Pierre Languetin, will take up their duties on 1 June next. These appointments bring membership of the ICRC, which is composed exclusively of Swiss citizens, to a total of 24.

Ms. Suzy Bruschweiler, born in 1947 and originally from Salmsach, Thurgau, lives in Blonay, Vaud. She completed primary and secondary school in Kuesnacht, Zurich, and obtained a diploma from the School of Commerce in Châtel-St-Denis. She later obtained a nursing diploma and a teaching diploma from the ESEI (School of Advanced Nursing Education) and, lastly, a further education certificate from the Faculty of Law and Economics of the University of Neuchâtel. Since 1984 Ms. Bruschweiler has been Director of the Bois-Cerf Nursing School in Lausanne and President of the Swiss Association of Nursing School Directors. She also teaches at the College of Nursing in Aarau.

Mr. Jacques Forster, born in 1940 and originally from Cerlier, Bern, lives in Hauterive, Neuchâtel. Mr. Forster studied economics at the University of Neuchâtel. He is Doctor of Economics. From 1972 to 1977, he worked at the Office for Development Co-operation and Humanitarian Aid of the Federal Department of Foreign Affairs in Bern, where he headed the Latin America Service. Since 1980 he has been Director of the Institute of Development Studies (IDS) in Geneva.

Mr. Pierre Languetin, born in 1923 and originally from Lignerolle, Vaud, lives in Bern. He holds a degree in economics and social studies from the University of Lausanne. He entered government service in 1955, in the Commerce Division of the Federal Department of Public Economy, and in 1966 was appointed Delegate of the Federal Council for Trade Negotiations, and Ambassador. In 1976 he became a member

of the Governing Board of the Swiss National Bank, and between 1985 and 1988 was the Bank's President. He was also a member of the Board of Directors of the Bank for International Settlements in Basel. Mr. Languetin holds an honorary doctorate from the University of Lausanne.

ICRC Director General announces departure

Mr. Jacques Moreillon has informed the International Committee of the Red Cross of his intention to leave his present position as Director General on 31 October 1988 to take up the post of Secretary General of the World Organization of the Scout Movement.

Jacques Moreillon holds a Master's degree in law and a Ph. D. in political science. He began his association with the ICRC in 1963 while writing a thesis on "The ICRC and political detainees". Since then, he has carried out over 200 missions in some 70 countries on behalf of the Institution. In particular, he served as a delegate in India and Vietnam; Head of Delegation in Syria (1967) and in Israel (1969-1970); Regional Delegate in South America; and Delegate General for Africa. Since 1975 he has held the posts of Director of the Principles and Law Department, Director for General Affairs and, finally, Director General.

The ICRC expresses its regrets about Mr. Moreillon's departure and has conveyed to him its profound gratitude for the devotion and talent with which he has served the cause of the Red Cross during the last 25 years. It is a cause that he will no doubt continue to serve; at least indirectly. "In choosing the scouts, I am abandoning nothing of my Red Cross ideal", J. Moreillon stated, "I will have dedicated 25 years of my life to trying to heal the wounds of conflict victims; perhaps by preparing the leaders of tomorrow, I will contribute to the eradication of those conflicts and the wounds they create".

In one of its forthcoming issues, the *Review* will be publishing Mr. Moreillon's personal thoughts inspired by 25 years of service at the ICRC.

ICRC President visits Cuba

ICRC President Cornelio Sommaruga paid an official visit to Cuba in mid-April at the invitation of the Cuban Government.

President Sommaruga was able to discuss a number of international humanitarian issues during a two-hour meeting with the Cuban leader, Fidel Castro. He had similar talks with several members of the State Council and Government, and met with the President, Secretary General and staff of the Cuban Red Cross.

At a news conference held in Havana at the end of his three-day visit, Mr. Sommaruga announced that the ICRC had for the first time received permission to visit people detained for reasons of state security in Cuban prisons according to standard ICRC procedures.

He also stated that Cuba had agreed to become party to Protocol II additional to the Geneva Conventions which covers the protection of victims of non-international armed conflicts. Cuba became party to Protocol I, relating to the protection of victims of international armed conflicts, in 1982.

Government officials, and particularly the Cuban President, all expressed their gratitude for the ICRC's visits to two Cuban pilots captured in Angola earlier in the year, and for its assistance over the past ten years to a Cuban soldier held in Somalia.

The dissemination of international humanitarian law in Cuba was also discussed.

Federal Councillor Elisabeth Kopp visits the ICRC

On 6 May 1988 Mrs. Elisabeth Kopp, Head of the Swiss Federal Department of Justice and Police, visited the International Committee of the Red Cross, where she was received by the President of the Institution, Mr. Cornelio Sommaruga.

The ICRC President took this opportunity to thank the Federal Council for its traditional support for the ICRC and went on to give Mrs. Kopp a broad review of the ICRC's operations, particularly in certain trouble spots of the world.

Mrs. Kopp then visited the Central Tracing Agency where some 60 million cards are stored, bearing the names of prisoners of war and other persons who have been the object of tracing enquiries since 1870.

For this general fact-finding visit to the ICRC Mrs. Kopp was accompanied by Mr. Samuel Burkhardt, Secretary General of her Department, and by Mr. Peter Arbenz, Delegate of the Federal Council for Refugee Affairs.

*EXTERNAL ACTIVITIES**March-April 1988***Africa****Ethiopia**

During the period under review no solution had yet been found to the difficulties encountered by the ICRC in carrying out its relief operations for the civilian victims of the conflict and drought. The circulation of convoys became increasingly difficult, most of them being held up for reasons that could not be justified by the military situation alone. In March relief distributions had to be suspended because the regional warehouses were empty.

On 7 April the Ethiopian authorities informed the ICRC that its delegates were to leave Eritrea and Tigray. In view of its humanitarian responsibility *vis-à-vis* the population of both provinces, the ICRC requested the Ethiopian Government that same day to reconsider its decision and to enable it to continue its assistance programmes for the civilians most affected by the drought and conflict. The ICRC's efforts were to no avail, however, and in mid-April all the delegates based in Eritrea and Tigray withdrew to Addis Ababa.

Uganda

Several teams of ICRC delegates travelled to the north of the country to assess the situation of the civilian population there. They went to Soroti, Gulu, Lira and Kitgum, and to Kotido and Kaabong in Karamoja Province.

ICRC delegates also continued visiting places of detention both in the capital (Luzira Upper, Luzira Remand, Murchison Bay) and outside Kampala (Kiburara camp).

Benin

From 11 to 29 April, a team of ICRC delegates went to all the places of detention in the country, where they visited some 150 security detainees, in accordance with the ICRC's customary criteria.

Angola

ICRC activities on the Planalto, which had resumed on 22 February, continued during the period under review. In Huambo Province, food distributions were carried out and three nutritional rehabilitation centres remained open around Huambo to care for some 750 malnourished children. The ICRC delegates also made a number of surveys in the provinces of Bié and Cuando Cubango.

Mozambique

Once the ICRC's plans of action had been approved by all parties concerned, the delegates were able to resume their activities for the civilian population, starting in Sofala Province. Flights to the province began on 23 April. After an initial series of surveys, convoys of food and other relief items were organized to various locations in the province and distributed to the population in need.

Asia**Afghan Conflict***Afghanistan*

In March and April, a team of ICRC delegates continued their visit to the section of the Pul-I-Charki prison administered by the Ministry of the Interior. Some of the prisoners visited wrote Red Cross messages for their families.

The activities of the orthopaedic centre in Kabul have grown since early 1988 to meet large-scale needs. By the end of April, 300 patients had been registered for treatment. Since January, a total of 422 pairs of crutches have been distributed and in April the first patients were fitted with prostheses.

Finally, the ICRC continued preparatory work on the surgical hospital in Kabul; renovation of the building chosen (the Kabul war-surgery hospital) began at the end of March.

Pakistan

ICRC delegates made three visits to three groups of people detained by Afghan opposition movements on the Afghan-Pakistan border. At the same time, it intensified negotiations with opposition groups to gain access to all their prisoners.

The ICRC hospitals in Peshawar and Quetta had a high occupancy rate in March and April (80% and 90% respectively) with a total of 584 wounded people being admitted.

Kampuchean Conflict

The ICRC continued its work to improve protection and security for the approximately 300,000 displaced Khmer and Vietnamese civilians on the Khmer-Thai border and its efforts to gain access to all persons detained in connection with the conflict. In March and April, the three surgical teams at the ICRC's Khao-I-Dang hospital operated on 361 Khmer and Vietnamese patients. ICRC tracing services handled 1,600 enquiries from Khmer and Vietnamese seeking relatives on the border and abroad. The ICRC also forwarded over 3,400 letters between the camps.

Indonesia

In April, the ICRC made a fresh visit to people detained in connection with the situation in East Timor. Delegates had access, in accordance with the institution's criteria, to 46 detainees at three places in Jakarta and Dili.

Philippines

During March and April, the ICRC continued its traditional activities. In Metro Manila and in the provinces, delegates visited people detained in connection with insurgency-related incidents or following attempted coups. The ICRC also continued its relief and medical assistance programme for persons displaced on account of the events (about 33,800 people were assisted, most of them on the island of Mindanao) and continued spreading knowledge of international humanitarian law and the Movement's Fundamental Principles.

Europe and North America

United Kingdom

In March, ICRC delegates, including two doctors, carried out a fresh series of visits to places of detention in Northern Ireland. They spent three weeks at the Maze, Magilligan, Belfast and Maghaberry prisons which hold some 1,800 detainees.

Canada

Cornelio Sommaruga, the ICRC's President, visited the Canadian cities of Ottawa and Montreal from 20 to 24 March. There he had talks with the authorities, including Prime Minister Brian Mulroney, with leading members of the National Society and with officials of the Canadian International Development Agency. Among the topics under discussion were various ICRC operations, the ICRC's financial needs and how the question of Canadian ratification of the 1977 Additional Protocols was proceeding.

Latin America

Guatemala

The ICRC delegation in Guatemala, which was opened in January, conducted several surveys to determine the situation of the civilian population in the departments of El Quiche, Alta Verapaz and Huehuetenango. In some places, initial distributions of blankets and basic medical supplies were made.

The delegate-general for Latin America went to Guatemala from 18 to 22 April where he discussed the situation in the country with government authorities.

Panama

A delegate based in San José, Costa Rica, made three trips to Panama to monitor the situation there. He had talks with government representatives and the President of the National Society. His missions to the country made it possible to take steps to strengthen the operational capacity of the Red Cross Society of Panama, institute a programme to spread knowledge of international humanitarian law and

convey to the authorities the ICRC's availability should the situation deteriorate.

Cuba/Haiti

On 23 March, 67 Haitian nationals wishing to return to Haiti were repatriated from Cuba under the auspices of the ICRC with the co-operation of the Cuban and Haitian National Societies.

Other activities

The ICRC visited security detainees in *Chile*, *Colombia* (ending the series of visits begun in December to 21 prisons in Bogotá and other regions of the country), *Nicaragua* (six regional prisons and the Tipitapa prison in Managua), *Paraguay* (five prisons and police-administered centres in Asunción), *Peru* (prisons in Lima and elsewhere, including Ayacucho which had not been visited for over a year) and *El Salvador*.

Programmes were continued to assist the civilian population of *Nicaragua* and *El Salvador*. In addition to its medical and sanitation programmes in El Salvador, the ICRC once again conducted *ad hoc* distributions of beans and cooking oil to compensate for poor harvests due to the drought at the end of 1987. It also launched a new agricultural programme (maize seed, fertilizer and insecticides) in April which is intended to benefit some 1,000 families.

Visits were made to *Mexico*, *the Dominican Republic* and *Uruguay* to foster relations between the regional delegations and the authorities and National Societies for those countries.

Middle East

Iran/Iraq Conflict

The "war of the cities" resumed on 28 February and the ICRC, after making vigorous representations to the governments of the two countries involved, put out a press release on 10 March in which it denounced the bombing of civilian areas as a "very grave violation of the essential rules of international humanitarian law". An attack with chemical weapons in the Iraqi province of Sulaymaniyeh prompted the ICRC to issue a second press release on 23 March entitled "The ICRC condemns the use of chemical weapons".

On 8 April, following a survey to assess needs in Iranian camps for displaced Iraqi civilians, the ICRC made a special appeal to 24 National Societies in order to be able to bring the necessary assistance to the civilian victims both of the war of the cities and of chemical attacks.

A visit to the Mossul camps carried out from 5 to 10 March completed the first series of visits to Iranian prisoners of war interned in Iraq; the second series began on 2 April and ended on 5 May.

Israel and the occupied territories

The events which since 9 December 1987 have been affecting the territories occupied by Israel continued. The ICRC delegation in Israel was therefore restructured and its staff increased in order to improve its capacity to discharge its protection and assistance mandate.

The delegates visited more than 5,200 residents of the occupied territories arrested in connection with the events. The delegation was particularly concerned about the conditions of detention of the some 1,700 administrative detainees. The ICRC also pursued its traditional activities in the area of detention, making a total of 26 visits in March and April to Israeli prisons and two police stations.

The ICRC doctor and two nurses continued their visits to hospitals in which the injured are treated. Support in the form of ambulances and first-aid courses for ambulance attendants was given to local branches of the Red Crescent. The delegates also continued their regular visits to towns, villages and camps in the occupied territories, especially in places under curfew. Thanks to these visits a number of pressing human problems could be solved.

The ICRC has on several occasions expressed its concern to the authorities about the measures taken to put down the disturbances in the occupied territories. In many cases, these measures constitute grave violations of the Fourth Convention: expulsion of residents of the occupied territories, destruction of houses and other collective punishments, disproportionate use of firearms and the use of tear gas inside dwellings. In order to lend force to these approaches and to discuss the ICRC's viewpoint at the highest level, Mr. André Pasquier, the ICRC Director of Operations, went to Israel from 26 to 29 April.

IN THE RED CROSS AND RED CRESCENT WORLD

125th ANNIVERSARY OF THE INTERNATIONAL RED CROSS AND RED CRESCENT MOVEMENT

World Red Cross and Red Crescent Day 1988

JOINT MESSAGE OF THE LEAGUE OF RED CROSS
AND RED CRESCENT SOCIETIES
AND THE INTERNATIONAL COMMITTEE OF THE RED CROSS

This year marks the 125th Anniversary of the beginning of *a worldwide movement* prompted by the publication of *a Book* entitled "A Memory of Solferino" by *a man* (Henry Dunant), whose ideas were taken up by *a private group* (the Geneva Public Welfare Society) of *a small canton* (Geneva) in what was—and still is—*a small country* (Switzerland). Today, 146 countries have either a Red Cross or a Red Crescent Society and the full membership of the Movement is estimated to be more than 250 million people.

Born on the battlefield of Solferino, Dunant's essentially simple idea was that the dignity of people must be respected at all times—even in war. As a result of his vision and determination, there have been two significant developments: first, the Geneva Conventions—by which governments pledge themselves to respect and protect victims of armed conflict—and secondly the establishment of a worldwide neutral movement united by its commitment to the basic principle of people helping people.

Each year on 8 May the birthday of Henry Dunant is celebrated throughout the world as World Red Cross and Red Crescent Day. In its 125th anniversary year the Movement has adopted the slogan "125 Years at Work... and still developing". The growth of the Movement and the scope of the activities resulting from its concern for the victims of conflict and disaster—whether personal, local, national or international—have meant a new life for many people worldwide.

The term "development" can mean many things. For the Red Cross, it can be reduced to two basic ideas. The first is the continuing development of the

Movement itself. The second is constant vigilance to ensure that the assistance which it offers is adequate—neither excessive nor insufficient, and in no sense creating a state of individual or communal dependence—and, above all, impartial. These two simple principles have been responsible for bringing about a change from strictly emergency aid to programmes designed to attack the root causes of continuing disasters.

Immediate assistance to the victims of conflicts and natural disasters will of course remain a primary obligation for the Movement, but attempts to find durable solutions fully independent of any political pressure and with the participation of local populations must continue and indeed grow. Only in this way can the long-term goals of the Red Cross and Red Crescent be achieved. The Movement still has a lot of growing to do both in size and, even more, in understanding its own potential. For this to be achieved it needs a great increase in public interest and support in every country.

Statutory meetings in Geneva

The XXIst session of the Executive Council of the League of Red Cross and Red Crescent Societies took place in Geneva on 21 and 22 April 1988 under the chairmanship of League President Mario Villarroel.

The delegates heard a report by the Secretary General, Mr. Pär Stenbäck, on the activities of the League Secretariat since November 1987.

Among the Council's major decisions were the provisional admission to the League of the Red Cross of Chad, 146th member of the federation (see below), and the creation of a nine-member commission with a mandate to review the "Strategy for the Development of National Societies in the Eighties", adopted in 1981 by the Twenty-fourth International Conference of the Red Cross, and to draw up development guidelines for the coming decade.

After reviewing the progress of Red Cross and Red Crescent National Society action against AIDS, the Council voted to address a statement to the World Health Assembly voicing support for the WHO Global Programme on Aids and reiterating the commitment of the League and the National Societies to preventive measures, assistance for AIDS victims, and co-operation with all those involved in combating the pandemic.

The Commission on the Red Cross, Red Crescent and Peace, reporting to the Council, detailed plans to devote its next meeting, due to take place in the

USSR from 10-15 October, to the theme "Information, dissemination and peace", and described progress in the organization of a worldwide campaign for the protection of war victims.

Lastly, Mr. Koichi Watanabe, Director General of International Relations of the Japanese Red Cross, was appointed League Under Secretary General in charge of Operations.

The Executive Council meeting was preceded by meetings of the bureaux of the League's advisory Commissions (Health and Community Services, Youth, Disaster Relief and Development), the League's Finance Commission, the Commission on the Red Cross, Red Crescent and Peace, and the League Working Group on the Revision of the ICRC-League Agreement. The Standing Commission of the Red Cross and Red Crescent met on 20 April. Lastly, an information meeting took place at the ICRC for the delegates of the National Societies present.

Recognition of the Red Cross of Chad

Geneva, 6 June 1988

To the Central Committees of the National Red Cross
and Red Crescent Societies

LADIES AND GENTLEMEN,

We have the honour to inform you of the official recognition of the Red Cross of Chad by the International Committee of the Red Cross. This recognition, which took effect on 15 April 1988, brings to 146 the number of National Societies members of the International Red Cross and Red Crescent Movement.

The new Society officially applied for recognition by the International Committee of the Red Cross on 1 March 1988. In support of its application it forwarded various documents, including a report on its activities, the text of its Statutes, and a copy of Ministerial Decree No. 134 of 1 June 1983 whereby the Red Cross of Chad is recognized by the Government as a voluntary aid society auxiliary to the public authorities in accordance with the provisions of the First Geneva Convention of 1949.

These documents, which were examined jointly by the International Committee and the Secretariat of the League of Red Cross and Red Crescent Societies, showed that the ten conditions for the recognition of a new National Society by the International Committee may be considered as fulfilled.

The International Committee and the League have observed the activities of the Red Cross of Chad for several years, and representatives of the two institutions have ascertained that the Red Cross of Chad is set up in conformity with the Fundamental Principles of our Movement. It has local branches in the major urban centres and is developing its activities in several fields: training first-aid workers, improving health conditions, and disseminating knowledge of the Fundamental Principles of the Movement among the population, especially young people.

The Government of Chad acceded to the 1949 Geneva Conventions on 5 August 1970.

The Society is presided over by Mr. Abderahman Dadi. Its headquarters is in N'Djamena.

The International Committee of the Red Cross has pleasure in welcoming the Red Cross of Chad to membership of the International Red Cross and Red Crescent Movement, in accrediting it and commending it, by this circular, to all other National Societies, and in expressing sincere good wishes for its future and for the success of its humanitarian work.

FOR THE INTERNATIONAL COMMITTEE
OF THE RED CROSS
Cornelio Sommaruga
President

JOINT COMMISSION OF THE EMPRESS SHÔKEN FUND

CIRCULAR No. 79

Geneva, 11 April 1988

Sixty-seventh distribution of income

The Joint Commission entrusted with the distribution of the income of the Empress Shôken Fund met in Geneva on 18 March 1988. The Japanese Red Cross Society was represented by the Ambassador and Permanent Representative of Japan in Geneva, His Excellency, Mr. Yoshio Hatano.

The Commission noted the statement of accounts and the situation of the Fund as at 31 December 1987 and confirmed that the balance available amounted to 306 094.35 Swiss francs.

In examining the 26 applications, the Joint Commission reviewed the experiences of the past few years. The Commission noted that the following criteria which it had established were still valid:

- a. to restrict the number of allocations and thereby increasing the allocations so as to permit the beneficiary National Societies to implement the plans envisaged;
- b. to uphold only those from developing National Societies unable to have their projects financed otherwise and, among such Societies, whenever feasible those which have hitherto benefited least from assistance from the Empress Shôken Fund;
- c. to refrain from considering the requests from National Societies which have received allocations in the past and which have not conformed to the requirements under Article 7 of the Regulations according to which the beneficiary National Societies are expected to submit a detailed report on the use of the allocations received.

The Joint Commission furthermore decided that:

- d. in the event of an allocation the Secretariat of the Joint Commission will decide whether purchase arrangements will be made by the League's Logistics Service or directly by the beneficiary Society.
- e. if the item(s) requested is (are) immediately available on the local market or can be manufactured locally, the National Society shall submit to the Joint Commission an original offer or *proforma* invoice, established in English, French or Spanish and indicating a reliable date of delivery. In accordance with internationally accepted business rules the Joint Commission will transfer 50% of the indicated price to enable the National Society to place the order. The balance will be transferred only upon receipt of the seller's or manufacturer's delivery form and of the final invoice on which the initial down payment is duly entered.
- f. if the goods are to be imported from abroad, the League's Logistics Service will handle all purchase and shipping arrangements. The beneficiary Society may wish to communicate to the Joint Commission the name and full address of its shipping agent.
- g. allocations remaining unclaimed or unused after twelve months will be withdrawn and added to the amount available for the next distribution.

Twenty-six National Societies submitted requests for allocations from the 67th distribution of income and the Joint Commission decided to make the following grants based on the above-mentioned criteria:

		<i>Swiss francs</i>
1)	Barbados Red Cross Society	
	1 Nine-seater van for First Aid Service and "Meals on Wheels" Programme	22,000
2)	Bolivian Red Cross	
	1 Ambulance, double traction, for Disaster Preparedness and Medical Services	38,000
3)	Red Cross of Cape Verde	
	1 "Peugeot 505 GLD" car for First Aid teams on the island of Santiago	30,000
4)	Red Crescent Society of Djibouti	
	1 Ambulance type "Toyota Land Cruiser" for the dispensary at Djibouti	38,000
5)	Hellenic Red Cross	
	Medical and nursing material for the Health and Social Welfare Programme	15,000

- | | |
|---|--------|
| 6) Papua New Guinea Red Cross Society | |
| 1 Ten-seater bus type "Nissan G20" for the Youth Red Cross Development Programme | 20,000 |
| 7) Senegalese Red Cross Society | |
| 1 Diesel 4 WD "Pajero" for the supervision of medico-social activities | 38,000 |
| 8) The Solomon Islands Red Cross | |
| Clothing, cooking utensils, food, bush knives and axes for distribution by the Red Cross General Welfare Services | 10,000 |
| 9) Syrian Arab Red Crescent | |
| 1 Fifteen-seater bus for the Red Crescent Hospital at Aleppo | 30,000 |
| 10) Tanzania Red Cross National Society | |
| 1 Four-wheel-drive vehicle for the AIDS Control Programme | 35,000 |
| 11) The Thai Red Cross Society | |
| 1 Six-wheeled water tank, 4,000 litres, for the Disaster Relief Services | 30,000 |

The Joint Commission decided that the unused balance of 94.35 Swiss francs will be added to the income available for the 68th Distribution.

Pursuant to the Fund's regulations, each beneficiary Society must submit to the Joint Commission a report on results achieved in using the equipment purchased with the grant. The Joint Commission requests that these descriptive reports be sent not later than twelve months after receiving the allocation, accompanied, if possible, by photographs illustrating the activities carried out as part of the project financed with the allocation.

The report should show whether the allocation has enabled the Society to implement the programme, and whether the programme has in fact met the needs of the population, so that the Joint Commission is in a position to form an opinion on results achieved.

The Joint Commission reminds beneficiaries of Article 6 of the Regulations which prohibits the assigning of the grant for purposes other than those specified without the previous consent of the Joint Commission.

68th Distribution — 1989

In accordance with the regulations, the 1988 income will be distributed in 1989. To facilitate National Societies to make applications in conformity with

the Regulations, the Joint Commission will send in the near future model application forms to all National Societies. Requests for allocation must be submitted to the Secretariat of the Joint Commission before 31 December 1988.

For the Joint Commission

*International Committee
of the Red Cross*

Mr. M. Aubert (Chairman)
Mr. M. Martin
Mr. S. Nessi

*League of Red Cross and
Red Crescent Societies*

Mr. P. Stenbäck
Mr. B. Bergman
Mr. P. Tischhauser (Secretary)

Accession of the State of Qatar to Protocol I

On 5 April 1988 the State of Qatar acceded to Protocol I additional to the Geneva Conventions of 1949, and relating to the protection of victims of international armed conflicts, adopted in Geneva on 8 June 1977.

The said instrument contained the following declaration: "*This accession shall in no way imply recognition of Israel by the State of Qatar nor agreement to establish any relations whatsoever with it*".

Pursuant to its provisions, Protocol I will come into force for the State of Qatar on 5 October 1988.

The State of Qatar is the 75th State to become party to Protocol I.

In its **July-August 1988** issue, the *International Review of the Red Cross* will deal with the following subject:

REFUGEES AND CONFLICT SITUATIONS

with articles from the United Nations High Commissioner for Refugees, from the President of the International Institute of Humanitarian Law (San Remo), from a member of the Legal Division of the International Committee of the Red Cross and from a Professor of Law at Chulalongkorn University, Bangkok.

BOOKS AND REVIEWS

THE TREATMENT OF PRISONERS UNDER INTERNATIONAL LAW

This is an excellent book* which will be of great service to both human rights and humanitarian lawyers, as well as to all other persons involved with the detention of persons. The book examines not only all the international law that is applicable to detained persons, including international humanitarian law, but also actions taken by the United Nations and other international bodies.

The ambit of the book is wide in that it studies a variety of relevant questions, which include, apart from the actual treatment of persons in detention, the whole problem of torture and other ill-treatment, the death penalty, disappearances, arbitrary arrest and detention, and codes of ethics for different professions in order to avoid abuses. In relation to each subject, the author gives a résumé of the background to the law or action taken, an overview of the relevant case-law, and a consideration of the implementation of the law, including the legal consequences of its violation.

The only slight drawback is that specialists might find some chapters a little brief, and some subjects are excluded, such as border-line cases of ill-treatment of difficult prisoners by prison officials (the subject of much case-law under the European Convention on Human Rights), the deportation of persons to countries where they will receive the death penalty or ill-treatment, and the phenomenon of death-row. These are, however, minor gaps, and the book is otherwise very thorough.

The book is remarkable in that it is not only very rich in information and discussion on the issues, but is also written in a style which is clear, concise and enjoyable to read. The book is clearly laid out, with a summary at the end of each chapter, and includes at the end as annexes a number of useful documents which are not always easily available.

Louise Doswald-Beck

* Nigel Rodley, *The Treatment of Prisoners under International Law*, 1987, Oxford University Press, xxii + 374 pages.

JOURNAL OF PEACE RESEARCH
Special issue on humanitarian law of armed conflict

It might seem paradoxical for a journal devoted to peace research to have a special issue* on humanitarian law (also known as the law of armed conflict or the law of war). At the same time those who fear over-involvement of the Red Cross and Red Crescent Movement in the issue of Peace might react warily to such a publication. Happily sceptics on all sides can relax: this valuable work not only shows the relevance of International Humanitarian Law (IHL) to peace and other major issues of contemporary international relations, it also explains the possibilities for and limits on Red Cross and Red Crescent action.

However this special journal is also much more: not only does it provide a good introduction to IHL and the work of the International Committee of the Red Cross (ICRC), but it also contains articles which will be of interest to individuals already familiar with these subjects. In achieving all this, the editors and contributing authors are to be congratulated.

The journal is divided into two main sections, one dealing with IHL, the other with humanitarian action. The majority of the authors are Red Cross officials, primarily from the ICRC. This gives these essays a certain credence since the authors are actual practitioners rather than mere theorists. The topics addressed are diverse, and generally the quality of the essays is high.

Each article has a headnote which summarizes its central points. All the articles are concise, yet cover the essential material. Footnotes are not too extensive and useful references follow each piece.

This is not to say that the essays are without controversy and how boring it would be if they were! For example, in a pithy piece on contemporary challenges to humanitarian law, *Jacques Moreillon* implies that those who criticise the absolute prohibition of reprisals against the civilian population, in Additional Protocol I 1977 (Article 51(6)), place greater importance on political or strategic interests than humanitarian necessities. Perhaps. Yet given the existing international legal system, with its lack of a central law enforcement agency, those who question this absolute prohibition of reprisals could be forgiven for also querying whether as Mr. Moreillon observes, humanitarian law is based on realism as well as humanity.

Jacques Meurant's comprehensive discourse on the nature and evolution of IHL concludes by asking whether humanitarian law is not simply common sense. In certain respects, Dr. Meurant is certainly correct. However a note of caution might be needed here since some armed forces have used the argument that they do not need to have regular instruction on the law of armed conflict because after all, it is simply common sense.

Ove Bring, legal adviser to the Swedish Ministry of Foreign Affairs, demonstrates the close connection between certain parts of humanitarian law and

* Journal of Peace Research—Special issue on Humanitarian Law of Armed Conflict (Guest editors: Jan Egeland, Henry Dunant Institute; Yves Sandoz and Louise Doswald-Beck, ICRC), Vol. 24, No. 3, September 1987, Norwegian University Press.

arms control and suggests that their relationship should be explored, remarking that humanitarian regulations can serve as a “confidence building starting point” for disarmament measures. On the other hand, in their article on the frontiers of IHL, *Professor Allan Rosas and Pär Stenbäck* recommend that the direct links between humanitarian law and disarmament should not be strengthened further and that a human rights perspective on humanitarian law should be adopted. Messrs. Rosas and Stenbäck also suggest that the International Red Cross and Red Crescent Movement must define more clearly its own position on humanitarian law, human rights, peace and disarmament. Whereas there is a great deal of merit in these views, one might also reflect that the International Red Cross and Red Crescent Movement must be careful not to let its own agenda be set by others, such as the UN General Assembly, and that the Movement should remain primarily concerned with its special role and interest in humanitarian law, which itself must not become too enmeshed in areas where norms are more nebulous and open to politicization.

David Weissbrodt, in his article on the role of non-governmental organizations (NGOs), quite rightly shows that concern for respect for humanitarian standards in armed conflicts is not the exclusive preserve of the ICRC and suggests how NGOs could improve their use of IHL. One could observe that it might also be useful for the NGOs concerned to help promote, where necessary, ratification of the 1977 Additional Protocols—there being something in it for them and for all concerned with enhancing the protection of human beings.

Louise Doswald-Beck and *Olivier Dür* expertly address two of the most important topics in the theory and practice of IHL: respectively, the protection of civilians and the fundamental question of the applicability of IHL. *Yves Sandoz*'s excellent appraisal of the realities and limits of the Red Cross's contribution to peace will add to anyone's understanding of the Movement and its unique qualities. Similarly *Jean-Luc Blondel* gives an admirably succinct overview of the role of the ICRC in conflict situations, the constraints on its activities and some of the difficult questions it must face. *Laurent Nicole* explains deftly the work of the ICRC in trying to prevent the use of torture. The journal ends with short reviews by various experts of the most important recent publications in the field of IHL.

Those inside and outside the International Red Cross and Red Crescent Movement will find this Journal to be good value. Several of the articles emphasise the importance of disseminating knowledge of IHL, and the Journal itself is a successful tool towards this end. Indeed it may become a model for special issues of other publications, thus helping to introduce IHL and the Red Cross and Red Crescent to different specialized audiences in various parts of the world.

Michael A. Meyer

PUBLICATIONS RECEIVED

Under this new heading, the *Review* lists recent publications which may interest readers, particularly for research purposes. All the publications are available at the ICRC library, and selected works will be reviewed in future issues.

● **Bailey, Sidney D.**, *War and conscience in the Nuclear Age*, The Macmillan Press Ltd, Houndmills, Basingstoke, Hampshire, 1987, XVIII, 210 p. Index (in English)

This book traces the sources of international humanitarian law in Christian ethics and international law and analyses three channels for putting it into effect in contemporary conditions: the International Red Cross and Red Crescent Movement, the human rights machinery of the United Nations, and arms control and disarmament.

● **Detter de Lupis, Ingrid**, *The law of war*, Cambridge University press, 1987, XX, 411 p. (in English)

This work gives a detailed analysis of vital developments in the restriction of weaponry and the humane treatment of individuals in conflict situations. Emphasis is laid on the position of liberation and guerrilla movements in modern warfare.

● **Rodley, Nigel S.**, *The Treatment of Prisoners under International Law*, Oxford University Press, 1987, XXII, 374 p. (in English) (see abstract p. 308).

● *Essays on the concept of a "Right to Live" in memory of Yougindra Kushalani*, Daniel Prémont (General Editor), Mary Tom (Editor), Paul Mayenzet (Co-ordinator), Association of International Consultants on Human Rights, Bruylant, Brussels, 1988, 324 p. (bilingual English/French)

Eminent specialists study the concept of a "right to live" as seen by the Indian jurist, the late Yougindra Kushalani, from a progressive viewpoint conducive to the guarantee of better living conditions for the population of the world.

● *From disaster relief to development*, by **Gunnar Hagman** (editor), Adela de Allwood, Peter Cutler, Elizabeth Kassaye, Linnie Kessely, Gafour A. Kourmaev and Boris I. Tolstopiatov, HDI Studies on Development No. 1, 1988, Henry Dunant Institute, Geneva, 1988, 186 p. (In *English*—To be published in *French, Spanish and Arabic*). Copies available from the Henry Dunant Institute (10 Swiss francs)

Disasters can provide development opportunities—this is the conclusion of this book. Seven authors from within as well as outside the Red Cross/Red Crescent give their views, based on experience in Africa, Europe and Latin America, on how the Movement's response to disaster can boost development both for the disaster victims and for the National Societies in the countries concerned.

● **Servais, Olivier**, *Le médecin militaire et les Conventions de Genève*, International Committee of Military Medicine and Pharmacy, Liège, 1987, VI, 127 p. Index (in *French*—To be published in *English*)

The aim of this essentially practical work is to provide doctors in armed forces in the field with a condensed version of the Geneva Conventions and their Additional Protocols. It reproduces in full the most important provisions pertaining to the twofold wartime responsibility of military medical officers, namely, to command the medical services and to attend the wounded and sick. Articles of lesser relevance to military doctors are summarized or mentioned in passing.

● **Vichniac, Isabelle**, *Croix-Rouge — Les stratèges de la bonne conscience*, Alain Moreau, Paris, 1988 (Collection Enquête), 270 p. (in *French*)

The author, who has been reporting for "Le Monde" on the international organizations in Geneva since 1954, investigates the Red Cross, particularly the ICRC. How does it work? Who runs it? What discreet powers does it wield? Who are its delegates in the field? How do they operate? This work is a mine of useful information illustrated by lively anecdotes.

ADDRESSES OF NATIONAL RED CROSS AND RED CRESCENT SOCIETIES

- AFGHANISTAN (Democratic Republic of) — Afghan Red Crescent Society, Puli Hartan, *Kabul*.
- ALBANIA (Socialist People's Republic of) — Albanian Red Cross, 35, Rruga e Barrikadavet, *Tirana*.
- ALGERIA (People's Democratic Republic of) — Algerian Red Crescent, 15 bis, boulevard Mohamed V, *Algiers*.
- ANGOLA — Cruz Vermelha de Angola, Av. Hoji Ya Henda 107, *Luanda*.
- ARGENTINA — The Argentine Red Cross, H. Yrigoyen 2068, 1089 *Buenos Aires*.
- AUSTRALIA — Australian Red Cross Society, 206, Clarendon Street, *East Melbourne 3002*.
- AUSTRIA — Austrian Red Cross, 3, Gusshausstrasse, Postfach 39, A-1041, *Vienne 4*.
- BAHAMAS — The Bahamas Red Cross Society, P.O. Box N-8331, *Nassau*.
- BAHRAIN — Bahrain Red Crescent Society, P.O. Box 882, *Manama*.
- BANGLADESH — Bangladesh Red Crescent Society, 684-686, Bara Magh Bazar, Dhaka-17, G.P.O. Box No. 579, *Dhaka*.
- BARBADOS — The Barbados Red Cross Society, Red Cross House, Jemmotts Lane, *Bridgetown*.
- BELGIUM — Belgian Red Cross, 98, chaussée de Vleurgat, 1050 *Brussels*.
- BELIZE — Belize Red Cross Society, P.O. Box 413, *Belize-City*.
- BENIN (People's Republic of) — Red Cross of Benin, B.P. No. 1, *Porto-Novo*.
- BOLIVIA — Bolivian Red Cross, Avenida Simón Bolívar, 1515, *La Paz*.
- BOTSWANA — Botswana Red Cross Society, 135 Independence Avenue, P.O. Box 485, *Gaborone*.
- BRASIL — Brazilian Red Cross, Praça Cruz Vermelha No. 10-12, *Rio de Janeiro*.
- BULGARIA — Bulgarian Red Cross, 1, Boul. Biruzov, 1527 *Sofia*.
- BURKINA FASO — Burkina Be Red Cross Society, B.P. 340, *Ouagadougou*.
- BURMA (Socialist Republic of the Union of) — Burma Red Cross Society, Red Cross Building, 42, Strand Road, *Rangoon*.
- BURUNDI — Burundi Red Cross, rue du Marché 3, P.O. Box 324, *Bujumbura*.
- CAMEROON — Cameroon Red Cross Society, rue Henri-Dunant, P.O.B 631, *Yaoundé*.
- CANADA — The Canadian Red Cross Society, 1800 Alta Vista Drive, *Ottawa*, Ontario K1G 4I5.
- CAPE-VERDE (Republic of) — Cruz Vermelha de Cabo Verde, Rua Unidade-Guiné-Cabo Verde, P.O. Box 119, *Praia*.
- CENTRAL AFRICAN REPUBLIC — Central African Red Cross Society, B.P. 1428, *Bangui*.
- CHAD — Red Cross of Chad, B.P. 449, *N'Djamena*.
- CHILE — Chilean Red Cross, Avenida Santa María No. 0150, Correo 21, Casilla 246-V., *Santiago de Chile*.
- CHINA (People's Republic of) — Red Cross Society of China, 53, Ganmien Hutong, *Beijing*.
- COLOMBIA — Colombian Red Cross Society, Avenida 68, N.º 66-31, Apartado Aéreo 11-10, *Bogotá D.E.*
- CONGO (People's Republic of the) — Croix-Rouge congolaise, place de la Paix, B.P. 4145, *Brazzaville*.
- COSTA RICA — Costa Rica Red Cross, Calle 14, Avenida 8, Apartado 1025, *San José*.
- CÔTE D'IVOIRE — Croix-Rouge de Côte d'Ivoire, B.P. 1244, *Abidjan*.
- CUBA — Cuban Red Cross, Calle Calzada 51, Ciudad Habana, *Habana 4*.
- CZECHOSLOVAKIA — Czechoslovak Red Cross, Thunovska 18, 118 04 *Prague 1*.
- DENMARK — Danish Red Cross, Dag Hammarskjölds Allé 28, Postboks 2600, 2100 *København Ø*.
- DJIBOUTI — Société du Croissant-Rouge de Djibouti, B.P. 8, *Djibouti*.
- DOMINICAN REPUBLIC — Dominican Red Cross, Apartado postal 1293, *Santo Domingo*.
- ECUADOR — Ecuadorean Red Cross, calle de la Cruz Roja y Avenida Colombia, *Quito*.
- EGYPT (Arab Republic of) — Egyptian Red Crescent Society, 29, El Galaa Street, *Cairo*.
- EL SALVADOR — Salvadorean Red Cross Society, 17C, Pte y Av. Henri Dunant, *San Salvador*, Apartado Postal 2672.
- ETHIOPIA — Ethiopian Red Cross Society, Ras Desta Damtew Avenue, *Addis-Ababa*.
- FIJI — Fiji Red Cross Society, 22 Gorrie Street, P. O. Box 569, *Suva*.
- FINLAND — Finnish Red Cross, Tehtaankatu, 1 A. Box 168, 00141 *Helsinki 1415*.
- FRANCE — French Red Cross, 1, place Henry-Dunant, F-75384 *Paris*, CEDEX 08.
- GAMBIA — The Gambia Red Cross Society, P.O. Box 472, *Banjul*.
- GERMAN DEMOCRATIC REPUBLIC — German Red Cross of the German Democratic Republic, Kaitzerstrasse 2, DDR, 8010 *Dresden*.
- GERMANY, FEDERAL REPUBLIC OF — German Red Cross in the Federal Republic of Germany, Friedrich-Erbert-Allee 71, 5300, *Bonn 1*, Postfach 1460 (D.B.R.).
- GHANA — Ghana Red Cross Society, National Headquarters, Ministries Annex A3, P.O. Box 835, *Accra*.
- GREECE — Hellenic Red Cross, rue Lycavittou, 1, *Athens 10672*.
- GRENADA — Grenada Red Cross Society, P.O. Box 221, *St George's*.
- GUATEMALA — Guatemalan Red Cross, 3.ª Calle 8-40, Zona 1, *Ciudad de Guatemala*.
- GUINEA — The Guinean Red Cross Society, P.O. Box 376, *Conakry*.
- GUINEA-BISSAU — Sociedad Nacional da Cruz Vermelha de Guiné-Bissau, rua Justino Lopes N.º 22-B, *Bissau*.
- GUYANA — The Guyana Red Cross Society, P.O. Box 10524, Eve Leary, *Georgetown*

- HAITI — Haitian National Red Cross Society, place des Nations Unies, B.P. 1337, *Port-au-Prince*.
- HONDURAS — Honduran Red Cross, 7.^a Calle, 1.^a y 2.^a Avenidas, *Comayagüela D.M.*
- HUNGARY — Hungarian Red Cross, V. Arany János utca, 31, *Budapest 1367*. Mail Add.: 1367 *Budapest St. Pf. 121*.
- ICELAND — Icelandic Red Cross, Raudararstigur 18, 105 *Reykjavik*.
- INDIA — Indian Red Cross Society, 1, Red Cross Road, *New-Dehli 110001*.
- INDONESIA — Indonesian Red Cross Society, Il Jend Gatot subroto Kar. 96, Jakarta Selatan 12790, P.O. Box 2009, *Jakarta*.
- IRAN — The Red Crescent Society of the Islamic Republic of Iran, Avenue Ostad Nejatollahi, *Tehran*.
- IRAQ — Iraqi Red Crescent Society, Mu'ari Street, Mansour, *Bagdad*.
- IRELAND — Irish Red Cross Society, 16, Merrion Square, *Dublin 2*.
- ITALY — Italian Red Cross, 12, via Toscana, 00187 *Rome*.
- JAMAICA — The Jamaica Red Cross Society, 76, Arnold Road, *Kingston 5*.
- JAPAN — The Japanese Red Cross Society, 1-3, Shiba-Daimon, I-chome, Minato-Ku, *Tokyo 105*.
- JORDAN — Jordan National Red Crescent Society, P.O. Box 10001, *Amman*.
- KENYA — Kenya Red Cross Society, St. John's Gate, P.O. Box 40712, *Nairobi*.
- KOREA (Democratic People's Republic of) — Red Cross Society of the Democratic People's Republic of Korea, Ryonhwa 1, Central District, *Pyongyang*.
- KOREA (Republic of) — The Republic of Korea National Red Cross, 32-3Ka, Nam San-Dong, Choong-Ku, *Seoul 100*.
- KUWAIT — Kuwait Red Crescent Society, P.O. Box 1359 Safat, *Kuwait*.
- LAO PEOPLE'S DEMOCRATIC REPUBLIC — Lao Red Cross, B.P. 650, *Vientiane*.
- LEBANON — Lebanese Red Cross, rue Spears, *Beirut*.
- LESOTHO — Lesotho Red Cross Society, P.O. Box 366, *Maseru 100*.
- LIBERIA — Liberian Red Cross Society, National Headquarters, 107 Lynch Street, P.O. Box 5081, *Monrovia*.
- LIBYAN ARAB JAMAHIRIYA — Libyan Red Crescent, P.O. Box 541, *Benghazi*.
- LIECHTENSTEIN — Liechtenstein Red Cross, Heiligkreuz, 9490 *Vaduz*.
- LUXEMBOURG — Luxembourg Red Cross, parc de la Ville, C.P. 404, *Luxembourg 2*.
- MADAGASCAR — Malagasy Red Cross Society, 1, rue Patrice-Lumumba, *Antananarivo*.
- MALAWI — Malawi Red Cross Society, Mahati Magandhi Road, *Blantyre* (P.O. Box 30080, Chichiri, *Blantyre 3*).
- MALAYSIA — Malaysian Red Crescent Society, National HQ, No. 32 Jalan Nipah, off Jalan Ampang, *Kuala Lumpur 55000*.
- MALI — Mali Red Cross, B.P. 280, *Bamako*.
- MAURITANIA — Mauritanian Red Crescent, B.P. 344, aneue Gamal Abdel Nasser, *Nouakchott*.
- MAURITIUS — Mauritius Red Cross Society, Ste Thérèse Street, *Curepipe*.
- MEXICO — Mexican Red Cross, Luis Vives 200, Col. Polanco, C.P. 11510, *México, D.F.*
- MONACO — Red Cross of Monaco, 27 boul. de Suisse, *Monte-Carlo*.
- MONGOLIA — Red Cross of Mongolia, Central Post Office, Post Box 537, *Oulan Bator*.
- MOROCCO — Moroccan Red Crescent, B.P. 189, *Rabat*.
- NEPAL — Nepal Red Cross Society, Tahachal Kalimati, P.B. 217 *Kathmandu*.
- NETHERLANDS — The Netherlands Red Cross, P.O.B. 28120, 2502 *KC The Hague*.
- NEW ZEALAND — The New Zealand Red Cross Society, Red Cross House, 14 Hill Street, *Wellington 1*. (P.O. Box 12-140, *Wellington Thorndon*.)
- NICARAGUA — Nicaráguan Red Cross, Apartado 3279, *Managua D.N.*
- NIGER — Red Cross Society of Niger, B.P. 11386, *Niamey*.
- NIGERIA — Nigerian Red Cross Society, 11 Eko Akete Close, off St. Gregory's Rd., P.O. Box 764, *Lagos*.
- NORWAY — Norwegian Red Cross, P.O. Box 6875 Olavspl. N-0130 *Oslo 1*.
- PAKISTAN — Pakistan Red Crescent Society, National Headquarters, Sector H-8, *Islamabad*.
- PANAMA — Red Cross Society of Panama, Apartado Postal 668, Zona 1, *Panamá*.
- PAPUA NEW GUINEA — Papua New Guinea Red Cross Society, P.O. Box 6545, *Boroko*.
- PARAGUAY — Paraguayan Red Cross, Brasil 216, esq. José Berges, *Asunción*.
- PERU — Peruvian Red Cross, Av. Camino del Inca y Nazarenas, Urb. Las Gardenias — Surco — Apartado 1534, *Lima*.
- PHILIPPINES — The Philippine National Red Cross, Bonifacio Drive, Port Area, P.O. Box 280, *Manila 2803*.
- POLAND — Polish Red Cross, Mokotowska 14, 00-950 *Warsaw*.
- PORTUGAL — Portuguese Red Cross, Jardim 9 Abril, 1 a 5, 1293 *Lisbon*.
- QATAR — Qatar Red Crescent Society, P.O. Box 5449, *Doha*.
- ROMANIA — Red Cross of the Socialist Republic of Romania, Strada Biserica Amzei, 29, *Bucarest*.
- RWANDA — Rwandese Red Cross, B.P. 425, *Kigali*.
- SAINT LUCIA — Saint Lucia Red Cross, P.O. Box 271, *Casries St. Lucia, W. I.*
- SAN MARINO — Red Cross of San Marino, Comité central, *San Marino*.
- SÃO TOMÉ AND PRINCIPE — Sociedade Nacional da Cruz Vermelha de São Tomé e Príncipe, C.P. 96, *São Tomé*.
- SAUDI ARABIA — Saudi Arabian Red Crescent Society, *Riyadh 11129*.
- SENEGAL — Senegalese Red Cross Society, Bd Franklin-Roosevelt, P.O.B. 299, *Dakar*.
- SIERRA LEONE — Sierra Leone Red Cross Society, 6, Liverpool Street, P.O.B. 427, *Freetown*.
- SINGAPORE — Singapore Red Cross Society, 15, Penang Lane, *Singapore 0923*.
- SOMALIA (Democratic Republic) — Somali Red Crescent Society, P.O. Box 937, *Mogadishu*.

- SOUTH AFRICA** — The South African Red Cross Society, Essanby House 6th Floor, 175 Jeppe Street, P.O.B. 8726, *Johannesburg 2000*.
- SPAIN** — Spanish Red Cross, Eduardo Dato, 16, *Madrid 28010*.
- SRI LANKA** (Dem. Soc. Rep. of) — The Sri Lanka Red Cross Society, 106, Dharmapala Mawatha, *Colombo 7*.
- SUDAN** (The Republic of the) — The Sudanese Red Crescent, P.O. Box 235, *Khartoum*.
- SURINAME** — Suriname Red Cross, Gravenberchstraat 2, *Paramaribo*.
- SWAZILAND** — Baphalali Swaziland Red Cross Society, P.O. Box 377, *Mbabane*.
- SWEDEN** — Swedish Red Cross, Box 27 316, 102-54 *Stockholm*.
- SWITZERLAND** — Swiss Red Cross, Rainmattstrasse 10, B.P. 2699, 3001 *Berne*.
- SYRIAN ARAB REPUBLIC** — Syrian Arab Red Crescent, Bd Mahdi Ben Barake, *Damascus*.
- TANZANIA** — Tanzania Red Cross National Society, Upanga Road, P.O.B. 1133, *Dar es Salaam*.
- THAILAND** — The Thai Red Cross Society, Paribatra Building, Chulalongkorn Hospital, *Bangkok 10500*.
- TOGO** — Togolese Red Cross, 51, rue Boko Soga, P.O. Box 655, *Lomé*.
- TONGA** — Tonga Red Cross Society, P.O. Box 456, *Nuku'Alofa, South West Pacific*.
- TRINIDAD AND TOBAGO** — The Trinidad and Tobago Red Cross Society, P.O. Box 357, *Port of Spain, Trinidad, West Indies*.
- TUNISIA** — Tunisian Red Crescent, 19, rue d'Angleterre, *Tunis 1000*.
- TURKEY** — The Turkish Red Crescent Society, Genel Başkanlığı, Karanfil Sokak No. 7, 06650 *Kızılay-Ankara*.
- UGANDA** — The Uganda Red Cross Society, Plot 97, Buganda Road, P.O. Box 494, *Kampala*.
- UNITED ARAB EMIRATES** — The Red Crescent Society of the United Arab Emirates, *Abu Dhabi*.
- UNITED KINGDOM** — The British Red Cross Society, 9, Grosvenor Crescent, *London, S.W.1X. 7EJ*.
- USA** — American Red Cross, 17th and D. Streets, N.W., *Washington, D.C. 20006*.
- URUGUAY** — Uruguayan Red Cross, Avenida 8 de Octubre 2990, *Montevideo*.
- U.R.S.S** — The Alliance of Red Cross and Red Crescent Societies of the U.S.S.R., I, Tcheremushkinskii proezd 5, *Moscow, 117036*.
- VENEZUELA** — Venezuelan Red Cross, Avenida Andrés Bello, N.º 4, Apartado, 3185, *Caracas*.
- VIET NAM** (Socialist Republic of) — Red Cross of Viet Nam, 68, rue Bà-Trìèu, *Hanoi*.
- WESTERN SAMOA** — Western Samoa Red Cross Society, P.O. Box 1616, *Apia*.
- YEMEN ARAB REPUBLIC** — Red Crescent Society of the Yemen Arab Republic, P.O. Box 1257, *Sana'a*.
- YEMEN** (People's Democratic Republic of) — Red Crescent Society of the People's Democratic Republic of Yemen, P. O. Box 455, Crater, *Aden*.
- YUGOSLAVIA** — Red Cross of Yugoslavia, Simina ulica broj 19, *11000 Belgrade*.
- ZAIRE** — Red Cross Society of the Republic of Zaire, 41, av. de la Justice, B.P. 1712, *Kinshasa*.
- ZAMBIA** — Zambia Red Cross Society, P.O. Box 50 001, 2837 Brentwood Drive, Longacres, *Lusaka*.
- ZIMBABWE** — The Zimbabwe Red Cross Society, P.O. Box 1406, *Harare*.

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