Intergovernmental Process on Strengthening Respect for International Humanitarian Law (IHL)

Third Formal Meeting
Geneva, 4-6 December 2017

Factual summary

I. Introduction

1. The present factual summary is provided by the co-facilitators in accordance with paragraph 7(b) of the document entitled “Organizational Issues and Provisional Work Plan”, as accepted by States at the First Formal Meeting on 29 November 2016. While the summary cannot and does not include the views of each delegation on every issue discussed, it aims to provide an overview of the opinions expressed at the Third Formal Meeting.

2. The Third Formal Meeting was held on the basis of Resolution 2 entitled “Strengthening compliance with international humanitarian law” that was adopted by consensus at the 32nd International Conference of the Red Cross and Red Crescent held in December 2015. Therein, the Conference recommended “the continuation of an inclusive, State-driven intergovernmental process based on the principle of consensus after the 32nd International Conference and in line with the guiding principles enumerated in operative paragraph 1 [of the resolution] to find agreement on features and functions of a potential forum of States and to find ways to enhance the implementation of IHL using the potential of the International Conference and IHL regional forums in order to submit the outcome of this intergovernmental process to the 33rd International Conference”. The intergovernmental process is based on the understanding that “nothing is agreed until everything is agreed” and is being conducted based on a general agreement about the need to ensure its non-politicization and transparency. State-ownership of the process was confirmed.

3. Resolution 2 builds on the consultation process on strengthening compliance with IHL that was jointly facilitated by Switzerland and the ICRC in follow-up to Resolution 1 of the 31st International Conference held in 2011. The consultations served primarily to enable States to explore jointly ways and means of enhancing the effectiveness of mechanisms of compliance with IHL and of strengthening dialogue among States on this issue.

4. In accordance with the Provisional Work Plan established at the First Formal Meeting, the Third Formal Meeting was devoted to:
   - Ways to enhance the implementation of IHL using the potential of the International Conference of the Red Cross and Red Crescent and IHL regional forums (2 days)
   - The provisional work plan for 2018, including review of outstanding issues (1 day)

5. An open-ended consultation on 11 September 2017 served for delegations to exchange initial views on the framing of the topics to be examined in the second half of 2017. An informal meeting was held on 16 October 2017 providing delegations with an opportunity to clarify
outstanding questions on existing mechanisms and foster the development of ideas on ways to enhance the implementation of IHL using the potential of the International Conference and regional IHL forums. An open-ended consultation was then held on 30 October 2017 to allow States to exchange views on the draft proposal of a provisional work plan for the meetings in the intergovernmental process on strengthening respect for IHL to be held following the Third Formal Meeting.

II. General Remarks

6. 120 delegations participated in the meeting (see Annex III).

7. States had before them a Background Document prepared by the co-facilitators on the International Conference of the Red Cross and Red Crescent and meetings envisaged in Resolution 1 of the 26th International Conference of 1995; the meetings envisaged in Article 7 of Additional Protocol I; and on IHL regional forums. The Background Document was provided in English and in French.

8. A number of States provided written contributions on ways to enhance the implementation of IHL using the potential of the International Conference and IHL regional forums, as well as on the conduct of business. These submissions were shared through the dedicated website of the intergovernmental process.

9. On 6 December, delegations reached agreement on the main elements of the Third Formal Meeting and the work plan for 2018.

III. Session 1: Enhancing the implementation of IHL using the potential of the International Conference and IHL regional forums

10. Pursuant to the Work Plan adopted at the First Formal Meeting, two days of the Third Formal Meeting were devoted to discussing "ways to enhance the implementation of IHL using the potential of the International Conference and IHL regional forums."

11. The first session of the Third Formal Meeting was dedicated to presenting the content of the Background Document prepared by the co-facilitators and clarifying delegations’ questions on the information therein. The ICRC opened the Session with introductory remarks of a factual nature on the International Conference of the Red Cross and Red Crescent and on IHL regional forums, based on the Background Document. Delegations noted the Background Document with appreciation, and some delegations expressed thanks in particular for the provision of a French translation of the document.

12. As general remarks, delegations expressed their commitment to the intergovernmental process and the aim of strengthening respect for IHL. Delegations recalled that the mandate established in Resolution 2 and the guiding principles therein were to underpin the discussion of the Third Formal Meeting, and underlined that the responsibility for implementing IHL rests with States. Mention was made of the obligation to respect and ensure respect for IHL under Common Article 1 of the Geneva Conventions.

13. Delegations also expressed their intention to consider the potential of the International Conference and regional forums in an open manner, and to approach the Third Formal Meeting with flexibility and in the spirit of cooperation. In this vein, delegations welcomed discussions on how existing mechanisms could be enhanced.

14. In making introductory statements, delegations highlighted the important role of both the International Conference and regional forums in enhancing the implementation of IHL. Regarding the International Conference, delegations remarked that the Conference has the potential to enhance the implementation of IHL through dialogue and cooperation by States. Regarding regional forums, delegations expressed eagerness to share and learn from each other’s experience, and introduced some of the unique benefits of certain forums, where they
exist. In this vein, some delegations noted that while regional forums could not replace a universal approach to strengthening IHL, they play an indispensable, complementary role.

15. Some delegations prefaced their comments regarding ways to enhance the implementation of IHL using the potential of the International Conference and regional forums with statements of their continued interest in a potential forum of States. Other delegations noted the absence of consensus on a potential forum of States, and expressed a desire for this topic to be set aside.

16. During this session, delegations preliminarily introduced proposals regarding the International Conference and regional forum. These were explored in more detail during Sessions 2 and 3, and accordingly are further discussed under these Sessions below.

17. In light of the subject matter discussed in Sessions 1 and 2, Michael Meyer, Head of International Law at the British Red Cross, was present in a resource capacity to answer specific questions or proposals in relation to the International Conference. Given their role as co-organisers of the International Conference, representatives of the International Federation of Red Cross and Red Crescent Societies (the IFRC) also followed these sessions.

IV. Session 2: Enhancing the implementation of IHL using the potential of the International Conference

18. Session 2 was devoted to a discussion on ways to enhance the implementation of IHL using the potential of the International Conference. During this Session, delegations shared proposals and put forward ideas on ways to enhance the implementation of IHL using the potential of the International Conference. In addition, delegations posed questions both on the functioning of the International Conference, and on particular aspects of the ideas and proposals shared during the Session, for the purpose of informing further discussions in the intergovernmental process.

19. In advance of Session 2, a number of States shared written contributions containing proposals related to enhancing the implementation of IHL using the potential of the International Conference. These were published on the dedicated website. A compilation of ideas from the “Open-ended Reference Group of the Red Cross and Red Crescent Movement” – a reference group currently consisting of 22 National Societies, the IFRC, and the ICRC – was also made available on the dedicated website to further nourish discussion.

20. In discussing the potential of the International Conference, delegations underlined the unique nature of the Conference, making reference to the composition of its membership (consisting of the 196 States Parties to the Geneva Conventions of 1949, 190 Red Cross and Red Crescent National Societies, the IFRC, and the ICRC); its focus on a broad range of humanitarian issues of common interest to its members; and its foundation in the fundamental principles of the Red Cross and Red Crescent Movement. In this regard, attention was drawn to the composition of the International Conference as set down in Article 8 of the Statutes of the Movement, and the requirement to respect the fundamental principles of the Movement in line with Article 11(4) of the Statutes. Accordingly, delegations expressed a strong preference not to alter the Statutes of the Movement nor the Rules of Procedure and thus to preserve the unique character of the International Conference.

21. In addition, delegations generally articulated the intention to encourage voluntary, non-binding discussions on IHL using the potential of the International Conference. An interest for more substantial discussions on IHL was clearly expressed in this context. Delegations also noted that ideas put forward in Session 2 need not be mutually exclusive, such that a package of options could potentially be developed. The willingness to consider all options equally was reaffirmed.
22. Bearing the above considerations in mind, a number of proposals and ideas were shared to further enhance the implementation of IHL using the potential of the International Conference. These included:

- Making better use of general debate;
- Including discussions on IHL as a permanent agenda item;
- Holding special sessions or segments on IHL;
- Creating a subsidiary body of the Conference dedicated to IHL in the form of a commission;
- Holding a high-level segment or a separate day for discussions on IHL;
- Holding side-events dedicated to IHL on the margin of the International Conference;
- Presenting and discussing a mandated ICRC report on compliance with IHL;
- Having more thorough debate and exchange on the ICRC’s report on Contemporary Challenges to IHL.

23. These proposals and ideas generated an interactive dialogue amongst delegations. During this dialogue, delegations sought related additional information on, inter alia, how the agenda of the International Conference is developed; to what extent participation could or should be limited to States; what kind of personnel could attend such discussions; and issues of periodicity.

24. It was clarified that the agenda for the International Conference is provisionally drawn up by the Standing Commission based on initial consultations. The Standing Commission sends the proposed draft agenda to all members of the International Conference, including States, six months prior to the International Conference, and all participants can subsequently propose observations, amendments, or additions to the Standing Commission at least 60 days before the Conference opens, unless the Standing Commission agrees to a later date (Rules of Procedure, Rule 6). On this subject, reference was made to the information provided in pages 9-10 of the Background Document.

25. Some delegations indicated a preference for State-only discussions, and this prompted questions as to whether the International Conference could, within its rules, accommodate discussions which would exclude other members of the Conference. In this context, some delegations expressed concerns that a State-only subsidiary body would be contrary to the unique character of the International Conference. It was clarified that the International Conference could decide by resolution to establish a State-only subsidiary body (i.e. a State-only ‘commission’) for the duration of the Conference, in line with Rule of Procedure 16(3). However, it was noted that – given that the creation of a subsidiary body of the Conference occurs by Resolution – the creation of a State-only commission would have to garner the approval of all Conference members (States as well as the ICRC, the IFRC and the National Red Cross and Red Crescent Societies), and that the Conference would adopt the agenda of such a commission. On this subject, reference was made to the information provided in pages 13-14 of the Background Document.

26. Some States indicated that the aim of strengthening the implementation of IHL would be best served if discussions on IHL issues were attended by IHL practitioners, including in particular military experts, who have day-to-day responsibility for IHL implementation. On this basis, queries were made as to how this category of personnel could be involved in IHL discussions at the International Conference. In response, it was suggested that States could make express efforts to send such personnel as part of their delegations participating in the Conference, and furthermore, that the selection of technical topics related to IHL implementation could serve to attract expert-level personnel.

27. Some delegations noted the limitation posed by the fact the International Conference occurs every four years, and queried the amount of time available at the Conference for substantive IHL discussions given the broad scope of humanitarian issues that form the focus of
the Conference. Reflecting on their experiences, some delegations noted that discussions on IHL that have taken place during previous Conferences had not provided a sufficient space for dialogue. Others noted that the prospect of discussions occurring once every four years would not ensure the periodicity needed to enhance the implementation of IHL. This prompted questions as to the feasibility of increasing the Conference from every four years to every two years. It was clarified that, under Article 11(1) of the Statutes of the Movement, the International Conference is mandated to meet every four years, unless it decides otherwise. Pertinent considerations highlighted in this regard included that the cost of the 32nd International Conference held in 2015 amounted to approximately 2.8 million Swiss Francs; the significant preparation and planning required in advance of participation in the Conference; and the fact that the 32nd International Conference brought together more than 2,300 participants.

28. In connection with the above considerations, a number of ideas to enhance the work of the International Conference were shared. These included:

- Each International Conference could adopt a recurring resolution that would provide for States to meet periodically until the next International Conference;
- The International Conference could adopt thematic resolutions that would provide for States to meet in order to discuss IHL themes determined by the relevant resolutions;
- The International Conference could adopt a “one off” resolution of the International Conference which would provide for States to meet periodically;
- States could meet to prepare for or follow up on IHL discussions held during the International Conference;
- States could meet prior to a high level meeting at the International Conference;
- States could meet subsequently to a high level meeting at the International Conference, to discuss outstanding issues that arose therein, on the basis of a relevant resolution;
- Giving further consideration to the periodical meetings of States envisioned by Resolution 1 of the 26th International Conference held in 1995.

29. These proposals and ideas generated further interactive dialogue amongst delegations. In their reflections, some delegations expressed the need to learn from the experiences of implementing Resolution 1 of the 26th International Conference. In addition, some delegations cautioned against establishing any new institution. In agreement with this reflection, some delegations considered that States could meet on the basis of Conference resolutions, and by way of example, highlighted that the present intergovernmental process is being undertaken pursuant to a resolution of the International Conference.

30. The views delegations expressed regarding the periodical meetings of States envisioned by Resolution 1 of the 26th International Conference held in 1995 addressed different avenues for further consideration. Some States suggested that the modalities of these periodic meetings should be revisited, in particular to lighten the organizational burden incumbent on Switzerland. Some States raised the possibility of using these periodic meetings in preparation for, or in follow up to, IHL discussions to be held every four years at the International Conference. Similarly, some States suggested that this Resolution could be refreshed or amended.

31. Finally, delegations also voiced ideas about how States could engage with the Council of Delegates; the voluntary sharing of practice between sessions of the International Conference using, for example, a dedicated website; the use of blockchain; and the limits of the mechanism envisioned in Article 7 of Additional Protocol I.

32. More information on specific proposals can be found in the written contributions and statements made by some delegations which are available on the dedicated website of the intergovernmental process.
V. Session 3: Ways to enhance the implementation of IHL using the potential of IHL regional forums

33. Session 3 was devoted to a discussion on ways to enhance the implementation of IHL using the potential of IHL regional forums. It allowed delegations to share experiences and to present activities as well as concrete achievements of IHL regional forums in strengthening respect for IHL. They also put forward ideas on how IHL regional forums could be better used to improve the implementation of IHL. Delegations also posed questions on the functioning of IHL regional forums or particular aspects thereof, in an effort to inform further discussions in the intergovernmental process. Different views were expressed with regard to, in particular, the concrete achievements of IHL regional forums, especially those of regional intergovernmental organizations that lack membership of all States of a given region.

34. The sharing of experiences was welcomed as it underlined the significant role of IHL regional forums in promoting the implementation of IHL. Among other benefits, it was highlighted that the geographical proximity allows IHL regional forums to address matters of specific interest to a given region, while bearing in mind the need to preserve the universal nature of IHL, and to establish a framework based on trust and understanding for substantive dialogue and cooperation. It was also highlighted that IHL regional forums in which some delegations participate a) are non-intrusive and non-confrontational, b) are characterized by strict confidentiality, c) aim to help States improve implementation rather than focus on finding fault, d) allow States to learn best practices from each other, and e) they can identify areas where capacity-building can be enhanced and be provided by peers.

35. It was also emphasized that the role of IHL regional forums is complementary to efforts at the global level to increase the observance of IHL, which should, in the view of some delegations, be a main focus of further discussions in the intergovernmental process. In that context, it was recalled that this intergovernmental process or any possible outcome should not in any way negatively impact IHL regional forums. It was furthermore stated that this intergovernmental process is not aimed at a discussion or evaluation of the activities of specific IHL regional forums, in particular those of regional intergovernmental organizations, also taking into account that some of them do not ensure membership of all States of a given region, but should rather address general considerations that would permit to further increase the complementary contribution of IHL regional forums, where they exist, to the implementation of IHL. It was underlined that the development and evolution of IHL regional forums varies from one region to another and that decision-making must be anchored in each IHL regional forum, taking into account the distinctive conditions and peculiarities of a given region.

36. The experiences shared by delegations demonstrated the rich and varied range of activities of IHL regional forums. These activities include, inter alia, thematic discussions on current or emerging IHL issues; sharing of experiences and best practices to strengthen compliance with IHL; review of country reports on the status of implementation of IHL by involved countries, in a confidential framework, in order to determine areas of future improvement, capacity-building and exchange of best practices; development and adoption of regional action plans for the implementation of IHL; training and dissemination of IHL, including for persons responsible for IHL implementation at the national level and members of armed forces; adoption of model legislation on IHL implementation; and preparation and follow-up to International Conferences of the Red Cross and Red Crescent.

37. Delegations furthermore welcomed the role played by the ICRC in different IHL regional forums, both with regard to the development and organization of such activities as well as with regard to the provision of technical and substantive support. Delegations also presented the frameworks for cooperation with the ICRC, where they exist.

38. Among the concrete achievements of IHL regional forums, delegations highlighted, inter alia, the establishment of national IHL committees; the increased number of ratifications and accessions to IHL treaties; and generally the improved awareness, understanding and knowledge on IHL among countries involved in such activities.
39. Bearing the above considerations in mind, a number of ideas were shared to further enhance the implementation of IHL using the potential of IHL regional forums. These included:

- Affirmation and recognition of the positive role of IHL regional forums, where they exist, in strengthening compliance with IHL;
- Make use of IHL regional forums for preparatory meetings before the International Conference as well as for follow-up to pledges and decisions of the International Conference during the inter-sessional period;
- Introduce an agenda item in the International Conference dedicated to IHL regional forums, for States to share their recommendations in the context of the discussions on how far the respective regional forums, where they exist, have gone to strengthen compliance with IHL;
- IHL regional forums could contribute to the preparation of any possible dialogue at the global level to be agreed on in the future as a result of this intergovernmental process;
- Regional IHL forums could contribute to select topics of a possible dialogue at the global level to be agreed on in the future as a result of this intergovernmental process.

40. In the interactive dialogue, delegations sought, among other questions, additional information on the selection of topics for thematic discussions at the regional level. In that context, the important role by the ICRC or other components of the Red Cross and Red Crescent Movement was highlighted. According to one procedure, the topics for discussion are proposed through a formalized follow-up mechanism established in a regional action plan, and submitted to participating States for comments and approval in the form of a draft agenda. Other IHL regional forums select topics for discussion through consultation among the ICRC and the host(s) of such meetings, and drawing on suggestions from participating States. As regards participation, delegations highlighted different formulas applied in IHL regional forums. Further elements of information were provided regarding ways to ensure non-politicization and avoid confrontational debates, and regarding participation in and regularity of IHL regional forums. These elements were considered to be both of interest for other IHL regional forums, in an effort to learn from each other, and for further deliberations in the future discussions taking place in the intergovernmental process on strengthening respect for IHL.

41. More information on specific IHL regional forums can be found in the written contributions and statements by some delegations which are available on the dedicated website of the intergovernmental process.

VI. Session 4: Provisional work plan, including review of outstanding issues

42. Session 4 was devoted to discussing and adopting the work plan for 2018, including a review of any outstanding issues. During this session, delegations agreed on the work plan for 2018 as well as on an indication of the purposes of the formal meetings to be held in 2019 (see Annex I). The work plan for 2018 was agreed on in the understanding that further discussions in 2018 will be based on the full range of options discussed in both formal meetings held in 2017.

43. Also during this session, delegations re-confirmed the agreed modalities of work, and took note of the proposal presented during the meeting on the conduct of business, relating to the use of time allocated to each meeting, quorum of formal meetings as well as the planning of dates of meetings, which is available on the dedicated website of the intergovernmental process. The chair confirmed the willingness of the co-facilitators to take into consideration the proposal and accordingly to conduct the intergovernmental process as efficiently as possible.

VII. Session 5: Main elements of the Third Formal Meeting

44. In Session 5, delegations agreed the main elements of the Third Formal Meeting (see Annex II).
Annex I: Work plan for 2018

The formal meetings to be held in 2018 will ensure further discussion on possible options for strengthening respect for IHL pursuant to paragraph 2 of Resolution 2 of the 32nd International Conference of the Red Cross and Red Crescent with a view to narrowing down the options, building convergence and defining the outcome of the intergovernmental process.

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<th>Informal consultations</th>
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<td>First half 2018</td>
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<tr>
<td><strong>Fourth formal meeting on strengthening respect for IHL (3 days)</strong></td>
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<td>- Identification of converging elements for strengthening respect for IHL based on proposals from and discussions held in 2017, and consideration of possible new proposals</td>
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<tr>
<td>Second half 2018</td>
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<tr>
<td><strong>Fifth formal meeting on strengthening respect for IHL (3 days)</strong></td>
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<tr>
<td>- Development of proposals for strengthening respect for IHL based on the converging elements and discussions held</td>
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<td>- Identification of the main proposals to be further pursued</td>
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<td>- Preliminary exchange of views on elements and form of the outcome of the intergovernmental process</td>
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<td>- Consideration and adoption of work plan for 2019</td>
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The formal meetings to be held in 2019 will ensure sufficient discussion on elements and form of an outcome, including the identification of consensual proposals, with a view to finalizing the outcome before mid-2019.
Annex II: Main Elements as Agreed at the Third Formal Meeting

1. The Third Formal Meeting, building on the provisional work plan, was held in the framework of the intergovernmental process in accordance with resolution 2 of the 32nd International Conference of the Red Cross and Red Crescent. Delegations discussed ways to enhance the implementation of IHL using the potential of the International Conference and IHL regional forums.

2. Delegations had before them a Background Document prepared by the co-facilitators on the International Conference of the Red Cross and Red Crescent and meetings envisaged in Resolution 1 of the 26th International Conference of 1995; the meetings envisaged in Article 7 of Additional Protocol I; and on IHL regional forums. The Background Document had been revised in order to take into account the questions States had asked and the discussions that had been held in preparation for the Third Formal Meeting.

3. In view of the Third Formal Meeting, a number of States provided written contributions on ways to enhance the implementation of IHL using the potential of the International Conference and IHL regional forums, as well as on the conduct of business. These submissions were shared through the dedicated website of the intergovernmental process.

4. All States reiterated their willingness to work towards improving the implementation of IHL, and strengthening its compliance, in conformity with resolution 2 of the 32nd International Conference.

5. Delegations provided a range of proposals and options for enhancing the implementation of IHL through dialogue and cooperation by States using the potential of the International Conference. The exchanges allowed for a better mutual understanding of States’ views on ways whereby the International Conference could contribute to strengthening respect for IHL, including through providing a venue.

6. Delegations shared experiences and presented activities and concrete achievements of IHL regional forums in strengthening respect for IHL. They referred to the complementary contributions of such forums, where they exist, taking into account the diversity of each region, in enhancing the implementation of IHL.

7. States re-confirmed the agreed modalities of work and took note of the proposal presented during the meeting on the conduct of business.

8. Delegations agreed on the work plan (enclosed).
## Annex III: Participating Delegations

1. Afghanistan  
2. Algeria  
3. Angola  
4. Argentina  
5. Australia  
6. Austria  
7. Azerbaijan  
8. Bahamas  
9. Bahrain  
10. Bangladesh  
11. Belarus  
12. Belgium  
13. Botswana  
14. Brazil  
15. Bulgaria  
16. Burkina Faso  
17. Burundi  
18. Canada*  
19. Chile  
20. China  
21. Colombia  
22. Costa Rica  
23. Côte d'Ivoire  
24. Croatia  
25. Cuba  
26. Cyprus  
27. Czech Republic  
28. Democratic Republic of the Congo  
29. Denmark  
30. Djibouti  
31. Dominican Republic  
32. Ecuador  
33. Egypt  
34. El Salvador  
35. Estonia  
36. Ethiopia  
37. Finland  
38. France  
39. Georgia  
40. Germany  
41. Greece  
42. Guatemala  
43. Guinea  
44. Hungary  
45. India  
46. Indonesia  
47. Iraq  
48. Ireland  
49. Islamic Republic of Iran  
50. Israel*  
51. Italy  
52. Jamaica  
53. Japan  
54. Jordan  
55. Kazakhstan  
56. Kenya  
57. Kuwait  
58. Lao People's Democratic Republic  
59. Latvia  
60. Lebanon  
61. Lesotho  
62. Liechtenstein  
63. Lithuania  
64. Luxembourg  
65. Madagascar  
66. Malaysia  
67. Maldives  
68. Malta  
69. Mauritius  
70. Mexico  
71. Monaco  
72. Mongolia  
73. Morocco  
74. Myanmar  
75. Namibia  
76. Netherlands  
77. New Zealand  
78. Nigeria  
79. Norway  
80. Oman  
81. Pakistan  
82. Peru  
83. Philippines  
84. Poland  
85. Portugal  
86. Qatar  
87. Republic of Korea  
88. Romania  
89. Russian Federation  
90. Saudi Arabia  
91. Senegal  
92. Serbia  
93. Singapore  
94. Slovakia  
95. Slovenia  
96. South Africa  
97. Spain  
98. Sri Lanka  
99. State of Palestine*  
100. Sudan  
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103. Syrian Arab Republic  
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105. The former Yugoslav Republic of Macedonia  
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<td>United Kingdom of Great Britain and Northern Ireland</td>
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<td>Yemen</td>
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* Reference is made to the positions expressed by these delegations in their communications addressed to the Depositary of the four Geneva Conventions of 1949 and circulated by the Depositary by Notifications GEN 4/14 of 21 May 2014 and GEN 4/14 of 27 June 2014.