

Under the Global Initiative to Galvanize Political Commitment to International Humanitarian Law (Global IHL Initiative), Algeria, Costa Rica, Sierra Leone, Slovenia and the International Committee of the Red Cross (ICRC) are pleased to present the:	在"激励对国际人道法做出政治承诺的全球倡议"(简称"国际人道法全球倡议")下,阿尔及利亚、哥斯达黎加、塞拉利昂、斯洛文尼亚和红十字国际委员会荣幸呈上:
WORKSTREAM 4	工作领域 4
SECOND STATE CONSULTATION	保护民用基础设 施
ON PROTECTING CIVILIAN	第二轮国家咨商
INFRASTRUCTU RE	
For experts from armed forces, relevant ministries in capitals and legal and humanitarian advisers at permanent missions in Geneva	的专家和常驻日内瓦代表团的法律和人道顾
MONDAY, 3 NOVEMBER 2025 9:00–18:00 (UTC+1)	星期一,2025年11月3日 9:00-18:00 (UTC+1)

FORMAT: IN PERSON (ICRC HUMANITARIUM IN GENEVA) AND ONLINE (ZOOM)

会议形式:线下(红十字国际委员会日内瓦人道中心)和线上(ZOOM 网络会议)

Background

International humanitarian law (IHL) balances humanity and military necessity for the purpose of providing concrete and realistic protection in armed conflict. Most principles and rules protecting civilian infrastructure, and civilian objects more generally, were codified and elaborated in 1977 during the negotiations on the Protocols additional to the Geneva Conventions. This balance considered not only the realities of conflicts immediately preceding the negotiations but also the devastation of two world wars. Notably, it was achieved against the backdrop of the looming possibility of even more intense conflicts and represented a commitment not to repeat the destruction of wars past. Today, the provisions in the Additional Protocols are binding not only on the parties to them, but also on all states and parties to armed conflict as a matter of customary international law.

背景

国际人道法在人道考量与军事必要性之间取得平衡,以在武装冲突中提供具体切实的保护。绝大部分为民用基础设施以及更广泛的民用物体提供保护的原则和规则,均在 1977 年日内瓦四公约附加议定书的谈判中予以编纂和阐释。这一平衡不仅将谈判前夕发生的冲突现实纳入考虑,还一并考虑了两次世界大战带来的惨重伤亡与破坏。尤其值得一提的是,这一成果是在可能发生更激烈冲突的阴影之下取得的,彰显了人类拒绝重演以往战争浩劫的坚定决心。如今,附加议定书的各项条款不仅对各缔约方具有约束力,也作为习惯国际法,对所有国家及武装冲突各方具有约束力。

The principles and rules protecting civilian infrastructure were codified at a time when there was considerably fewer resources and less technological capability and expertise available to limit the effects of military operations and spare civilians and civilian objects. Nor was there the knowledge that people have today of the direct and indirect effects that armed conflict have on civilian populations. Progress in these areas since then has generated greater potential for parties to spare the civilian population from the calamities of armed conflict

calamities of armed conflict.

However, this workstream is taking place amid decades of damage and destruction to civilian objects and infrastructure, with devastating consequences for civilians. More must be done to protect such infrastructure, and, by extension, the individual civilians who suffer when it is damaged or destroyed. In that sense, the workstream aims to build a shared

在编纂保护民用基础设施的原则和规则之时,可用于限制军事行动影响、保护平民和民用物体免受损害的资源较为匮乏、技术能力和专业知识较为有限。当时,人们对于武装冲突对平民居民造成的直接和间接影响,也尚未达到如今的认识水平。此后,这些方面取得的进步使冲突各方拥有了更大的潜力,能够保护平民居民免受武装冲突带来的灾难。

然而,本工作领域开展之时,民用物体和基础设施遭受损害和破坏的情况已持续数十年,给 平民造成了灾难性的后果。正因如此,必须做 出更多努力来保护此类基础设施,进而保护因 其受毁损而饱受苦难的平民个体。有鉴于此, 本工作领域旨在就保护民用基础设施的国际人 understanding of the IHL principles and rules that protect civilian infrastructure, and the practical measures needed to apply these principles and rules in armed conflict. 道法原则和规则,以及在武装冲突中适用这些原则和规则所需的实际措施建立共识。

During the first consultation, participants underscored the point that the essential services on which civilians depend often rely on a complex, interconnected, fragile web of infrastructure, which may be located underground, at ground level or above ground. Damage or destruction to just one part of this network can have cascading, cumulative, longterm and even irreversible consequences for civilians.

在第一轮咨商中,参与方强调指出,平民赖以 生存的基本服务,往往依托于一个互联互通、 复杂且脆弱的基础设施网络,该网络遍布地 下、地面及空中。其中任何部分遭到毁损,都 可能引发连锁反应,对平民造成不断累积、长 期乃至不可逆的后果。

Concerns were raised not only with respect to the immediate or direct impacts of attacks on infrastructure and civilians caused by a weapons' blast and fragmentation effects, but also the less visible. indirect "reverberating" effects (often referred to as, second-, third- or higher-order effects in military doctrine) felt well beyond the impact zone of attack, and sometimes long after the attack. For example, damage to a power station can spread across many critical services, impacting the functioning of hospitals or of water-treatment stations, which may in turn lead to the death of patients, spread disease and trigger displacement. Schools, telecommunications, banking, transportation and emergency services could also be affected.

参与方的关切不仅涉及攻击中武器爆炸及碎片影响对基础设施和平民造成的即时或直接影响,还涉及较难察觉的、间接或"衍生"影响(军事条令通常称之为二阶、三阶或高阶影响),其波及范围远超攻击影响区域,且有时在攻击发生后持续很长时间。例如,发电站受损会波及多个关键服务领域,影响医院或污水处理站的运转,从而导致患者死亡、疾病传播和民众流离失所。学校、电信、银行、交通运输和应急服务部门也可能受到影响。

The interdependent and interconnected nature infrastructure, and the services infrastructure enables, increases the likelihood of such indirect effects. They require uniquely tailored considerations when planning and launching an attack against a military objective. For example, damage infrastructure that comprises the upstream component of a system will have a larger impact on the service it enables to function. The significance of a piece of infrastructure for the delivery of essential services to the civilian population may also change depending on the degree to which other infrastructure has already been damaged or destroyed by the conflict.

基础设施相互依赖、相互关联的特性,以及由基础设施所支持的服务,增加了产生此类间接影响的可能性。这就要求在规划并发动对某一军事目标的攻击时,进行具有针对性的特殊考量。例如,构成某一系统上游部分的基础设施遭到损害,会对其所支持的服务运行产生更大的影响。某一基础设施在为平民居民提供基本服务中的重要性,也会随着冲突对其他基础设施造成的毁损程度的不同而发生变化。

The aim of this consultation is to discuss how to ensure that targeting practices adequately account for these characteristics of civilian infrastructure. The first round already shed light on a handful of relevant measures, including:

本轮咨商旨在探讨如何确保在目标选择实践中,充分考虑民用基础设施的上述特征。第一 轮咨商已经提出了若干相关措施,包括:

- rigorous targeting procedures to determine the status under IHL of a potential target and continuously cross-check all available information
- 使用严格的目标选择流程确定某一潜在 目标在国际人道法上的地位,并持续交 叉核验所有可用信息
- establishing "restricted strike" and "no-strike" lists for certain objects
- 针对特定物体编制"限制攻击"名单和 "禁止攻击"名单
- requiring high-level command approval before striking certain targets
- 要求在攻击特定目标前得到高层指挥官 的批准
- involving legal advisers, engineers as well as water, environmental and other specialists in planning, including to conduct pre- and post-strike impact assessments to uphold the principle of distinction and minimize incidental harm
- 由法律顾问、工程师以及水、环境和其 他领域专家共同参与规划,包括开展攻 击前和攻击后的影响评估以确保遵守区 分原则并尽量减少附带伤害
- leveraging new and emerging technologies to enhance protection of civilian infrastructure.
- 利用新兴技术加强对民用基础设施的保护

States will have the opportunity to discuss the measures listed above in greater depth. Moreover, several sessions will be dedicated to discussing measures not yet addressed within the framework of the global IHL initiative.

各国将有机会对上述措施进行更为深入的讨论。此外,会议还将设置若干部分,专门探讨在国际人道法全球倡议框架下尚未讨论的措施。

Crucially, the consultation will also serve as a space to exchange on efforts taken by states toward constantly improving and refining such measures. For example, certain states have implemented frameworks and institutions aimed at reducing civilian harm and progressively advancing their knowledge, practices, and tools to prevent, mitigate, and respond to it. Of particular interest is how these and related initiatives contribute, or could contribute, to the reduction of both direct and indirect damage to civilian infrastructure.

值得强调的是,本轮咨商还将发挥交流空间的作用,供各国分享在持续改进并完善此类措施方面所做出的努力。例如,在部分国家,相关框架和机构已落实到位,旨在减少平民伤害,并逐步加强其在预防、减轻及应对此类伤害方面的知识、实践和工具。尤其值得关注的是,这些措施及相关举措在减少对民用基础设施的直接和间接损害方面,已取得何种成效或者如何能够发挥作用。

目标		
考虑到民用基础设施的特征,本轮咨商将:		
介绍本工作领域的最新情况及进展,特别是:		
。 向参与方简述进展报告反映的 第一轮咨商结论,以及后续支 持活动所贡献的见解		
。 概述后续工作步骤,推动本工 作领域形成最终建议。		
• 聚焦于目标选择过程中产生的、并与下 列内容相关的人道和法律问题:		
。 区分原则,包括禁止不分皂白 的攻击		
。 比例原则和攻击中的预防措施原则,包括涉及所谓的"军民两用"基础设施		
。 持续改进措施的实例,以确保 遵守相关国际人道法规范,并 更好地保护民用基础设施及依 赖其生存的平民。		
后续工作步骤		
本轮咨商的成果将为"保护民用基础设施"工作领域更广泛的工作提供参考,并将促成具体建议的制定。在前两轮咨商的基础上,本工作领域将于 2026 年额外举行一次专题咨商,内容可能聚焦于: • 保护民用基础设施免受敌方潜在攻击影响的措施(即所谓的消极预防措施)		

potential attacks by the adversary	
 (so-called passive precautions) legal and humanitarian issues arising out of use that may expose infrastructure to harm from attack or military operations 	 因使用方式可能导致基础设施面临攻击 或军事行动的危害而引发的法律和人道 问题
ensuring that civilians continue to have access to essential services during armed conflict	确保平民在武装冲突期间持续获得基本 服务
 protecting and facilitating the work of essential service providers in armed conflict 	在武装冲突中保护并为基本服务提供方的工作提供便利
how "demilitarized zones" or "safety zones" can contribute to protecting civilian infrastructure	• "非军事化地带"或"安全地带"如何 能够促进对民用基础设施的保护
 how states can improve their ability to prevent and mitigate harm to civilian objects and civilians. 	各国如何提升其预防与减轻对民用物体 和平民的损害/伤害的能力
This additional thematic consultation will also lead to the formulation of concrete recommendations. All recommendations will be presented in the second quarter of 2026 and will be the object of further discussions among all states.	这一额外的专题咨商也将促成具体建议的制定。所有建议将在 2026 年第二季度发布,并将作为各国进一步讨论的议题。
Consultations will be complemented with expert meetings organized with Oxford University. All upcoming supporting events are announced on the <u>Humanity in War</u> website.	与牛津大学联合举办的专家会议将对咨商予以补充。即将举行的所有支持活动均通过 <u>"战火中的人道"</u> 网站发布。
Participants	参与方
The consultation will be held primarily in person in Geneva. Online participation is also possible.	 咨商主要在日内瓦线下举行,也开放线 上参会渠道。
The consultation is open to all interested states. There is a strong preference for capital-based governmental representatives specializing in IHL and/or personnel with experience in designing, refining or implementing targeting procedures and other measures, and representatives from permanent missions in Geneva.	 咨商欢迎所有感兴趣的国家参会,尤其欢迎来自各国首都专门从事国际人道法工作的政府代表和/或在目标选择流程的设计、完善或实施方面具备相关经验的人员,以及来自各国常驻日内瓦代表团的代表参会。

- Other representatives with specific expertise in the subject matter (e.g. members of international organizations, civil society and academia) will also participate upon invitation.
- 就会议主题事项具备专业知识的其他代表(如国际组织、民间社会和学术界人员)也将应邀参会。
- Kindly register no later than 27
 October, using this link:
 https://forms.office.com/e/3bfDP7zw7
 U
- 请至迟于 10 月 27 日前完成注册,注册链接:

https://forms.office.com/e/3bfDP7zw7U.

Procedure

程序事项

- The working languages will be Arabic,
 Chinese, English, French, Russian and
 Spanish, with simultaneous
 interpretation.
- 会议工作语言为**阿拉伯文、中文、英 文、法文、俄文和西班牙文**,会议提供 同声传译。
- We ask states to limit their statements to **four minutes** to ensure sufficient time for all participants to take the floor. At the end of each session, and after all participating entities that wish to contribute have done so, states and other participants will be given an opportunity to discuss ideas proposed by others.
- 请各国将发言时间限制在**四分钟**内,确保所有参与方都有足够时间发言。在会议每个部分结束时,待有意发言的所有参与方发言完毕后,各国及其他参与方将有机会就他方提出的观点进行讨论。
- When preparing their statements, participants are requested to kindly consider the guiding questions provided in the agenda below.
- 在准备发言内容时,请各参与方对以下 议程中所列的引导性问题进行考虑。
- Given the technical challenges of hybrid meetings, we encourage delegations who are in the room to make their statements in person and in all cases to give their full attention to delegations speaking online.
- 鉴于线上线下混合会议存在的技术限制,我们鼓励线下参会的代表团进行现场发言,并务必在一切情况下认真听取线上代表团的发言。
- The inclusive, constructive, nonpoliticized and solution-oriented
 nature of the discussions will be
 maintained throughout the
 consultation. While participants are
 encouraged to refer to their state's
 domestic practice during the
 consultations, they are asked to kindly
 refrain from discussing specific
- 咨商全程的讨论将始终保持包容性、建设性、非政治化,并以解决方案为导向。鼓励各参与方在咨商会议中提及其本国国内实践,但请避免讨论具体国家和地区或其他国家的实践。

contexts or the practice of other states.

- To facilitate interpretation, we invite participants to share a copy of their statements by 31 October 2025, via email at ihlinitiative@icrc.org, with "Protecting Civilian Infrastructure second consultation" in the subject line. We also encourage participants to send their full written statements by email after the meeting. Unless confidentiality is explicitly requested, these statements will be published on the humanity in War website.
- 为协助会议口译,请各参与方在 2025 年 10 月 31 日前将发言稿通过邮件分 享至 ihlinitiative@icrc.org,邮件标 题栏请注明"保护民用基础设施第二轮 咨商"。我们也鼓励各参与方会后通过 电子邮件提交完整的书面发言稿。除非 明确提出保密请求,上述发言稿均将通 过"战火中的人道"网站公开发布。
- The consultation will be recorded, but the recording will not be made public.
- 咨商会议将进行录像,但录像不会公 开。

Agenda	会议议程	
Protecting Civilian Infrastructure	保护民用基础设施	
Second Round of Consultations	第二轮咨商	
9:00–18:00, 3 November 2025	9:00-18:00,2025年11月3日	
ICRC Humanitarium, 17 avenue de la Pa 1202 Geneva	红十字国际委员会人道中心(17 avenue de la Paix, 1202 Geneva)	
* Depending on the number of statements given, all times set out below are subject to change.	*以下所有时间安排均将基于发言数量进行调整。	
Registration and coffee / Login and connection 9:0	元为在加州不放/以上立水/时及八公以 0.30	
Opening of the meeting and 9:00 introduction 9:3	Z (X)1 1 (1) (1) (1) (1) (1) (1) (1) (1) (1)	
Session 1: Accounting for the characteristics of civilian infrastructure and the essential services they provide Expert presentation	及其提供的基本服务 11:00 专家发言	
Guiding questions	引导性问题	
1. What targeting and verification procedures does your state have in place to ensure that the infrastructure, or parts thereof, that is being considered for attack is not a civilian object and not subject to specific protections?	4. 贵国已制定哪些目标选择和核实流程,以确保正在考虑攻击的基础设施或其组成部分不属于民用物体,且不受到特别保护? 1.3. 在所涉基础设施构成《第一附加议定书》第 52 条第 3 款规定的"通常用于民用目的的物体"时,上述流	
1.1. Are those procedures applied differently with respect to infrastructure amounting to "objects normally dedicated to civilian purposes" pursuant to Article 52(3) of	程的适用是否有所不同? 1.4. 在涉及"两用基础设施"(即同时用于民用和军事目的的基础设施)时,上述流程的适用是否有所不同?	

Additional Protocol I?

- **1.2.** Are those procedures applied differently with respect to "dual-use infrastructure" i.e. infrastructure used for both civilian and military purposes?
- **2.** When infrastructure, or parts thereof, has become a military objective, what can be done to anticipate:
 - **2.1.** the effects on other parts of that infrastructure
 - 2.2. the expected civilian harm from the attack if other infrastructure that the civilian population is relying on is already damaged, destroyed or no longer functioning
 - 2.3. the short- and long-term direct and indirect effects on other infrastructure that rely upon the targeted infrastructure, and ultimately on the civilian population, including if the targeted infrastructure is dual use?
- 3. What measures can be taken to avoid or at least minimize the effects enumerated in question 2, and ensure that they are not excessive in relation to the concrete and direct military advantage anticipated?

- 5. 当基础设施或其组成部分成为 军事目标时,能够采取何种做 法以预估:
 - **2.4.** 对该基础设施其他组成部分的影响
 - 2.5. 在平民居民赖以生存的其他基础设施已经遭到损害、破坏或无法运转时,发动该攻击预期会造成的平民伤害
 - 2.6. 在攻击目标基础设施时,对依赖于该基础设施的其他基础设施所造成的短期和长期、直接和间接的影响,及其最终对平民居民的影响,包括遭到攻击的基础设施为军民两用设施的情况?
- 6. 能够采取哪些措施避免或尽量 减少问题 2 所述影响,并确保 此类影响相较于具体和直接的 预期军事利益是不过分的?

茶歇 11:00-11:30

Coffee break	11:00- 11:30		
Session 2: Accounting for the characteristics of civilian infrastructure and the essential services they provide (cont.)	11:30- 13:00	第2部分:充分考虑民用基础设施的特征及 其提供的基本服务(续)	11:30- 13:00
Guiding questions		引导性问题	
 Continuation of discussions from Session 1, if necessary. 		6. 如有必要,继续讨论第1部分内容。	
2. Does, or could, your state use "no-strike" or "restricted targeting" lists? What should determine whether an object is		7. 贵国是否,或能否使用"禁止攻击"名单和"限制攻击"名单?应由哪些因素决定某一物体是否列入此类名单?	
included on such a list? 3. What do you see as the value in requiring higher-level command approval for		8. 对特定基础设施和物体的攻击要求 获得高层指挥官批准,您认为这有 何价值?应由哪些因素决定某一目 标需要获得此种批准?	
targeting certain infrastructure and objects? What determines whether a target requires such approval?		9. 除法律顾问以外,哪些专家(如工程师或其他专家)的专业知识有助于确保目标选择决策(包括在攻击规划阶段)符合相关国际人道法原则和规则?	
4. What expertise in addition to legal advisers, such as that of engineers or other specialists, contribute to ensuring that targeting decisions respect the relevant IHL principles and rules, including at the planning stage?		10. 是否还有任何目前尚未讨论的相关程序、工具或其他措施?	
5. Are there any other relevant protocols, tools or other measures which have not been addressed thus far?		for ASS (she will)	40.000
Lunch (not provided)	13:00	午餐(自理)	13:00 - 14:00
Session 3: Towards constant improvements in planning and targeting practices	14:00 14:00 - 15:00	第3部分:推动规划和目标选择实践的持续改进	14:00 - 15:00
Expert presentation	1).00	专家发言	
Guiding questions		引导性问题	

- 1. Continuation of discussions from Sessions 1 and 2, as needed.
- 2. What mechanisms or procedures, if any, does your state have in place to document the planning and decision-making process relating to:
 - target selection and verification
 - excessiveness of the foreseeable direct and indirect harm to civilians and civilian objects in relation to the concrete and direct military advantage anticipated
 - precautions taken to avoid or at least minimize such harm?
- 3. What lessons learned have, or could, be gleaned from comparing such documentation with poststrike impact assessments to determine the adequacy of targeting processes and precautionary measures?

Session 4: Towards constant 15:00 improvements in planning and targeting practices (cont.) 16:00

Expert presentation

Guiding questions

1. What factors or indicators would, or should, trigger a review of the measures discussed in previous sessions to ensure compliance with the IHL principles and rules protecting civilian infrastructure?

- **4.** 视情继续讨论第1部分和第2部 分的内容。
- 5. 贵国已设立哪些机制或流程(如 有),以记录与下列内容相关的规 划和决策过程:
 - 目标选择及核实
 - 对平民和民用物体可预见的 直接和间接伤害相较于具体 和直接的预期军事利益的过 分程度
 - 为避免或至少尽量减轻此类 伤害已采取哪些预防措施?
- 6. 通过将此类记录文件与攻击后的影响评估进行比较,已经或能够总结出哪些经验教训,以判断目标选择过程和预防措施是否充分?

第 4 部分: 推动规划和目标选择实践的持续 改进(续)

15:00

16:00

专家发言

引导性问题

3. 对以上各部分讨论中提及的措施,可以或应以哪些因素或指标为依据,对其启动审查,以确保对保护民用基础设施的国际人道法原则和规则的遵守?

2. What examples are there of efforts or institutions created by states to continuously consolidate, expedite, institutionalize and improve their ability to prevent, mitigate and respond to harm to civilian infrastructure and civilians from attacks?	4. 各国在防止、减轻并应对针对基础设施和平民的攻击所造成害方面,开展了哪些工作或设哪些机构,以持续巩固、加快升、完善自身能力并实现相关的制度化,请举例说明?	x的伤 x立了 t提 能力
Session 5: Emerging technologies for better ensuring protection of civilian infrastructure and civilians	16:00 - 16:30 -17:30 第 5 部分: 强化民用基础设施和平民份 新兴技术	16:00 - 16:30 計的 - 17:30
Expert presentation	专家发言	
 Guiding questions How can new technologies and advancements in military technology contribute to preventing and mitigating harm to civilian infrastructure and civilians? What practical steps could be taken to incorporate these technologies and advancements into existing targeting processes and precautionary frameworks at the planning- and decision-making stage for the specific purpose of strengthening the protection of civilian infrastructure? What pitfalls, dangers or risks could arise from relying on new technologies to protect 	4. 军事技术领域的新技术和新发何能够有助于防止并减轻对民础设施和平民的伤害? 5. 为实现对民用基础设施加强保一特定目的,能够采取哪些切骤,在规划和决策阶段将这些和发展融入现有目标选择流程防性框架? 6. 依赖新技术保护民用基础设施会带来哪些隐患、危险或风险	用基 护这步术 致大术 和 可能
Concluding remarks and next steps	17:30- 18:00 总结发言和后续工作步骤	17:30 - 18:00