

**UNITED NATIONS  
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APPEAL FOR**

**REPUBLIC OF THE CONGO**

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**UNITED NATIONS INTER-AGENCY CONSOLIDATED APPEAL FOR  
THE REPUBLIC OF THE CONGO**

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**UNITED NATIONS INTER-AGENCY CONSOLIDATED APPEAL FOR  
THE REPUBLIC OF THE CONGO**



# TABLE OF CONTENTS

## 1. EXECUTIVE SUMMARY

### 1.1 CONTEXT

### 1.2 FORMULATION OF A COMMON HUMANITARIAN ACTION PLAN (CHAP)

### 1.3 COMMON HUMANITARIAN LONG-TERM GOALS

### 1.4 RELATIONSHIP WITH OTHER HUMANITARIAN AND DEVELOPMENT PROGRAMMES

### 1.5 MONITORING PLAN

TABLE I: TOTAL FUNDING REQUIREMENTS - BY APPEALING AGENCY AND SECTOR.....4

## 2. PREVIOUS CONSOLIDATED APPEAL IN REVIEW

### 2.1 FINANCIAL OVERVIEW

### 2.2 CHANGES IN THE HUMANITARIAN SITUATION

### 2.3 LESSONS LEARNED

## 3. HUMANITARIAN CONTEXT

### 3.1 POLITICAL, ECONOMIC, SECURITY AND CONSTRAINTS ANALYSIS

### 3.2 PROBLEM ANALYSIS, RESPONSE AND PROSPECTS

## 4. COMMON HUMANITARIAN ACTION PLAN (CHAP)

### *Scenario I*

### *Scenario II*

### 4.1 COMPETENCIES AND CAPACITY

### 4.2 STATEMENT OF HUMANITARIAN PRINCIPLES

### 4.3 SECTORS TO BE ADDRESSED AND OPERATIONAL OBJECTIVES BY SECTOR

#### *Health/Nutrition*

#### *Food Security and Agricultural Production*

#### *Human Rights, Peace and Reconciliation*

#### *Protection of Children and Primary Education*

*Coordination*

#### 4.4 CRITERIA FOR PRIORITISATION

TABLE II. LISTING OF PROJECT ACTIVITIES – BY APPEALING AGENCY

TABLE III. LISTING OF PROJECT ACTIVITIES – BY SECTOR

<i>Health and Nutrition</i>	15
<i>Food Security and Agricultural Production</i>	20
<i>Human Rights, Peace and Reconciliation</i>	22
<i>Protection of Children and Primary Education</i>	
<i>Coordination</i>	27

ANNEX I. INTERNATIONAL FEDERATION OF RED CROSS AND

RED CRESCENT SOCIETIES AND INTERNATIONAL COMMITTEE OF THE RED CROSS.....29

ANNEX II.ACRONYMS AND ABBREVIATIONS.....47

## 1. EXECUTIVE SUMMARY

### 1.1 CONTEXT

**UNITED NATIONS INTER-AGENCY CONSOLIDATED APPEAL FOR  
THE REPUBLIC OF THE CONGO**

After a short-lasting period of political and military stability that followed the 1997 conflict, the country replunged into civil war at the end of 1998. This new cycle of militia-driven civil strife is yet another reflection of the pattern of violence and social polarisation that has persisted since the early days of Congo's independence. It also mirrors the extent to which the previous cycle of hostilities did not produce a sustainable solution to a profound social crisis.

Sporadic skirmishes between public forces and opposition-backed militia and para-military forces were observed in the Pool region of the country starting from August 1998. In early December 1998, the hostilities spread towards southern Brazzaville and subsequently affected the densely populated provinces of Niari and Bouenza.

Since then, the two largest Southern suburbs of Brazzaville (Bacongo and Makelekele) as well as the third and fourth largest cities of the country - Dolisie and Nkayi - have been heavily damaged and looted. Insecurity still reigns in the countryside where government forces are encountering a guerrilla activity of uncontrollable, ethnically-drawn militia. In spite of Government's efforts to stabilise the military situation and to re-establish the state of law, acts of plunder, extortion, as well as widespread sexual violence continue to take place in many parts of the country in an atmosphere of impunity.

The impact of military activities is immense on a population that was just starting to recover from the effects of a devastating civil war (June-October 1997). Although it is still difficult to estimate the casualties in numeric terms, little doubt is left that many of the victims of the conflict were unarmed civilians. Over 13 percent (350,000 persons) of the country's 2.7 million population was displaced locally or found refuge in the DRC and Gabon since the onset of this new round of hostilities. Fleeing fierce military activity and terror spread by militiamen, entire urban communities of Brazzaville, Nkayi, Dolisie and Linzolo remained in inaccessible forests for approximately six months, deprived of basic food and health services, and were repeatedly used as human shields by belligerents. Caught in the midst of a full-pledged war and exposed to famine and epidemics, a large segment of the displaced persons suffered significant losses in human lives. On 1 May 1999, following the improvement in the security situation, President Sassou Nguesso announced that the IDPs could return to the southern districts of Makelekele and Bacongo. By mid-June, over 60,000 persons have already returned, most of them in an extremely precarious health and nutritional condition.

The perpetuated civil war in the ROC has a degenerating impact on the Congolese civil society and marks a further degree of ethno-political polarisation. Apathy, resentment, profound trauma, in addition to urgent humanitarian needs - these are the characteristics of the war-affected population in the ROC. The country is on the verge of losing a whole generation of youngsters that have made of plunder and extortion a natural way of earning their lives.

## **1.2 Formulation of a Common Humanitarian Action Plan (CHAP)**

Necessity of a common humanitarian action plan was felt immediately after the breakout of combats in Bacongo and Makelekele (December 1998) and in the aftermath of a massive influx of IDPs into the centre of the city. No single UN Agency or any other humanitarian institution irrespective of size and capacity could provide adequate solutions to the problem of IDPs in the ROC capital. The immediate plan of action that was put in place for a two-month period was intended to draw resources from a variety of UN and non-UN sources to meet the urgent needs of approximately 50,000 IDPs. Apart from the in-country



humanitarian team, the UN Agencies and NGOs-based in the neighbouring DRC contributed to the mobilisation of necessary means and implementation of humanitarian interventions. The continued degradation of the humanitarian situation and lack of international attention to the ROC crisis have prompted the relief community to build a consensus around the humanitarian strategy described in this document. The actors who participated in the development of this strategy are UNHCR, WFP, OCHA, WHO, UNICEF, UNDP, FAO, UNESCO, UNFPA, ICRC, IFRC, Congolese Red Cross, MSF/France, ACTED, Caritas, IRC, French Cooperation, European Union's Delegation, ECHO and ROC's Ministry of Health and Humanitarian Action.

Two committees have been established to monitor the implementation of the strategy: one at decision-level consisting of the HC/ROC and Donor representatives, and the other at operational-level including OCHA, UNICEF, WFP, ICRC, IFRC, ACTED and Caritas.

*The promotion of a progressive return and reintegration of IDPs, demobilisation of combatants and protection of returnees' rights as a means of contributing to the restoration of stability in the ROC and overcoming the fractionalisation of the Congolese society, constitute the rationale of the present CHAP. The UN assistance strategy will, therefore, be articulated around the following pillars:*

- ◆ *Support to the return and reintegration of approximately 350,000 displaced persons to their communities of origin;*
- ◆ *Promote a combined and coherent process of demilitarisation of militiamen of all fractions through immediate demobilisation of an estimated 15,000 youths.*

*The expected result being a stabilised and peace-oriented environment in the areas of return, conducive to the efforts of the Government and its development partners towards establishing a state of law.*

### **1.3 Common Humanitarian (Long-Term) Goals**

The relatively small size of its population, the positive balance between the demographic and economic growths, richly available natural resources, high level of urbanisation and positive ratio of industrial over agricultural production, rather high educational standards and literacy of the population make ROC a potentially prosperous country. The political and military troubles that ravage the country since the early 1990s have negatively impacted its achievements in the field of development and the population's well being. It is believed, however, that in case of a sustained political stability and timely humanitarian assistance followed by structural, multi- and bilateral aid, the urgent humanitarian needs will not persist or become chronic in character. If the international community succeeds in stabilising the movement of populations in the ROC and containing the impact of the life-threatening circumstances, such as inadequate feeding, lack of health care and uncontrolled use of arms within the forthcoming five to six months, the standard of living enjoyed by the ROC's population in the early 1990s could be restored by the year 2001-2002. The goals for the next three years are, therefore, defined as follows:

- Diminished malnutrition levels in the ROC, through economic recovery of the population of Pool and other food producing areas (distribution of improved seeds, vaccination of life-stock, rehabilitation of feeder-roads and marketing infrastructure);



- increased coverage of the population of the ROC by primary health services, through rehabilitation of health infrastructure in Brazzaville, Dolisie, Nkayi, Linsolo and rehabilitation/construction of health centres in Pool and Bouenza provinces;
- re-establishment of the pre-war standards of poliomyelitis control and establishment of a country-wide cholera prevention mechanism (vaccination, rehabilitation of sanitation facilities, support to establishment of local capacity to produce water-treatment chemicals);
- demilitarisation and national reconciliation of the Congolese society, through re-integration of demobilised militiamen into the civil society (vocational training, income generation, job creation); peace education; promotion of respect for human rights (support to creation of an equitable judicial system; support to independent media) and increase of participation (electoral process);
- improved enrolment of children in primary education (rehabilitation and construction of schools throughout the ROC); decreased drop-out rates;
- post-traumatic rehabilitation of victims of sexual violence and promotion of gender policies.

#### **1.4 Relationship with other Humanitarian and Development Programmes**

Although the number of humanitarian actors and donors present in the ROC is limited compared to the dimensions of the current crisis, a significant number of well-targeted activities by different partners are underway. While prioritising the UN interventions based on its institutional comparative advantage, the CHAP will take into account the activities and the resources mobilised by the Red Cross Movement to meet the IDP related humanitarian needs, humanitarian interventions envisaged under ECHO funding by international NGOs such as the International Rescue Committee (IRC) (victims of sexual violence), MSF (health and epidemic control), ACTED (sanitation in return areas), CARITAS/CRS (reintegration of IDPs) and Action contre la Faim (ACF/France) (emergency nutritional support). Also the UN interventions described within the CHAP will seek to amplify the impact of multi- and bilateral assistance programmes envisaged by the European Union (DG8) and French Cooperation in the fields of health, infrastructure rehabilitation and food security. The demobilisation programme presented by the UN system in this appeal is designed to be linked to longer-term reintegration initiatives already in the pipeline of bi-lateral and multilateral donors, most notably the French Government and the European Union. Both have planned vocational training initiatives and employment projects, which will benefit some of the youth enrolled in volunteer groups. UNDP will also re-activate in due course an ILO executed programme for the re-insertion of youth into the productive system. FAO will launch a programme for the reactivation of the agricultural sector.

While noting a certain engagement of the private sector into the assistance projects, the CHAP will refrain from accepting any contributions from parties whose neutrality / impartiality vis à vis the ongoing conflict in the ROC is questionable.

## 1.5 Monitoring Plan

In order to optimise the decision-making process concerning the humanitarian assistance, a two-fold monitoring framework is in place in the ROC. The responsibility for the strategic monitoring of the operational scenarios and humanitarian principles is assumed by the Office of the UN Humanitarian Coordinator/OCHA in consultation with OHCHR and ICRC. Quarterly bulletins summarising the developments and trends in the humanitarian space of the ROC will be issued for the attention of the Government, donor and humanitarian community. The operational monitoring matters are handled by a UN inter-agency task force, which will monitor the sectoral goals and compliance of agencies and partners with the cross cutting objectives. The task force will be submitting fortnightly analytical reports to the UN country management team and carry out monitoring and evaluation exercises if needed.

**Table I: Total Funding Requirements for the  
1999 United Nations Consolidated Inter-Agency Appeal for  
REPUBLIC OF THE CONGO  
By Appealing Agency and Sector  
July – December 1999**

<b>APPEALING AGENCY</b>	<b>REQUIREMENTS (US\$)</b>
World Food Programme	7,056,138
World Health Organization	440,000
Food and Agriculture Organization	786,870
Office of the High Commissioner for Human Rights	195,200
United Nations Development Programme	3,625,000
United Nations Children's Fund	2,000,000
United Nations Population Fund	200,000
United Nations Educational, Scientific and Cultural Organization	250,000
Office for the Coordination of Humanitarian Affairs	150,000
<b>GRAND TOTAL</b>	<b>14,703,208</b>
<b>SECTOR</b>	<b>REQUIREMENTS (US\$)</b>

**UNITED NATIONS INTER-AGENCY CONSOLIDATED APPEAL FOR  
THE REPUBLIC OF THE CONGO**

Health and Nutrition	8,696,138
Food Security and Agricultural Production	786,870
Human Rights, Peace and Reconciliation	3,820,200
Protection of Children and Primary Education	1,250,000
Coordination	150,000
<b>GRAND TOTAL</b>	<b>14,703,208</b>

## 2. Previous Consolidated Appeal in Review

### 2.1 Financial Overview

The first UN appeal to the donor community was launched by the UN system in conjunction with several NGO partners in the aftermath of the first round of the Congolese civil war in November 1997. Out of US \$17.7 million required for implementation of 15 emergency humanitarian and post-conflict interventions of the UN 1997 Flash Appeal, only US \$1.4 million representing roughly 8 percent, was received. Subsequently in the beginning of 1998, the United Nations in conjunction with other humanitarian partners present in ROC prepared an annual assistance strategy for the ROC, which was preceded by a countrywide need assessment exercise. The new assistance plan and proposed interventions were geared to a transition strategy from humanitarian assistance to recovery. A US\$ 23.3 million appeal launched by the UN found a marginal support from the donor community representing approximately 5 percent of budget requirements.

The failure of the above two Appeals to raise adequate funding had highly negative implications on the assistance provided to the war-affected populations, both in quantitative and qualitative terms and eventually incapacitated the humanitarian community vis à vis the second round of the Congolese crisis that broke out in August 1998. As a consequence, the weak emergency response capacity of the UN system had negative repercussions on all the other humanitarian partners which were dependent on the UN's traditional lead role in logistics, stockpiling, security management, information, telecommunication, etc. Perhaps the only exception was ICRC, which developed a logistical network and earmarked contingency funds and therefore was better prepared for the emergencies ahead. By mid-December 1998, when the crisis in ROC reached threatening dimensions, the relief community in the country was represented by the UN Agencies, ICRC, IFRC and two international NGOs.

## 2.2 Changes in the Humanitarian Situation

The humanitarian situation in the ROC in the post-conflict (1997) period was characterised by slow but steady stabilisation, reflection of which was seen in the partial economic recovery of the population of Brazzaville, comparatively low prices and availability of a variety of basic food and non-food items, gradual resumption of health services and improved access of urban population to potable water. These signs were among the reasons that made the large majority of humanitarian organisations and donors believe that the stabilisation trends in the political climate and in the social economic environment were irreversible. Yet, hatred and intolerance gravely affected the society. The re-emergence of the Congolese civil war in late 1998 proved that the international community underestimated the implications of these dangerous symptoms.

This new phase of the civil strife, which is still not over, impacted the part of the society that remained untouched during the 1997 confrontation. It also permeated deep into the interior of the country and continued to destroy public infrastructure and private assets, the fruit of years of investments and construction, which had made the ROC relatively better off compared to its neighbours in the region.

The extent of the consecutive wars is seen in the following statistics:

- ◆ Every third Congolese has been and is being displaced since 1997 and lost lifetime assets and property;
- ◆ every second Congolese is hosting or somehow supporting his displaced relatives;
- ◆ an estimated 60 percent of national food production means (over 50 percent of the country's agricultural produce, and 75 percent of the livestock) is destroyed in Pool, Buanza, Niari and Lekoumou;
- ◆ over 50 percent of medical institutions in Pool and Buanza regions are either destroyed or heavily damaged/looted;
- ◆ contraction of the domestic agricultural production by half is not being substituted by food imports. In consequence, the prices for staple food have dramatically increased (on average 65 percent compared to pre-war prices);
- ◆ an estimated 70 percent of the returnee population (Southern Brazzaville) suffers from acute or severe malnutrition;
- ◆ sexual violence against women reached such levels (estimated in dozens of thousands) that its consequences will affect generations ahead;
- ◆ educational process was interrupted in the overwhelming majority of schools in Southern Brazzaville, Pool, Buanza, Niari regions for the last six months;
- ◆ the appalling progression of the violence in the country can be seen from the example of civilian casualties and displaced since the first open clashes between the rivals: **1993- 2,000 casualties, 40,000 displaced; 1997- 15,000 casualties, 650,000 displaced; 1998-99 estimated 2,000 - 3,000 casualties (continues) 350,000 displaced.**

## **2.3 Lessons Learned**

- The humanitarian action should not remain outside the social and political context in the ROC and should, in harmony with political initiatives, seek to bring sustainable solutions to the crisis in the ROC.
- A major challenge that will need to be addressed in parallel with large humanitarian interventions is to support the demobilisation and disarmament of militia and ex-militia and promote their reintegration into the civil society.
- Support should be provided to the Government to restore the civilian authorities throughout the ROC, which in turn is a precondition for delivery of humanitarian assistance.
- Continued fractionalisation within the military opposition's camp will leave little chances to the aid agencies to identify viable interlocutors in order to negotiate the access to beneficiaries. A joint UN/Donor/NGO/Red Cross contingency plan should be developed to monitor the access situation and envisage rapid response in case of complication.

## **3. Humanitarian Context**

### **3.1 Political, Economic, Security and Constraints Analysis**

Virtually, all the forces taking part in the ongoing political and humanitarian crisis in the ROC have been protagonists of previous crises since the country became independent. Mutual suspicion and political rivalry which are at the heart of the current crisis started to escalate from the mid-60's when the Congo became a one-party authoritarian state. The relative liberalisation of the country's political life in the 90's occurred (e.g., Sovereign National Conference and adoption of a new Constitution, and multi-party elections of 1992) in parallel with a rise of intolerance and of political and ethnic antagonism. Fighting and violence that were sporadically taking place in the country since 1993 were often degenerating into what appeared to be ethnic cleansing with ethnic groups fleeing or being forced out of areas where they were a minority.

The key difference of the ongoing conflict is in the fact that no clear demarcation line could be drawn between the belligerents, as there is no homogeneity within either camp. On a number of occasions the newly formed regular army came into a conflict with this ethnically drawn militia. Likewise, no generalisation could be made as regards the opposite camp, which is made up of a great variety of militia, separatist movements and often criminal groups that do not adhere to a common political or military strategy though are allied for tactical reasons. Furthermore, the rebel and opposition militia groups tend to proliferate in the absence of a viable leadership and any coherent strategic objective and coordination. As a result, the prospects of a peaceful settlement in the absence of credible interlocutors look rather uncertain. The Church's mediation efforts made since the beginning of 1999 failed to bring the conflicting parties to the negotiating table primarily because of the absence of any commonly accepted authority among the highly fractionalised military opposition. For the same reason, all attempts of the humanitarian community and the church to access the IDPs in areas controlled by rebels encountered an impasse. However, recent calls by the President for reconciliation and peace, together with a public

commitment to a general pardon to all Congolese who return and recognise the legitimacy of the present authorities, as well as the President's recent attempts to establish peace discussions with opponent political leaders, are factors that could accelerate the restoration of peace.

The new economic philosophy of the Government made public on 22 May 1998, symbolised the end of planning economy and the introduction of principles of economic liberalisation. The Government made clear its intention to gradually disengage from planning and managing the economic process, thus leaving its place to private initiatives. The first eight months of 1998 were marked by a considerable growth of the domestic production - in particular oil and wood - that made many observers believe in a Congolese model of quick economic recovery. At the beginning of June, the Government was expecting an eight- percent growth in GDP for 1998.

The macro-economic impact of the war on the economy of ROC is enormous. Oil production and wood (eucalyptus) exports, respectively concentrated in Pointe-Noire, Lukala and Sanga; account for most of the revenues for the state budget. The agricultural potential of the country is greatly damaged and in some instances paralysed as the main food producing regions of Pool, Niari and Buanza are severely affected by fighting and massive population displacement. The military activity has caused enormous damage to the production of main crops such as manioc, bananas, peanuts, coffee, cacao and corn. Domestic food consumption becomes increasingly dependent on imports. The non-functioning transport arteries and primarily the Pointe-Noire - Brazzaville railroad contribute to isolation of food exporting and consuming areas and create a serious food deficit in urban areas and inevitably high prices for most food commodities. The depletion of the local food market practically excludes the possibility of local food purchases for humanitarian project in case of rupture of stocks which often occurs as a result of logistical constraints.

### **3.2 Problem Analysis, Response and Prospects**

Humanitarian problems currently observed in the ROC are mainly war inflicted. The patterns of the ongoing humanitarian emergency in the ROC resemble those of the 1997 crisis. However, in 1997 the affected population was better prepared for hardships of the war and displacement. The recovery period from the previous civil war that lasted from November 1997 through September 1998 was short and insufficient for restoration of a minimal basis needed for a sheer survival of large groups of the population. Thus, the ongoing military confrontation in the ROC occurs against the background of an extreme precariousness and a weakened social fabric.

The flow of humanitarian assistance, as in every conflict situation, remained severely constrained by lack of access due to widespread insecurity. The specificity of the complex emergency in the ROC is, however, seen in the fact that the humanitarian interventions were not only constrained but also paralysed because of chronic lack of funding and non-existent rapid response capacity. From December 1998 to May 1999 the humanitarian community managed to mobilise considerable resources to meet the needs of IDPs in Brazzaville (approximately 25,000 persons) and to a lesser extent of those in Pointe Noire. The military breakthrough in Pool region enabled some of the IDPs to flee the areas of their forced exile and find refuge in the DRC where they were provided with some assistance. Contained by similar funding and logistics problems, the humanitarian agencies failed to



provide adequate assistance to the Congolese IDPs/refugees in Bas Congo province of the DRC, nor are the assistance and return packages awaiting the IDPs in Brazzaville sufficient.

The survey of the first returnees revealed that there is a varying degree of vulnerability among them. But the absolute majority of IDPs currently resettling in Brazzaville are in dire need of humanitarian assistance. Furthermore, it is the conviction of the relief agencies on the ground that the IDP caseload should be assisted in its entirety (350,000 persons). Resources available on the ground with the UN Agencies, the Red Cross Movement, NGOs and some bi-lateral donors are inferior to the needs and very stretched. Unable to fully meet the humanitarian requirements of IDPs already in Brazzaville, the tip of the iceberg, the relief community finds itself handicapped to respond to the emergencies in the provinces, most notably in Nkayi and Dolisie and vis a vis the protection issues.

Funds solicited through the present Appeal are thus meant to enhance the efficiency of the ongoing assistance projects and ensure the continuity of the humanitarian programme until December 1999. Beyond this period, the humanitarian emergency assistance will need to be readjusted and eventually scaled down to focus on much smaller vulnerable groups. In sum, this Appeal should be seen as a short-term humanitarian stabilisation platform of the UN system and its operational partners.

#### **4. Common Humanitarian Action Plan (CHAP)**

The analysis of the evolution of the political and humanitarian situation in the ROC since 1993 indicates that there are a number of domestic and external sources of instability which continue to fuel the crisis. Although a number of factors may change the shape of the actual humanitarian context, the CHAP will emphasise that the improved humanitarian situation in the ROC is not necessarily a consequence or a result of political and military settlement. On the contrary, the humanitarian intervention consisting of a chain of consecutive and parallel action will contribute to solve the current crisis in the ROC. The return and reintegration of 350,000 IDPs, restoration of a minimal economic security for the displaced, demobilisation of combatants, followed by a general pardon for those involved in confrontation and their immediate enrolment in volunteer groups, are the activities that may contribute to national reconciliation and a durable peace. Therefore, the two operational scenarios put forward by the UN are built around the return process, as a prerequisite for social stabilisation. Both scenarios are conceived to accommodate different developments and propose operational solutions to achieve the same objective under the current or possibly more complicated circumstances.

##### **Scenario I**

In spite of a certain level of insurgent activity in the interior, the progressive return of 350,000 IDPs is possible within the next five months. Civilian authorities are being established in Dolisie, Nkayi and Linzolo to prepare for the return.

UN interventions under this scenario will be multi-faceted and carried out in the ROC and in the DRC. They will include three main dimensions:



1. Protection: Office of the UN Humanitarian Coordinator/OCHA, UNHCR and UNHCHR.
2. Emergency assistance: UNICEF, WFP, FAO, UNFPA, UNDP, WHO and HC/OCHA. This scenario will require an enhanced logistical capacity and establishment of operational bases in Dolisie and Nkayi.
3. Immediate post-humanitarian assistance building on the President's general pardon and other measures intended to build confidence between various communities: demobilisation of an estimated 15.000 youths in the army and various insurgent factions, and their enrolment in volunteer groups to work in the war-affected areas.

## **Scenario II**

This scenario refers to a possible further escalation of hostilities in Pool, Buanza and Niari regions which in turn may jeopardise the stabilisation process and in consequence, halt the gradual return of IDPs. This scenario presupposes that the UN would, in agreement with the Government, seek to establish informal contacts with the various belligerents, possibly with the mediation of the church network, with the intention to provide humanitarian aid and incite the IDPs to return to Brazzaville via Bas Congo province, in the DRC, and to Dolisie and Nkayi. In any event, the return of displaced to southern Brazzaville should remain a priority issue. The reach of the UN under this operational scenario will be fairly limited, as establishment of sub-offices and deployment of international relief personnel in the interior would not be possible, especially if the fighting spreads towards Pointe-Noire.

While the return of IDPs from the Pool region via DRC can be managed under this scenario with the assistance of UNHCR, the protection of resettlement sites would remain a major issue that must be addressed in cooperation with the Government and the Red Cross Movement (ICRC). The UN will need additional air capacity to deliver primary food assistance to IDPs whose return to Dolisie and Nkayi might be postponed due to renewed hostilities. Common logistical services will be put in place to assist individual Agencies in delivering relief items into the interior of the country. Stocks of food, non-food and medical items should be pre-positioned in Brazzaville, Pointe-Noire, Libreville (Gabon) and Matadi (DRC).

## **4.1 Competencies and Capacity**

In order to meet the benchmarks established by the CHAP, the UN system, in addition to raising a modest amount of funds compared to the 2 previous Appeals, must substantially reinforce its capacities in several fields of humanitarian assistance. This includes primarily the deployment of specialists in the domains of human rights and international humanitarian law; mobilisation of youth, vocational training and income generating activities for demobilised youth and other members of the society and peace education.

The competencies in the field of health, nutrition, logistics, care and protection of returnees and internally displaced, reproductive health, post-traumatic rehabilitation of victims of sexual violence, food security and agricultural production, and education are adequate within the UN system and its operational partners. In the current situation, however, the capacity to meet the specific short-term goals described in this document depends largely on the financial response to the Appeal.

## **4.2 Statement of Humanitarian Principles**

The ongoing internal conflict in the ROC is marked by a serious violation of the principles of humanitarianism and international humanitarian law. Not only did the country's mostly urban civilian population become the major victim of the military confrontation but people were used also as a vehicle for achieving military objectives.

- ⇒ Over 150,000 IDPs that fled Brazzaville became de facto hostages manipulated by various insurgents, and were literally caught in crossfire from December 1998 through May 1999.
- ⇒ Many returnees have been subjected to persecution, arbitrary arrest, detention and torture upon their arrival to their home communities.
- ⇒ Belligerents used systematic rape of women as a war-time weapon.
- ⇒ Mandated humanitarian agencies were not given access to war prisoners and captured insurgents.
- ⇒ Parties to the ongoing conflict impeded the free passage of humanitarian aid to the civilian victims of the war.
- ⇒ All parties to the conflict have recruited children under 16 into the army and paramilitary forces.

The UN will seek to promote a greater adherence of the conflicting parties to the Universal Declaration of Human Rights and to the principles and rules that: a) limit the recourse to violence during internal conflicts (II Geneva Convention and additional protocols); b) protect the rights of internally displaced persons (Guiding Principles on IDPs); and, c) protect the rights of children (Convention on the Rights of the Child). The immediate short-term priority will be given to:

- Protecting persons that are not or are not any more directly engaged in the conflict;
- protecting wounded and prisoners of war;
- limiting the effects of violence while warring factions pursue military objectives in the conflict;
- preventing the recruitment of children into armed conflict;
- seeking to demobilise children and youngsters under 18;
- ensuring an unimpeded passage of humanitarian aid to the war-affected civilians;
- ensuring the security of aid workers in the armed conflict.

## **4.3 Sectors to be Addressed and Operational Objectives by Sector**

### **Health / Nutrition**

Recurrent military activities and massive population displacement resulted in devastation of four most populated regions of the country (Niari, Bouenza, Lekoumou and Pool) and southern Brazzaville. The destroyed infrastructure represents roughly 50 percent of national health institutions and food production means. The situation is further aggravated by lack of medicines, as the stocks of pharmaceuticals have not been adequately

replenished since the onset of the conflict. In consequence, the health coverage of the population almost halved while the morbidity rates dramatically increased. The nutritional status of the war-affected populations is very fragile as an estimated 70 percent of IDPs suffer from acute and severe malnutrition.

**Operational objectives:** provide 300,000 IDPs with supplementary feeding from July through December 1999; provide 200,000 IDP children and women with therapeutic feeding and essential drugs, increase vaccination coverage of IDPs in areas of return; establish effective epidemiological control and epidemic prevention mechanisms; provide post traumatic rehabilitation to some 5,000 victims of sexual violence.

### **Food Security and Agricultural Production**

Global food deficit in the local market is estimated at 30 percent. Agricultural activities in Pool, Bouenza and Lekoumou regions have been interrupted since the early days of the conflict because of insecurity and massive population displacement. Up to 50 percent of crops has been destroyed and 75 percent of livestock has been killed in some of the regions. No adequate quantities of food are being imported into the ROC to substitute the partial loss of the domestic food produce. The overall price level for staple food has increased on average by 60 percent compared to pre-war prices.

**Operational Objectives:** provide some 65,000 war affected rural families in Pool and Bouenza regions with agricultural inputs to restart cultivation and animal husbandry activities.

### **Human Rights, Peace and Reconciliation**

The improvement of the inter-ethnic and political situation in the ROC will depend on how quickly the authorities will engage in a dialogue with the civil society, and in particular the human rights NGOs in order to put an end to the current crisis. In this regard, the provision of assistance in the field of promotion and protection of human rights could have a positive impact on the reconciliation and reconstruction process, through capacity-building aimed at encouraging and sustaining the peace process.

**Operational Objectives:** UNDP intends to support the demobilisation of some 7,500 youth ex-militia, provide them with employment through volunteer groups, and promote their reintegration into the civil society; OHCHR intends to provide training to Government officials, military and police forces on human rights issues and humanitarian principles.

### **Protection of Children and Primary Education**

The population displacement in ROC is accompanied by a dramatic increase of abandoned children and orphans. Many minors have been simply lost during the prolonged exile. There are also indicators that children aged 9-14 have been and are being systematically recruited by the parties to the conflict. The IDP children who return to their communities since early May 1999 find their schools destroyed, looted and abandoned. The normal educational process in most war-affected areas has been interrupted since December 1998. With the exception of a few primary schools in Brazzaville, classes have not yet resumed the 1999 school programme.

**Operational Objectives:** Repair/rehabilitate some 20 schools in the ROC capital, in Nkayi and Dolisie and provide them with educational materials and furniture; trace and re-unify

unaccompanied minors with their families; and demobilise child soldiers and prevent new recruitment.

### **Coordination**

Following the re-establishment of its permanent presence in the ROC, OCHA set up a field coordination unit to support the UN system, the Government of ROC and the relief community as a whole in better understanding the humanitarian dynamics in the country, and envisaging an adequate humanitarian response to existing and arising emergencies.

**Operational Objectives:** Prepare updates regularly and monitor contingency plans for the UN system and its operational partners; organise inter-agency assessment missions in various regions of the ROC; prepare mission reports and assist the operational agencies in fund raising if required; prepare monthly humanitarian bulletins and ensure an adequate information flow between all humanitarian partners, the Government and the donor community.

## **4.4 Criteria For Prioritisation**

Prioritisation criteria developed by the inter-agency working group are based on sector, need and capacity analysis and are designed to establish a project selection mechanism for short-term operational goals throughout the period of the appeal – July through December 1999.

The programmes / projects developed for the period of the appeal should thus be:

- ◆ impact oriented and measurable;
- ◆ attainable within limited capacities and time-frame;
- ◆ non-reliant on large human resources and material investments;
- ◆ flexible to changing political environment and mobility of the population;
- ◆ sensitive to complex inter-ethnic situation;
- ◆ complementary to interventions of other participating agencies and Government institutions;
- ◆ foreseeing alternative implementation arrangements/modalities.

**Table II : United Nations Consolidated Inter-Agency Appeal for**

**REPUBLIC OF THE CONGO**

**Listing of Project Activities – by Appealing Agency**

**July – December 1999**

<b>Code</b>	<b>Appealing Agency/ Activity</b>	<b>Requirements (US\$)</b>
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**WORLD FOOD PROGRAMME**

ROC – N02	Emergency Food Assistance to IDPs and Returnees	7,056,138
<b>Sub-Total</b>		<b>7,056,138</b>

**WORLD HEALTH ORGANIZATION**

ROC – N03	Epidemiological Surveillance and Epidemic Control	165,000
ROC – N04	Support to Health Centres and Hospitals	275,000
<b>Sub-Total</b>		<b>440,000</b>

**FOOD AND AGRICULTURE ORGANIZATION**

ROC – N06	Emergency Assistance to Farmers in War-Affected Regions	497,910
ROC – N07	Emergency Assistance to Women-Farmers in War-Affected Areas	288,960
<b>Sub-Total</b>		<b>786,870</b>

**OFFICE OF THE HIGH COMMISSIONER FOR HUMAN RIGHTS**

ROC – N09	Support to Reconstruction Process	195,200
<b>Sub-Total</b>		<b>195,200</b>

**UNITED NATIONS DEVELOPMENT PROGRAMME**

ROC – N08	Demobilisation of Youth	3,625,000
<b>Sub-Total</b>		<b>3,625,000</b>

**UNITED NATIONS CHILDREN'S FUND**

ROC – N01	Primary Health and Vaccination/Nutrition	1,000,000
ROC – N10	Protection of Children in Difficult Circumstances/ Primary education	1,000,000
<b>Sub-Total</b>		<b>2,000,000</b>

**UNITED NATIONS POPULATION FUND**

ROC – N05	Post-Traumatic Rehabilitation of Victims of Sexual Violence	200,000
<b>Sub-Total</b>		<b>200,000</b>

**UNITED NATIONS EDUCATIONAL, SCIENTIFIC AND CULTURAL ORGANIZATION**

ROC – N11	Reconstruction / Repairs of Four Schools in Brazzaville	250,000
<b>Sub-Total</b>		<b>250,000</b>

**UNITED NATIONS OFFICE FOR THE COORDINATION OF HUMANITARIAN AFFAIRS**

ROC – N12	Coordination of Humanitarian Assistance	150,000
<b>Sub-Total</b>		<b>150,000</b>

<b>GRAND TOTAL</b>		<b>14,703,208</b>
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<b>Table III : United Nations Consolidated Inter-Agency Appeal for</b> <b>REPUBLIC OF THE CONGO</b> <b>Listing of Project Activities – by Sector</b> <b>July – December 1999</b>			
<b>Code</b>	<b>Sector/ Activity</b>	<b>Appealing Agency</b>	<b>Requirements (US\$)</b>
<b>Health and Nutrition</b>			
ROC N01	Primary Health and Vaccination/Nutrition	UNICEF	1,000,000
ROC N02	Emergency Food Assistance to IDPs and Returnees	WFP	7,056,138
ROC N03	Epidemiological Surveillance and Epidemic Control	WHO	165,000
ROC N04	Support to Health Centres and Hospitals	WHO	275,000
ROC N05	Post-Traumatic Rehabilitation of Victims of Sexual Violence	UNFPA	200,000
<b>Sub-Total</b>			<b>8,696,138</b>
<b>Food Security and Agricultural Production</b>			
ROC N06	Emergency Assistance to Farmers in War-Affected Regions	FAO	497,910
ROC N07	Emergency Assistance to Women-Farmers in War-Affected Areas	FAO	288,960
<b>Sub-Total</b>			<b>786,870</b>
<b>Human Rights, Peace and Reconciliation</b>			
ROC N08	Demobilisation of Youth	UNDP	3,625,000
ROC N09	Support to Reconstruction Process	OHCHR	195,200
<b>Sub-Total</b>			<b>3,820,200</b>
<b>Protection of Children and Primary Education</b>			
ROC N10	Protection of Children in Difficult Circumstances/ Primary education	UNICEF	1,000,000
ROC N11	Reconstruction/Repairs of Four Schools in Brazzaville	UNESCO	250,000
<b>Sub-Total</b>			<b>1,250,000</b>
<b>Coordination</b>			
ROC N12	Coordination of Humanitarian Assistance	OCHA	150,000
<b>Sub-Total</b>			<b>150,000</b>
<b>GRAND TOTAL</b>			<b>14,703,208</b>

## Health and Nutrition

<b>Appealing Agency:</b>	<b>UNITED NATIONS CHILDREN'S FUND</b>
<b>Activities:</b>	Emergency Rehabilitation of the Primary Health Care System. Revitalisation of the Vaccination Coverage. Therapeutic and Supplementary Feeding
<b>Code:</b>	ROC-99-1/N01
<b>Target Population:</b>	200,000 internally displaced women and children
<b>Implementing Agencies:</b>	UNICEF, local and national authorities and local NGOs
<b>Time Frame:</b>	July – December 1999
<b>Objective:</b>	Ensure that the basic health and nutrition needs for IDP children are met
<b>Funds Requested:</b>	<b>US\$ 1,000,000</b>

### SUMMARY

**Health:** In December 1998 heavy fighting broke out in Brazzaville. A massive displacement of population, mainly women and children, took place as a result. The conflict subsequently extended to other towns as Linzolo, Nkayi and Dolisie, in the southern regions, causing enormous damage and looting in public buildings and infrastructure. Pointe Noire, without water or electricity for the past four months, has also suffered the consequences of the conflict by hosting some 30,000 IDPs.

The main health problems encountered include malaria, acute respiratory infections and diarrhoea. It is therefore necessary to: organise the distribution of essentials drugs in the areas of return; re-establish health units with qualified personnel in these areas, with qualified personnel and, launch the Measles vaccination and to supply vitamin A. Simultaneously, the delivery capacity of eight Integrated Health Centres in Bacongo and Makelekele districts will be strengthened and accompanied with measures facilitating the access to them of insolvent returnees; essential drugs will be supplied to the referral hospitals of Makelekele, Centre Hospitalier Universitaire and Talangai; psycho-social care will be offered for young girls, raped women and traumatised children in coordination with ongoing UNDP and UNFPA assistance.

**Nutrition:** The disruption of food distribution networks and the interruption of economic activities have an enormous impact on the nutritional status of the population, particularly on children under five years. Severely malnourished children are being registered in large numbers in three centres under the supervision of different NGOs on return from the Pool region. This project will ensure prompt identification and registration of severely malnourished children under five and the provision of assistance through nutritional rehabilitation units in the areas of return; the supply of therapeutic milk and high-protein biscuits to the rehabilitation units; and strengthening of the technical capacity of medical and paramedical personnel through re-training activities.

<b>FINANCIAL SUMMARY</b>	
<b>Budget Items</b>	<b>US\$</b>
Medical supplies and pharmaceuticals	250,000
UNIMIX, therapeutic feeding supplies, BP5	650,000
Logistics and transport	70,000
Programme support costs	30,000



**TOTAL****1,000,000**

**Appealing Agency:** **WORLD FOOD PROGRAMME**

**Activity:** Emergency Food Assistance to Internally Displaced and Returnees

**Code:** ROC-99-1/N02

**Target Population:** Monthly average of 200,000 people

**Implementing Agencies:** WFP, Caritas, Red Cross and ACF

**Time Frame:** July – December 1999

**Objective:** Support internally displaced and returnees through essential relief distributions and selective feeding to the malnourished

**Funds Requested:** **US\$ 7,056,138**

**SUMMARY**

The re-emergence of civil war in late 1998 made hundreds of thousands of Congolese flee their homes. In many cases, farmers were prevented from gathering their crops; others had their assets taken by combatants. Many urban displaced have also lost most or all of their food assets. The conflict reduces dramatically the possibilities for productive agriculture while in urban areas the population is facing raising food prices at the same time as the local economy has come to a virtual stand-still. Given the already precarious food situation, the impact of the massive population movement, is disastrous. Many of the IDPs are in very poor nutritional condition. WFP endeavours to meet the basic food requirements of 200,000 persons among the most vulnerable groups in Brazzaville, Pointe-Noire, Dolisie, Nkayi and the Pool. Also, it is expected that WFP's assistance will continue until the end of the year for a monthly average of 100,000 beneficiaries and an estimated costs of US\$ 3.5 million.

<b>FINANCIAL SUMMARY</b>		
<b>BUDGET ITEMS</b>	<b>MTs x US\$ / MTs</b>	<b>US\$</b>
Cereals	6,300 x 230	1,449,000
Pulses	2,160 x 240	518,400
Oil	576 x 725	417,600
Salt	90 x 100	9,000
CSB	1,080 x 300	324,000
Sugar	36 x 250	9,000
<b>Sub-Total</b>	10,242 MT	2,727,000
Ocean freight, insurance and super-intendence costs		1,331,767
LTSH costs		1,536,300
Airlift	2,000 x 350	700,000
Direct support costs		361,667
Indirect support costs		399,404
<b>TOTAL</b>		<b>7,056,138</b>

**Appealing Agency:** **WORLD HEALTH ORGANIZATION**

**Activity:** Epidemiological Surveillance and Epidemics Control

**Code:** ROC-99-1/N03

**Target Population:** Population of Brazzaville, Pointe-Noire and Nkayi

**Implementing Agencies:** Ministry of Health, WHO

**Time Frame:** July – December 1999

**Objective:** To re-establish effective epidemiological surveillance and epidemic prevention mechanisms in urban areas affected by massive population movements

**Funds Requested:** **US\$ 165,000**

## **SUMMARY**

The December 1998 crisis broke out in the context of the precarious situation resulting from the previous cycle of hostilities (June - October 1997). The population displacement, the destruction of public - notably health centres - and private assets, the interruption of the national health programmes and the generalised degradation of hygiene conditions (e.g. inhumation of victims of conflict near residential areas) have further exacerbated this critical situation.

Massive population displacements in Brazzaville and other parts of ROC were often accompanied by outbreaks of epidemic diseases including cholera. Thanks to interventions of WHO and other partners such as UNICEF, MSF, ICRC and IFRC, the epidemics accompanying the population displacements were quickly contained. The epidemiological situation, however, remains highly strained since the environmental health infrastructure in the capital is heavily damaged. After having spent several months in tropical forests (exposed to dangerous diseases), IDPs continue to be exposed to potentially epidemic diseases.

Through this project, WHO intends to establish an effective epidemiological surveillance and control mechanisms and reinforce the capacities of the national health services to detect and rapidly respond to arising epidemics. The activities envisaged in this project are intended to be complementary to those of UNICEF and will be implemented in collaboration with the Red Cross Movement (ICRC and IFRC), the technical services of the Ministère de la Santé, de la Solidarité et de l'Action Humanitaire, notably the Department for Disease Control, the Centre for Hygiene of Brazzaville, and the National Laboratory of Public Health.

<b>FINANCIAL SUMMARY</b>	
<b>Budget Items</b>	<b>US\$</b>
Supplies and logistics (information collection and analysis)	30,000
Supplies (emergency kits) for diagnosis and treatment of epidemics	50,000

**UNITED NATIONS INTER-AGENCY CONSOLIDATED APPEAL FOR  
THE REPUBLIC OF THE CONGO**

Supplies for epidemiological labs	20,000
Disinfecting and water treatment chemicals	30,000
Quality control of water	20,000
Programme support costs (10 percent)	15,000
<b>TOTAL</b>	<b>165,000</b>

**Appealing Agency:** **WORLD HEALTH ORGANIZATION**

**Activity:** Support to Health Centres and Hospitals of Brazzaville (Makelekele), Nkayi and Dolisie

**Code:** ROC-99-1/N04

**Target Population:** Population of Brazzaville, Dolisie and Nkayi

**Implementing Agency:** WHO

**Time Frame:** July – December 1999

**Objective:** Provide the returnee population of Makelekele, Dolisie and Nkayi with access to basic medicines and primary health services

**Funds Requested:** **US\$ 275,000**

### **SUMMARY**

For the second time in two years, the public institutions and primary health facilities in Brazzaville and other major urban areas of the ROC were subjected to looting and other acts of vandalism.

The large majority of health institutions in the areas of return need to be urgently re-vitalised in order to be able to meet the increased requirements of IDPs whose morbidity rates are still on the rise. The revitalisation of health centres should include: basic physical rehabilitation, restoration of the centres' technical capacity (equipment, consumables, etc), rehabilitation of laboratories, stock replenishment of pharmaceuticals and medical supplies, and re-organisation of the health services management.

The activities foreseen in this project will be complemented by UNICEF and will be implemented by a number of local NGOs in Makelekele, Nkayi and Dolisie.

<b>FINANCIAL SUMMARY</b>	
<b>Budget Items</b>	<b>US\$</b>
Basic physical rehabilitation	100,000
Medicines and medical supplies	100,000
Medical and laboratory equipment	50,000
Programme support costs (10 percent)	25,000
<b>TOTAL</b>	<b>275,000</b>

<b>Appealing Agency:</b>	<b>UNITED NATIONS POPULATION FUND</b>
<b>Activities:</b>	Strengthening Clinical and Counselling Services in Reproductive and Sexual Health in Return and Conflict-Affected areas. Providing Trauma Counselling to Women Victims of Sexual Abuse
<b>Code:</b>	ROC-99-1/N05
<b>Target Population:</b>	Conflict-affected persons in Brazzaville, Pointe Noire, Nkayi and Dolisie
<b>Implementing Agencies:</b>	UNFPA, IFRC, IRC and Congolese Red Cross
<b>Time Frame:</b>	July – December 1999
<b>Objective:</b>	To reintegrate the victims of sexual violence linked to war into the society
<b>Funds Requested:</b>	<b>US\$ 200,000</b>

## **SUMMARY**

Since March 1998, in the aftermath of the June 97 war, UNFPA participated in the implementation of reproductive health activities in the framework of a project executed by the Federation of the Red Cross and Red Crescent Societies in cooperation with the Congolese Red Cross and the International Rescue Committee (IRC). Their activities were restricted to the city of Brazzaville. After the resumption of war in December 98, extension to other regions of the Congo and the widespread sexual violence against women, used as a war-time weapon, the need for a reproductive health system has increased. It is also necessary to give attention to other areas that have equally suffered from the absence of such system in view to:

Intensify the sensitisation of the population, especially the youth, to the prevention of STD and support the distribution of condoms through the reestablishment of kiosks and the reactivation of health centres closed or looted during the war;

- ♦ train young girls and boys in reproductive health;
- ♦ train the assistant psychologists in charge of referring the victims of sexual violence to the three already identified health centres;
- ♦ promote the reintegration of victims of sexual violence into the society through a professional activity.

The Direction Générale de la Population, Governmental department responsible for population issues in the Congo, will coordinate all these activities in cooperation with the ongoing assistance financed by UNDP through the Ministry for the Promotion of Women, and executed by the IRC.

<b>FINANCIAL SUMMARY</b>	
<b>Budget Items</b>	<b>US\$</b>
IEC activities	20,000
Supplies and equipment	120,000
Training, sensitisation and surveys	30,000
Administrative support costs	30,000
<b>TOTAL</b>	<b>200,000</b>

### **Food Security and Agricultural Production**

<b>Appealing Agency:</b>	<b>FOOD AND AGRICULTURE ORGANIZATION</b>
<b>Activity:</b>	Emergency Assistance to Farmers in War-Affected Regions
<b>Code:</b>	ROC-99-1/N06
<b>Target Population:</b>	23,000 families in Pool and Nyari regions
<b>Implementing Agencies:</b>	FAO, in cooperation with local and international NGOs
<b>Time Frame:</b>	August – December 1999
<b>Objective:</b>	Resumption of the agricultural production in war-affected areas through distribution of seed and tools
<b>Funds Requested:</b>	<b>US\$ 497,910</b>

### **SUMMARY**

Two consecutive civil wars have caused massive and long-term displacement of populations. It is now estimated that some 350,000 persons fleeing hostilities have been displaced within the country or have found refuge in the neighbouring countries since September 1998. Main food producing areas have been repeatedly subjected to looting and destruction of crops and agricultural assets. Because of the prevailing insecurity two agricultural campaigns were missed in the Pool and Nyari regions.

The devastation of the country's main agricultural regions has had serious repercussions on the food security of the affected population, since agricultural tools have often been stolen and reserves of seed have been seriously depleted.

Also as an indirect consequence of the conflict, a dramatically increased demand for foodstuffs prompts the farmers in regions that have not been directly affected by hostilities to market all food and seed reserves.

This project is designed to provide seeds (corn, groundnut, beans, potatoes and cassava) and basic agricultural tools to 23,000 most rural families affected by the crisis.

The selection of project's beneficiaries will be carried out by FAO in cooperation with NGOs and local organizations and will be based in vulnerability criteria. The supplies will be procured in the region using FAO's procurement service facilities and will be distributed in close cooperation with NGOs and community-based associations.

<b>FINANCIAL SUMMARY</b>	
<b>Budget Items</b>	<b>US \$</b>
Technical Assistance (national consultant x 6 months)	9,000
Agricultural Inputs: 29 MTs of maize seed at US\$ 700/MT; 25 MTs of groundnut seed at US\$ 1,000/MT; 8.5 MTs of beans seed at US\$ 1,000/MT, 4 MTs of seed potato at US\$ 600/MT and cassava sticks; 23,000 hoes at US\$ 3/unit and 23,000 machetes at US\$ 3/unit.	394,200
Equipment (vehicle Pick-Up 4x4)	26,000
General operating costs (including storage, transport and distribution)	45,000
Direct operating costs (FAO management costs) 5 percent	23,710
<b>TOTAL</b>	<b>497,910</b>

**Appealing Agency:** **FOOD AND AGRICULTURE ORGANIZATION**

**Activity:** Emergency Assistance to Women-Farmers in Conflict-Affected Rural Areas

**Code:** ROC - 99-1/N07

**Target Population:** 16,000 war-affected women

**Implementing Agencies:** FAO, in cooperation with national and international NGOs.

**Time Frame:** August – December 1999

**Objective:** Resumption of the agricultural production in war-affected areas through distribution of seeds and tools to women-farmers in war-affected areas

**Funds Requested:** **US\$ 288,960**

## **SUMMARY**

The military crises that severely affected the country at the end of 1998 and in the beginning of 1999 have resulted in major damages in the country's primary food producing regions. The food producers who fled the hostilities in August – December 1998, lost most of their assets, including seed reserves, livestock and agricultural tools. In consequence, almost all agricultural activities in the main agricultural areas have been seriously affected.

Women constitute approximately 65 percent of labour involved in agricultural production and over 80 percent of labour in poultry and market gardening and are, consequently, the main victims of the ongoing crisis.

After long months of forced displacement, the affected populations, both urban and rural are currently returning to their place of residence. In order to ensure a smooth return and gradual restoration of an acceptable food security level of the returnees, assistance is urgently required.

This project aims to assist 16,000 war-affected women involved in food production, in home-gardening and limited poultry production. Women will be provided with a kit composed of vegetable seeds, handtools (one hoes and one machete) and one chicken.

The selection of project's beneficiaries will be carried out by FAO in cooperation with NGOs and local organisations and will be based in vulnerability criteria. The supplies will be procured in the region using FAO's procurement service facilities and will be distributed in close cooperation with NGOs and community-based associations.

<b>FINANCIAL SUMMARY</b>	
<b>Budget Items</b>	<b>US \$</b>
Technical Assistance (national consultant x 6 months)	9,000
Agricultural Inputs: 1 MT of vegetable seed at US\$ 50/Kg; 16,000 hoes at US\$ 3/Kg; 16,000 machetes at US\$ 3/Kg and 16,000 chickens at US\$ 5/unit	226,000
General operating costs (storage, transport and distribution)	40,200
Direct operating costs (FAO management costs) 5 percent	13,760
<b>TOTAL</b>	<b>288,960</b>

### **Human Rights, Peace and Reconciliation**

<b>Appealing Agency:</b>	<b>UNITED NATIONS DEVELOPMENT PROGRAMME</b>
<b>Activity:</b>	Demobilisation of Youth
<b>Code:</b>	ROC – 99-1/N08
<b>Target Population:</b>	Youth engaged in militia, estimated at a potential of 15,000 people of which 7,500 are targeted under this phase
<b>Implementing Agencies:</b>	National and local authorities, local youth associations, NGOs, private sector
<b>Time Frame:</b>	August - December 1999
<b>Objective:</b>	To support the demobilisation of young militia and their reintegration to civil society
<b>Funds Requested:</b>	<b>US\$ 3,625,000</b>

### **SUMMARY**

The most visible effects of the last civil war of December 1998 are the internal displacement of an estimated 350,000 people accounting for 13 percent of the whole population, and the extensive damage to infrastructure in most urban areas in the southern regions of the country. One of the most dramatic consequences is the enrolment of an estimated 15,000 youth into different militia groups where they become protagonists of acts of plunder and extortion instead of contributing to productive efforts. The proliferation of these militia groups without clear lines of command to political leaders represent today the main cause of insecurity in the country despite efforts by national authorities who have limited capacity to control their activities throughout rural and semi-urban areas. The Government has set up an Arms Buy up Programme as an incentive to young militia to give up their arms in exchange for a sum of money. Military authorities recently re-integrated 80 soldiers of opposition militia groups (cocoyes) into the



regular Army. The President Denis Sassou Nguesso has publicly guaranteed a general pardon to ex-militias that surrender their arms and recognise the present legitimate authorities. However, these young people have been involved in militia groups for several years and have not been able to live a normal life made of education, work, families and friends. It is, therefore, necessary to carry-out a more sustained action in order to prevent the youth from reverting to militia activities and/or banditism. Current sensitisation initiatives carried out by the National Authorities to demobilise young militia need to be strengthened and alternative occupation has to be provided to the youth immediately upon giving up militia activities.

This programme is proposing to enrol the youths in 'volunteer groups' to work in rehabilitating and reconstructing the areas damaged by the war. The rehabilitation activities carried out by these youths will contribute to improve the very precarious conditions in the return areas and thus give the IDPs a better start as they return to their homes. The IDPs have been erring for the last six months and not been reached by humanitarian assistance. They are returning since 1 May 1999 in extremely poor conditions in particular in terms of nutrition and health.

Mothers, sisters, wives and women in general will play an important role in this programme as they represent perhaps the most reliable 'peace vector' in order to convince the youth to give up militia activity and revert to a normal social and economic life. UNDP is already financing a project with the Ministry responsible for the Promotion of Women to support and amplify such sensitisation activities by the women, and to contribute in preparing the terrain for this Youth Mobilisation Programme.

The European Union and France have already started, at a limited scale, youth enrolment programmes in particular to clean up return areas. They have also planned to set up vocational training initiatives and employment creation projects that will surely benefit some of the youths enrolled in volunteer groups. UNDP will also re-activate in due time an ILO executed programme for the re-insertion of youths into productive employment, and FAO is likewise setting up a programme for the reactivation of the agricultural sector.

However, the current proposed programme is intended to enable the immediate enrolment of larger numbers of youth targeting especially ex-militia (up to 7,500 under this phase) for a period of 5 months – between August and December 1999 which is the period estimated for the complete resettlement of IDPs, with the immediate objective to divert the youth from militia related activities and at the same time participate to the reconstruction and rehabilitation of the country.

A Joint Management Committee will manage the Programme with representatives from humanitarian partners, NGOs and National Authorities. Technical Assistance and administrative support necessary for the management of the Programme and the running of the Committee will also be financed under this programme. UNDP has been selected to support the umbrella for this programme because of its local physical and human resources capacity to backstop and manage the programme and because of the possibility for UNDP to start up the programme immediately (in August 1999) based upon the firm commitment by the donors and ahead of actual receipt of funds. UNDP will advance necessary funds to enable the immediate recruitment of Technical Assistance and setting up of the management committee until the funds mobilised by the Appeal will become available.

The implementation of the programme will be ensured by subcontracting different entities experienced in the mobilisation of youth such as local authorities (maires, chefs de quartiers, chefs de rue); National and International NGOs ; youth associations ; the Ministry for Promotion of Women, the Ministry for promotion of Small and Medium scale enterprises, the Ministry of Health and Humanitarian Action; and even the Private Sector where private entrepreneurs will be subcontracted for reconstruction provided they recruit a certain number of youth. FAO will provide basic tools such as wheel barrows, spades, etc. to the youth, through the Associations responsible for the reactivation of small-scale agricultural activities which the youth will assist in starting up.

Furthermore, the programme will fuel some funds into a completely cash stripped economy and hence contribute to the reactivation of micro and small scale economic activities which will facilitate the resurgence of markets and small street businesses, mostly in the hands of women.

<b><i>FINANCIAL SUMMARY</i></b>	
<b>Budget Items</b>	<b>US\$</b>
Technical assistance / functioning of Management Committee	200,000
Sensitisation activities	50,000
Nominal remuneration of youth engaged in Volunteer Corps	2,812,500
Subcontracts for youth mobilisation	562,500
<b>TOTAL</b>	<b>3,625,000</b>

**Appealing Agency:** OFFICE OF THE HIGH COMMISSIONER FOR HUMAN RIGHTS

**Activity:** Support to Reconstruction Process

**Code:** ROC-99-1/N09

**Target Population:** Civil society

**Implementing Agency:** OHCHR

**Time Frame:** July – December 1999

**Objective:** To assist in field of promotion and protection of human rights through training sessions and human rights education programmes

**Funds Requested:** US\$ 195,200

### SUMMARY

A dialogue of the authorities with civil society and in particular the human rights NGOs will largely contribute to the improvement of inter-ethnic and political situation in the ROC. The provision of assistance in the field of promotion and protection of human rights could have a positive impact on the reconciliation and reconstruction process, through capacity-building aimed at encouraging and sustaining the peace process.

### *Operational Objectives:*

To this end, OHCHR intends to carry out the following activities:

- design and implement human rights education programmes at the different levels of the educational system;
- organise training sessions on human rights monitoring mechanisms for representatives of human rights organisations and representatives of the media sector;
- assess the needs for training of Government officials working in the field of promotion and protection of human rights (the Judiciary, law enforcement officers);
- provide human rights documentation to both Government authorities and NGOs (fact sheets, compilation of international instruments);
- provide grants for five representatives of NGOs to attend the fifth regional session organised by the International Training Centre on Human Rights and Peace Teaching;
- provide grants for two representatives of NGOs to attend the 17<sup>th</sup> session organised in Geneva by the International Training Centre on Human Rights and Peace Teaching.

OHCHR will proceed with the recruitment of a National Human Rights Project Coordinator and a National Secretary to be posted in the UNDP Office in Brazzaville. Their task will be to design and implement the above activities which will give a special focus on the situation of vulnerable groups (children and women).

<b>FINANCIAL SUMMARY</b>	
<b>Budget Items</b>	<b>US\$</b>
National support to OHCHR activities	41,600
Human rights education programmes	77,000
Training on human rights monitoring	13,600
Assessment of training needs for judiciary and law enforcement officers	30,000
Grants for NGO representatives to attend training sessions	18,000
Human rights documentation	15,000
<b>TOTAL</b>	<b>195,200</b>

## Protection of Children and Primary Education

<b>Appealing Agency:</b>	<b>UNITED NATIONS CHILDREN'S FUND</b>
<b>Activities:</b>	Protection and Assistance of Children in Especially Difficult Circumstances and Support to Primary Education
<b>Code:</b>	ROC-99-1/N10
<b>Target Population:</b>	200,000 internally displaced children and women
<b>Implementing Agencies:</b>	UNICEF, local and national authorities and local NGOs
<b>Time Frame:</b>	July – December 1999
<b>Objectives:</b>	Ensure that basic health and nutrition as well as access to water, sanitation, education and shelter are provided to internally displaced children. Facilitate the reintegration of traumatised children and provide care and counselling to those victims of sexual violence
<b>Funds Requested:</b>	<b>US\$ 1,000,000</b>

### SUMMARY

**Unaccompanied children:** As a result of the population displacements, many families have been separated. Unaccompanied children and single-parent families continue to be registered every day. This programme will entail the registration of unaccompanied children (photos, identification, bracelets, etc.), the provision of care and counselling to them, and the identification and search of their families.

**Education:** The displacement of population had serious repercussions on the educational system, which was already facing problems before the dramatic events of December 1998. School buildings were bombed and education equipment was looted. Some school buildings were also used as shelter by internally displaced persons that caused important damages. The public infrastructure of the southern districts of Baongo and Makelekele, in Brazzaville, and of the Pool, Bouenza and Niari regions was almost entirely destroyed by the intensive fighting between armed groups and governmental forces. The socio-economic situation of many families deteriorated severely, reducing their capacity to meet basic needs, including education for their children.

To address this situation, the project will: provide assistance to families and schools to enable the reactivation of basic educational activities; distribute basic school supplies; train teachers to upgrade their skills, while management and supervisory capacities will be strengthened at the central, intermediate and local levels; bring both the conditions and the quality of the education closer to their pre-war level in the areas of return.

<b>FINANCIAL SUMMARY</b>	
<b>Budget Items</b>	
Primary education	420,000
Children in specially difficult circumstances	550,000
Programme support costs	30,000
<b>TOTAL</b>	<b>1,000,000</b>

**Appealing Agency:** UNITED NATIONS EDUCATIONAL, SCIENTIFIC AND CULTURAL ORGANIZATION

**Activity:** Revitalisation of Schools in War-Affected Areas

**Code:** ROC-99-1/N11

**Target Population:** School-age children in Makelekele and Baongo districts of Brazzaville

**Implementing Agencies:** Local and national educational authorities

**Time Frame:** July – December 1999

**Objective:** Reintegrate school-age IDP children in the educational system in the areas of return

**Funds Requested:** **US\$ 250,000**

### **SUMMARY**

During the December 1998 - February 1999 events, many public and private schools in Brazzaville's southern districts were damaged or destroyed and subsequently looted. As a consequence, the returning population is left without appropriate schools: in some cases the primary schools are sheltered in shelled buildings, school children sit on the floor, etc.

In the aftermath of fighting in two southern districts of Brazzaville, UNESCO carried out a study of damaged and destroyed schools. Through this project four schools in most dense areas of return will be repaired or rehabilitated and provided with educational material. The selection of schools has been made to cover the maximum possible numbers of primary school-age children.

<b>FINANCIAL SUMMARY</b>	
<b>Budget Items</b>	<b>US\$</b>
Technical support (design, architect)	25,000
Logistics (transport and communication)	25,000
Revitalisation of schools (4 x 50,000)	200,000
<b>TOTAL</b>	<b>250,000</b>

## Coordination

**Appealing Agency:** OFFICE FOR THE COORDINATION OF HUMANITARIAN AFFAIRS

**Activity:** Coordination of Humanitarian Assistance

**Code:** ROC-99-1/N12

**Target Population:** UN Agencies, donor and NGO communities, Government

**Implementing Agency:** OCHA Field Coordination Unit

**Time Frame:** July – December 1999

**Objective:** To enhance the effective coordination of humanitarian assistance, to facilitate information sharing among all humanitarian partners

**Funds Requested:** **US\$ 150,000**

### SUMMARY

Although OCHA did not foresee the need to maintain an office in the country and did not request additional funding at the end of 1998, it provided continued assistance to the UN Humanitarian Coordinator in organising a series of humanitarian interventions and mobilising resources starting from the early days of the war.

In the beginning of April 1999, OCHA deployed a Humanitarian Affairs Officer in Brazzaville and set up an OCHA Field Coordination Unit (FCU). Under the overall responsibility of the UN Resident/Humanitarian Coordinator FCU, will: a) assist the UN system and the relief and donor community in developing, implementing and coordinating humanitarian strategies; b) collecting, analysing and disseminating information on all issues pertinent to humanitarian assistance and needs; c) prepare, regularly update and monitor contingency plans for the UN system and its operational partners; d) organise inter-agency assessment missions in various regions of the ROC, prepare mission reports and assist the operational agencies in fund raising if required; e) prepare monthly humanitarian bulletins and ensure adequate information flow between all humanitarian partners, the Government and the donor community.

<b>FINANCIAL SUMMARY</b>	
<b>Budget Items</b>	<b>US\$</b>
National staff (1 driver x 6 months)	6,200
Procurement and maintenance of equipment	40,000
Procurement of office furniture	10,000
Procurement of data processing and telecommunication supplies	7,000
Telecommunication costs	18,000
Office supplies	4,800
Cost-sharing of UN activities	4,000
Organisation of Inter-Agency assessment missions	60,000
<b>TOTAL</b>	<b>150,000</b>





# **ANNEX I.**

## **INTERNATIONAL FEDERATION OF RED CROSS AND RED CRESCENT SOCIETIES AND INTERNATIONAL COMMITTEE OF THE RED CROSS**

### **Budget Extension Appeal**

Confronted with the extremely worrying humanitarian and security situation in the south-west (the Pool, Bouenza, Lékoumou and Niari prefectures) and in the capital Brazzaville since December 1998, engendered by the spiral of armed violence, the ICRC has decided to step up its operations in the Republic of the Congo and increase assistance programmes. In accordance with the Seville agreement, it will maintain the role of lead agency in directing and coordinating the International Red Cross and Red Crescent Movement's emergency operations, placing special emphasis on:

- the basic needs (water, hygiene, shelter, medical care and food) of displaced persons staying in sites in Brazzaville;
- access to medical care for displaced persons and residents in Brazzaville;
- medical support for the three main hospitals in Brazzaville;
- support for water treatment plants in Brazzaville to ensure the production of clean water;
- support in terms of water and habitat and assistance to medical structures for affected areas in the south-west and southern Brazzaville when security conditions allow.

To fund this vital operation, the ICRC calls on donors to contribute to this Budget Extension Appeal for Sfr. 9,193,733, bringing the total budget for its operation in the Republic of the Congo to Sfr. 12,254,855. This document complements the ICRC 1999 Emergency appeals (pages 45-47).

### **General Situation**

Since the end of August 1998, the humanitarian and security situations in the south-west of the country (the Pool, Bouenza, Lékoumou and Niari prefectures) and in parts of the capital, Brazzaville, have deteriorated. In September a spiral of armed violence and exactions was unleashed in the Pool region between militias and government armed forces. Violence quickly engulfed parts of the Pool region and areas of the south-west and by December 1998 the southern districts of Brazzaville as well as the prefectures of Bouenza, Lékoumou and Niari had been affected. Clashes in these regions were reported in the major towns (Sibiti, Nkayi and Kinkala) and their surrounding villages, in particular those lying along the road-rail axis linking Brazzaville and Pointe-Noire. At the time of writing, the ICRC is unable to gain access to civilians in the south-west or in parts of Brazzaville due to the levels of insecurity.

### **Brazzaville**

From mid-December, violence broke out in southern districts of the capital, (Makelekele, Bacongo and Diata), mainly housing civilians originating from the south-western regions. The resulting large-scale military operations to clear these areas of rebel elements emptied the districts of more than 200,000 people and according to official sources, more than 400 people were killed. The authorities reported that approximately 50-80,000 people fled to

northern Brazzaville to find refuge either in temporary camps or with families, while more than 100,000 people took flight mostly towards the Pool region.

At present, some 25-30,000 displaced people are living in sites in northern Brazzaville, sheltering in public buildings, schools, churches etc. However, these temporary sites suffer from overcrowding, minimum hygiene conditions and poor access to clean water. Tension remains high in and around the capital and the systematic looting and destruction of private houses and public infrastructure in Makelekele and Bacongo districts have combined to prevent the civilian population from returning to their homes. Restricted access to the south of the city hampers civilian movement and the transit of goods and essential supplies into and out of the capital.

#### **The south-west regions (Pool, Bouenza, Lékoumou and Niari prefectures)**

For security reasons, humanitarian actors have only limited access to these parts of the country, and as such, assessments regarding the humanitarian situation in the south-west are currently rather limited, with the exception of a number of ad hoc evaluations the ICRC has been able to make in Dolisie and Pointe-Noire.

In the Pool region and in the triangle formed by the prefectures of Bouenza, Lékoumou and Niari, an estimated 200,000 and 150,000 people respectively have been displaced by the violence. It is difficult to give an overall picture of the current humanitarian situation. Nevertheless, looting and damage to public and private buildings have reportedly been widespread and although several thousand displaced people have found refuge with families as far as in Pointe-Noire, the fate of the majority, who are living in villages or forests outside the main towns (Nkayi, Dolisie, Kinkala, Sibiti, Loudima, Loutete, Mindouli) torn by the fighting is unclear.

Agricultural production has been disrupted as a result of the prevailing insecurity. In certain regions, farmers have not been able to work on their fields since September 1998 and food requirements for the population of Brazzaville have become increasingly critical. The prices of basic commodities and fuel have increased substantially and goods supplied from Pointe Noire have been disrupted, while electricity supply lines have been cut after being sabotaged.

#### **Humanitarian environment**

The ICRC maintains the role of lead agency in directing and coordinating the International Red Cross and Red Crescent Movement's emergency operations in the Republic of the Congo. The ICRC and the Congolese Red Cross Society have been collaborating to provide essential assistance to displaced people, with additional support given by the Federation to ensure the institutional development of the National Society. In view of the dangerous ongoing security situation since mid-December, the ICRC has only been able to carry out activities in Brazzaville and in Pointe-Noire, together with humanitarian evaluations and ad hoc assistance to Dolisie and Nkayi. Meanwhile, water and sanitation activities have been able to continue in the north of the country.

As previously stated, the Pool, Niari, Lékoumou and Bouenza regions are currently inaccessible for security reasons. However, when security conditions in the south-west and southern Brazzaville allow, the ICRC hopes to be able to provide support in the areas of water and habitat and provide assistance to medical structures in affected regions. Red Cross activities are being helped by the collaboration of several UN agencies, notably, WFP, UNICEF and the WHO.

## **HUMANITARIAN ISSUES AND PLANNED ICRC OBJECTIVES**

### **Displaced civilians in Brazzaville**

Since mid-December some 25-30,000 people have sought refuge and assistance in sites in Brazzaville to escape the violence in the south of the city. The hygienic condition and health of these people remains a constant concern. Access to drinking water in the sites with more than 1,000 displaced people is insufficient, hygiene facilities are inadequate and the most needy (elderly and unaccompanied children) require appropriate humanitarian assistance. In view of the continuing insecurity around the capital, displaced people are likely to stay in these sites in the near future. In addition, the districts housing these sites are currently home to several tens of thousands of displaced people staying with friends or relatives, placing an added burden on public infrastructure and services, such as health facilities and the water distribution system.

- The essential needs (in terms of water, hygiene and food assistance) of the displaced people living in the sites in northern Brazzaville should be covered.

### **Civilians populations in the south-western regions**

Access for humanitarian organization to these regions is extremely hazardous. When the situation becomes safer and these people are finally able to return to their homes, essential assistance will be needed to repair and renovate water treatment plants in the main urban centres (Kinkala, Nkayi, Sibiti, Loutete and Dolisie) to provide sufficient quantities of clean water. Agricultural production has also been disrupted by the insecurity.

- The essential needs of the local civilian populations from the urban centres of the south-west regions should be covered.

### **Returnees to Brazzaville**

When the security situation allows, the estimated large numbers of displaced people will progressively return to the districts of Makelekele and Baongo and to Massengo in the north of Brazzaville. However, the systematic looting and damage caused to houses and medical infrastructure in these areas, means that many returnees will find themselves homeless or encounter difficulties gaining access to basic medical care. Clean water distribution systems in Brazzaville also need to be repaired or renovated to provide a minimum standard of hygiene, while resources from the authorities are unavailable. The most needy members of the local populations have also been badly affected by the hostilities.

- Displaced persons returning to their homes in Brazzaville should benefit from appropriate living conditions.

### **Brazzaville civilian population**

The population of Brazzaville depend on the Djiri and Djoué water treatment plants for their supply of clean water. However, as a consequence of the ongoing conflict in the Pool prefecture, the Djoué plant is not fully operational. The authorities and the national water board (SNDE) also have trouble ensuring the constant supply of water treatment chemical products. Stocks frequently run out, causing production stoppages which endanger the health of Brazzaville residents.

- The Brazzaville civilian population should benefit from a regular constant supply of clean water.

### **The wounded and sick**

From mid-December 1998 to mid-March 1999, more than 1,300 wounded patients were admitted to the three main hospitals in Brazzaville (the University hospital (CHU), Talangai hospital and the military hospital). All three hospitals still require essential appropriate medical support.

- The war-wounded, as well as sick displaced persons should have access to suitable medical care in the medical facilities in Brazzaville.

Returnees to the affected areas of Brazzaville and towns of the south-west should also benefit from proper health facilities.

### **Plan of action (IN ACCORDANCE WITH MAIN OBJECTIVES)**

#### **ASSISTANCE**

##### **Displaced civilians in Brazzaville**

- ensure that the 25-30,000 displaced people living in the sites in northern Brazzaville have access to sufficient quantities of clean water and adequate hygienic conditions.
- provide those displaced people without adequate shelter who are living in the sites in Brazzaville with tarpaulins to protect themselves (estimation 10,000 people).
- provide the most needy displaced people in these sites with food/non-food assistance according to requirements (estimation 10,000 people).

##### **Civilian populations in urban centres in the south-western regions**

- provide water treatment plants in urban centres in the south-west (at Kinkala, Nkayi, Sibiti, Loutete and Dolisie) where necessary, with suitable material assistance to be able to restart their production.
- organize an agro-nutritional evaluation in areas most affected by the troubles with a view to possibly supplying seeds and tools to restart farming activities.

##### **Returnees to Brazzaville**

- provide SNDE water treatment plants with water and sanitation material to be able to guarantee returnees sufficient quantities of clean water.
- supply local authorities with appropriate material to help dispose of corpses and guarantee public hygiene (chalk, chlorine, blankets, gloves, boots, masks and oilskins).
- on their return, provide families whose houses were destroyed during the fighting with a "recovery" kit (comprising a tarpaulin, blanket, jerry can, kitchen set and soap) (estimation 3,000 families).
- support the most needy people with ad hoc food and non-food assistance as part of the "special cases programme" (estimation 20,000 people).

##### **Brazzaville civilian population**

- in the event of an emergency or lack of stock, make available technical material and know-how required for the production of clean water in Brazzaville for two months.

### **The wounded and sick**

- assist non-accompanied war-wounded or sick people from the sites in Brazzaville at the CHU hospital through permanent Red Cross first aid teams and monitor the well-being of these patients.

- ensure that displaced people and civilian populations in Brazzaville have access to adequate medical care by providing basic medical materials, medicines and dressings to health centres and hospitals supported by the ICRC.
- ensure that returnees to areas of Brazzaville and the southwestern towns affected by hostilities can benefit from adequate medical care, by providing basic medical materials, medicines and dressings to health centres (estimated number 10-12) and basic medical items to Makelekele hospital in Brazzaville over a period of three months
- provide support and medical materials to six hospitals in the urban centres of the south-west.

### **Ongoing ICRC activities**

(In accordance with ICRC 1999 Emergency appeals : pages 45-47)

The ICRC is pursuing negotiations with the authorities in order to gain access to places of detention and carry out visits to those held.

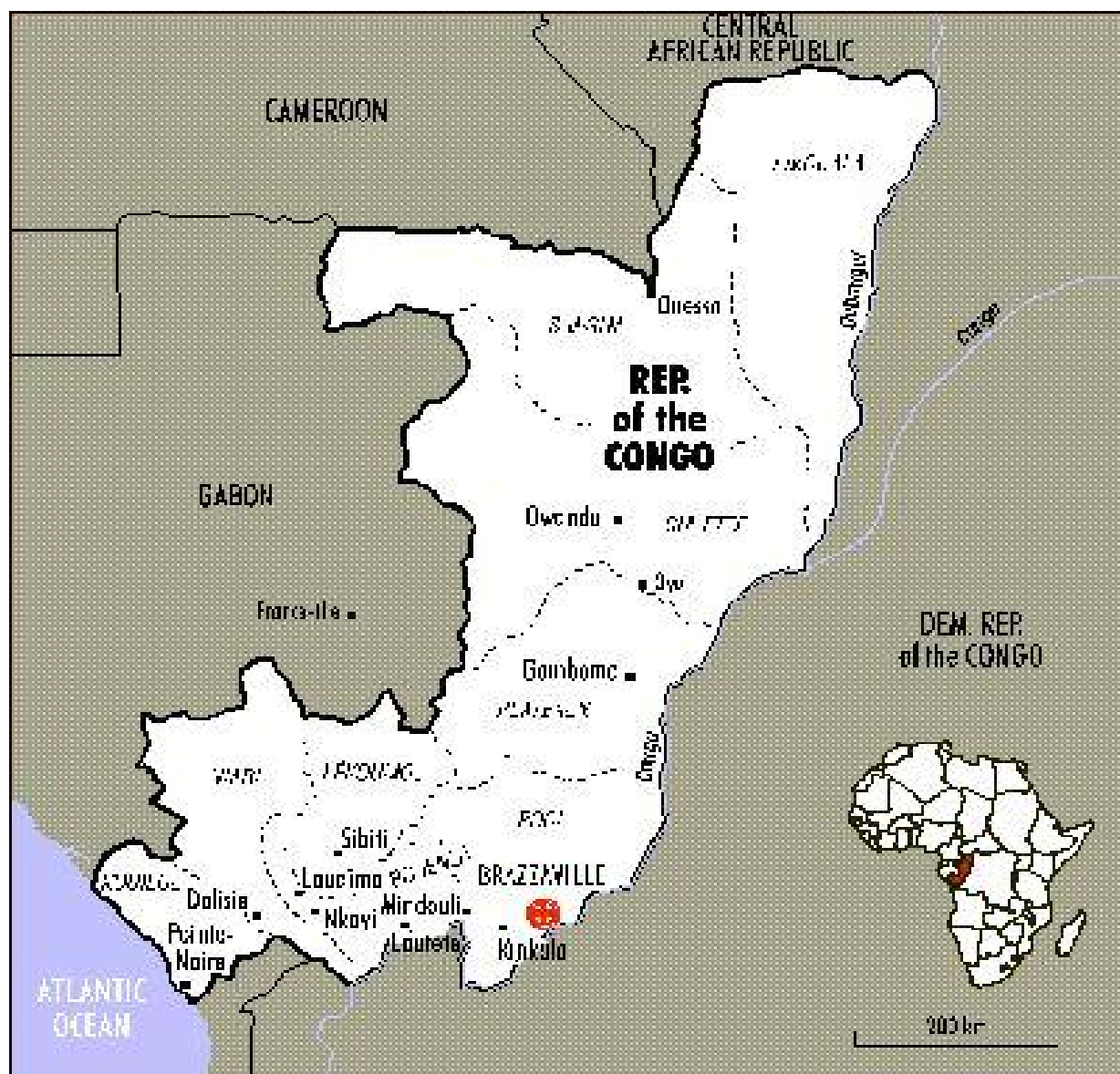
The ICRC continues its work to reunite Rwandan and Congolese unaccompanied children (UAMs) separated from their families following the events in 1997 and offers the services of the Red Cross message network to allow displaced people to keep in touch with family members abroad.

The ICRC and 140 Congolese Red Cross volunteers have been collaborating to provide essential assistance and protection to displaced people in sites in Brazzaville, with additional support given by the Federation to ensure institutional development of the National Society.

Some 1.5 million litres of clean water have been supplied by water trucks to the displaced sites and two of the Brazzaville hospitals. Cleaning material has been distributed and latrines have been constructed at the sites. Food distributions have also been made as part of a programme for the most needy living at the sites. Meanwhile, efforts have been pursued to reunite unaccompanied children with their families separated by the fighting.

The three main operational hospitals treating the wounded, namely the University hospital (CHU), the Military hospital (also providing care to civilians) and the Talangai hospital in northern Brazzaville have all been supplied by the ICRC with drugs, medicines and medical items.

Dissemination activities to Congolese Armed Forces and Congolese Red Cross volunteers are ongoing, aiming to increase awareness of humanitarian law and knowledge of the ICRC and Red Cross activities.



ICRC regional

### Finance

The table shows a financial update on the present cash appeal following the budget extension approved by the Assembly Council.

UPDATE FOR THE REPUBLIC OF THE CONGO BUDGET EXTENSION 24 MARCH 1999		
	CHF	US\$
INITIAL EMERGENCY APPEAL	3,061,122	2,101,697
UNITED NATIONS INTER-AGENCY CONSOLIDATED APPEAL FOR THE REPUBLIC OF THE CONGO		

BUDGET EXTENSION	9,193,733	6,312,209
REVISED EMERGENCY APPEAL	12,254,855	8,413,906
OUT OF WHICH IN SERVICES	2,505,600	1,720,288
CASH APPEAL	9,749,255	6,693,618
NEGATIVE BALANCE 1998	166,871	114,570
REVISED CASH REQUIREMENT	9,916,126	6,808,188
1 US\$ = 1.4565 SFR		

The ICRC thanks donors for their continuous support and kindly asks that cash contributions be forwarded to this operation as soon as possible.

For further information, please contact the External Resources Division.

Andreas Kuhn

Head of External Resources Division

## **Displaced People in the Republic of Congo**

### **1 - Purpose of Project**

The purpose of this project is assistance to the Congolese Red Cross (CRCS) for the improvement of their capacities in disaster response and disaster preparedness. Congo is a country prone to regular outbreaks of violent internal conflict as well as to population movements from the neighboring Democratic Republic of Congo (DROC) and other countries of the Great Lakes region. In this situation, the National Red Cross Society 's

main activity for the last three years has been assistance to refugees and internally displaced.

The Federation's present delegation in Brazzaville started the support to the National Society upon CRCS' request in 1998 and with full knowledge and in agreement with the ICRC as Lead Agency.

At present, app. 30,000 internally displaced persons in Brazzaville are living in 10 sites with more of 1000 persons average per site and app. 100,000 are still awaited from the Pool region, where they are presently blocked. Due to the fighting around Dolisie, already 20,000 IDPs have arrived in Pointe-Noire, where they are mostly living with families and friends. Following the recommendations of the Copenhagen workshop (Programming Relief for Development, 1995, mainly the "Recommendations" II. H, IV. A, E, V. C, D, and the "Follow-up" F, see annex) and the Seville Agreement (1997), the Federation joins the National Society and the ICRC as Lead-Agency in order to reinforce the local capacities for the implementation of the relief operation. This cooperation will ensure adequate assistance to the IDPs and will provide an excellent learning opportunity for CRCS for both: disaster response and disaster preparedness.

## **2 - Background**

### **2.1. Country**

Congo has known politically and ethnically motivated armed conflicts since independence. All major political groups have an armed militia. The governments' armies have always been dominated by the armed forces of the ruling party. In the present conflict, both sides are supported by Angolan soldiers. As the President announced, that he is not ready to start negotiations with the opposition, the present armed conflict will most probably last longer than initially expected. Congo is also prone to floods, earthquakes (in the North) and epidemics. Especially the North suffers from a severe lack of infrastructure for health, education, transport, and communication.

### **2.2. National Society**

CRCS has a strong volunteers' base, especially in Brazzaville and Pointe-Noire, who were involved in programs of First Aid, Community Based Health, assistance refugees from DROC (in 1997) and Cabinda (in Pointe-Noire, since 1992). CRCS' volunteers provided excellent services during the armed conflict in 1997 with very limited support from outside. During 1998, 200 volunteers were trained and active in a large programme of sensitisation against HIV/AIDS/STD and sexual violence as well as in the assessment of victims of sexual violence and their transfer to specialised services. This programme allowed the Federation's delegation to identify the best amongst the CRCS-volunteers and train them. In their membership many qualified volunteers remain committed to the cause and mandate of the Red Cross, despite the almost permanent crisis in the leadership of the National Society on headquarters' as well as on the level of some regional committees.

In their development plan, the National Societies focuses on two main areas:

- The preparation for population movements, both from inside the country as well as from the neighboring DROC
- Development of programmes of basic health care and Community Based First Aid in Brazzaville, Pointe-Noire and Impfondo in the North of the country.



The Federation continues the support to CRCS in the operation for the Cabindan refugees in Pointe-Noire/Kouilou.

#### **4 - Project Objectives**

The objectives of the Project are:

4.1. Improve the capacities of CRCS for quality service delivery to the internally displaced persons (Shelter for 33,000 IDPs, targeted food-distribution for 18,000 vulnerable persons, basic medical health for all, environmental hygiene in and organisation of the 10 sites).

4.2. Strengthen the capacities of CRCS for future assistance to displaced people - either internally or from neighboring countries.

4.3. Enhance the image of the Red Cross, by spreading the humanitarian values and Red Cross principles during the action in field.

4.4. Improve the capacities in the CRCS for management (assessment, planning, monitoring and evaluation, management of human, material, logistic and financial resources).

4.5. Build the capacities of CRCS for cooperation and coordination with partners as well as with the beneficiaries.

4.6. Improve CRCS' capacities and systems for governance and management.

#### **5 - Project Activities**

5.1. Project Objective as stated in 4.1.

Agreement with the ICRC on criteria for quality services: choice of beneficiaries, identification of vulnerable groups, assessment of needs, standards of food rations, non-food items per family etc. Establishment of systems for regular service delivery in the sites by 150 volunteers of Congolese Red Cross. Supervision by the Federation's delegation of the volunteers' adherence to the criteria during the implementation of the assistance. Regular evaluation of the volunteers' performance together with the CRCS.

5.2. Project Objective as stated in 4.2.

Training for the CRCS volunteers and staff in the design and use of assessment sheets for the identification of needs (food, non-food, basic health), of registration cards, distribution plans and systems, and in communication with the beneficiaries and the partners concerning the organisation of the sites. Training for volunteers and staff, chosen by CRCS, in health education and environmental hygiene. Supervision by the Federation's delegation of the volunteers' technical abilities and adherence to the methods during the assistance to the IDPs. Regular evaluation of the volunteers' performance in the operation, together with CRCS.

5.3. Project Objective as stated in 4.3.

Training all volunteers and staff on Red Cross Principles and mandate as well as on humanitarian values Explanation of the special mandate of the Red Cross Movement to the beneficiaries and all partners in the operation Supervision by the Federation's delegation of

the volunteers' performance in spreading the messages during the assistance to the IDPs. Regular evaluation of the volunteers' performance in the operation together with CRCS.

#### 5.4. Project Objective as stated in 4.4.

Implementation of systems for assessment, planning, monitoring and evaluation of a programme of assistance to displaced persons, management of material, logistic and financial resources during the operation. Establishing a role model of fair and transparent procedures for the choice of human resources, the assignment of tasks in a specific operational context and evaluation of performance. Training for volunteers and staff, chosen by CRCS, in the systems, mentioned under 5.4., 1. and 2. Supervision by the Federation's delegation of the volunteers during the assistance to the IDPs. Regular evaluation of the volunteers' adherence to the systems in the operation, together with the CRCS. Discussion of the importance of fair, transparent and efficient systems with CRCS. Upon request from the National Society, assistance to the CRCS to improve their own performance. Upon request of the National Society, assistance to the CRCS in improving their development plan. Regular evaluation of the structures of cooperation and collaboration with the operational partners and the beneficiaries.

#### 5.5. Project Objective as stated in 4.5.

Include CRCS in the discussions about cooperation and collaboration with all partners of the operation, including the beneficiaries and the government in close coordination with the ICRC. Establishing a role model of fruitful, effective and clear negotiations about cooperation and collaboration with all partners, including the beneficiaries and the government in close coordination with the ICRC.

#### 5.6. Project Objective as stated in 4.6.

Workshops for the leadership and for the volunteers on good governance and management. Training of volunteers in the rules for a well-functioning National Society and their role in the process.

## **6 - Implementation**

The general management of the assistance to the IDPs is under the coordination of the Lead Agency. The National Society is the local partner for the implementation. The Federation in close cooperation with the ICRC manages the support and training to the National Society. During the process, the management structures of the National Society are implied fully in order to "learn by doing". The implementors in the sites are the National Society's volunteers, who are, trained, organised and supervised by the Federation's delegates. Strengthening the capacities of the National Society in the context of this relief operation means training - both on-the-job and in theoretical sessions over the week-ends - and establishment of systems for effective service delivery in case of population movements. The combination of practical work and theoretical follow-up and preparation creates a comparatively solid base of common and concrete understanding in the CRCS of emergency response. In this sense, the actual operation provides a good opportunity for the Federation to pursue the mandate of institutional development for disaster preparedness and response.

Appropriate mechanisms for consultation and coordination will be developed in the field by the three components of the movement, assisted by the ICRC and the Federation in Geneva.

## **7 - Monitoring and Evaluation**

Monitoring of this project will be carried out by the Federation's delegation together with the ICRC and the National Society's leadership, esp. the Secretary General and the leaders of the town and local committees

## **8 - Reporting and external communication**

The reporting on the overall assistance programmes to the IDPs falls into the responsibility of the Lead Agency. All external communication to the media and public communicators will be agreed upon by the three components prior to the release in order to ensure coherence of the messages and to protect the integrity of the movement.

## **9 - Critical Assumptions**

Given the unstable and volatile situation in the country as well as in town, the implementation of the ongoing assistance to the internally displaced population as well as the institutional development of the CRCS may be interrupted anytime by a new outbreak of violence in Brazzaville itself.

## **10 - Conclusion/Proposal**

This project is part of the overall assistance to the victims of the conflict and respects the competence and the mandate of each component of the movement. The specificity of the Federation's part in this operation is to build the capacity within the National Society: training of volunteers, the implementation of systems according to the movement's standards: assessment of needs, standards in distribution, identification of the most vulnerable, systems for supervision, control and monitoring - and - last, but not least - the ongoing cooperation with the leadership of the National Society. This National Society has to respond to the needs created by population movements on a more or less permanent basis: their own country is torn by ethnic/political conflicts and the neighboring Democratic Republic of Congo lives a period of deep crisis as well.

**JOINT STATEMENT**  
**By the ICRC and the International Federation**  
**on the International Red Cross Movement response to the conflict**  
**in the Republic of Congo (Brazzaville)**

Geneva, 09 April 1999

The ICRC and the International Federation are deeply concerned with the humanitarian needs caused by the armed conflict in the Republic of Congo where several hundreds of thousands of civilians are in need of protection and assistance after having had to flee their homes and seek shelter from the escalating violence.

The Congolese Red Cross Society, the ICRC and the International Federation have carried out initial assessments of the situation and agree that it calls for the combined efforts and participation of all the components of the Movement to respond in a co-ordinated manner with speed and flexibility to the needs of the population displaced by this conflict.

The ICRC, the International Federation and the Congolese Red Cross Society have agreed, that the ICRC will be entrusted with the function of Lead Agency of the international relief operation of the Red Cross/Crescent Movement in the Republic of Congo and will assume the general and specific responsibilities of that function as provided for in the Seville agreement. The International Federation's contribution will be to strengthen the Congolese Red Cross's capacities in disaster response and disaster preparedness.

A combined plan of action with budget has been elaborated by the ICRC and the International Federation for the international relief operation. The ICRC will provide the general funding for the Movement's present response to the conflict.

The complex political and security situation in the Republic of Congo and in the region of the Great Lakes requires special attention to the areas of information and communications. In accordance with the Seville Agreement and the subsequent communications policy agreed by both institutions, the ICRC will act as the main spokesman concerning the international relief operation.



## **ANNEX II.**

### **ACRONYMS AND ABBREVIATIONS**

ACF	Action Contre la Faim
ACTED	Agency for Technical Cooperation and Development
CARITAS	International Conference of Catholic Churches
CHAP	Common Humanitarian Action Plan
CHU	University Hospital
DRC	Democratic Republic of the Congo
ECHO	European Community Humanitarian Office
FAO	Food and Agriculture Organization
FCU	Field Coordination Unit
HC	Humanitarian Coordinator
HIV/AIDS	Human Immuno-Deficiency Virus/Acquired Immuno-Deficiency Syndrome
ICRC	International Committee of the Red Cross
IDP	Internally Displaced Person
IFRC	International Federation of Red Cross and Red Crescent Societies
IRC	International Rescue Committee
MSF	Médecins Sans Frontières
MT	Metric Tonne
NGO	Non-Governmental Organisation
OCHA	Office for the Coordination of Humanitarian Affairs
OHCHR	Office of the High Commissioner for Human Rights
ROC	Republic of the Congo
SNDE	Société Nationale de la Distribution d'Eau
STD	Sexually Transmitted Disease
UN	United Nations
UNDP	United Nations Development Programme
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNFPA	United Nations Population Fund
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
WFP	World Food Programme
WHO	World Health Organization