



ICRC / AR, 2014  
 + ICRC delegation \* Dominican Republic is covered by the ICRC delegation in Haiti

The ICRC opened a fully fledged delegation in Haiti in 2004. It responds to acute humanitarian situations in prisons and supports national authorities in improving conditions of detention and respect for judicial guarantees. It seeks contact with all weapon bearers, particularly in violence-prone neighbourhoods in Port-au-Prince. It helps the security forces organize training sessions, with a view to integrating international human rights norms into their doctrine. With other Movement partners, the ICRC helps strengthen the emergency response capacity of the Haitian National Red Cross Society and the neighbouring Dominican Red Cross.

## KEY RESULTS/CONSTRAINTS

### In 2014:

- ▶ detainees at one prison protected themselves against cholera or obtained treatment, with ICRC assistance, and over 5,800 detainees at six detention facilities were vaccinated against the disease
- ▶ penitentiary legal staff reinforced their capacities to address prolonged pre-trial detention and advocated the immediate resolution of certain cases, which resulted in several detainees being released
- ▶ Haitian authorities failed to re-launch the sectorial coordination platforms working on prisons and prolonged pre-trial detention
- ▶ the Dominican Republic adopted regulations on the use of the red cross emblem after receiving a draft law prepared by the national IHL committee with ICRC support
- ▶ the Dominican and Haitian National Societies explored ways to boost their family-links services and set out future activities/areas of cooperation to address common migration-related concerns

## YEARLY RESULTS

Level of achievement of ICRC yearly objectives/plans of action

**MEDIUM**

PROTECTION <sup>1</sup>	Total
<b>CIVILIANS (residents, IDPs, returnees, etc.)</b>	
Red Cross messages (RCMs)	
RCMs distributed	14
<b>PEOPLE DEPRIVED OF THEIR FREEDOM (All categories/all statuses)</b>	
ICRC visits	
Detainees visited	10,404
Number of visits carried out	109
Number of places of detention visited	23
Restoring family links	
RCMs collected	21

1. Haiti

EXPENDITURE (in KCHF)	
Protection	748
Assistance	2,547
Prevention	273
Cooperation with National Societies	828
General	-

**4,395**

of which: Overheads 268

IMPLEMENTATION RATE	
Expenditure/yearly budget	<b>98%</b>

PERSONNEL	
Mobile staff	7
Resident staff (daily workers not included)	64

## CONTEXT

Haiti faced continued political instability and impasses. The long-overdue legislative elections – scheduled for October 2014 – were postponed to mid-2015. In December, the prime minister resigned.

In line with the planned reduction of troops, the UN Stabilization Mission in Haiti (MINUSTAH) and the Haitian authorities, with the support of international donors, strove to reinforce the Haitian National Police (HNP) and to develop a new civil defence force.

Detention conditions remained harsh; levels of prison health and sanitation were below internationally recognized standards, increasing the risk of communicable diseases. The HNP tackled organized crime and gang-related violence, but arrests were not matched by adequate judicial follow-up.

The general population endured poverty, food insecurity and high rates of TB and HIV/AIDS.

The expulsion of Haitian migrants from the Dominican Republic led to heightened tensions between the two countries. Irregular Haitian migrants in the Bahamas were at risk of being forcibly repatriated, following new regulations adopted in November.

The Dominican Republic chaired the Central American Integration System (SICA).

## ICRC ACTION AND RESULTS

The ICRC continued to focus on issues related to detention. It visited detainees in prisons and at police stations used as permanent places of detention. Following these visits, it shared findings and recommendations with the authorities concerned, and urged them to improve hygiene/sanitation and detainees' access to health care, fresh air, and food in sufficient quantities. Contacts with other influential stakeholders concerned were reinforced, to relay to the authorities the need to address these concerns.

To tackle chronic prolonged pre-trial detention, the ICRC supported the judicial authorities and legal assistants of the penitentiary administration in identifying affected detainees for the necessary follow-up of their cases; these efforts led to the release of several detainees.

During the cholera outbreak in the Port-au-Prince Civil Prison (PCPP), the ICRC stepped in with emergency assistance – notably, helping set up a treatment centre, instituting/expanding comprehensive hygiene measures, providing drugs and medical supplies and supporting preventive vaccination campaigns – to help detainees reduce their risks of contracting the disease or obtain treatment. The ICRC also continued to work with the prison authorities and other partners on a pilot health project covering six prisons, which led to systematic screening for disease among detainees and their early diagnosis and treatment. Some moderately/severely malnourished detainees received high-calorie supplements, helping them recover their health.

The ICRC provided support for improving prison infrastructure. Upgrades carried out by penitentiary engineers with ICRC guidance – new bunk beds, repaired water facilities and additional washrooms – benefited thousands of detainees. A mobile hygiene team raised awareness of key hygiene practices and trained certain

detainees to instruct others in these practices. Following ICRC advocacy efforts, a specialized team was created within the prison administration to oversee hygiene-related activities.

The ICRC reminded the authorities of their responsibility to work towards ensuring detainees' proper treatment and living conditions. Regular coordination meetings with local and international stakeholders provided opportunities to discuss ways to encourage the authorities to keep these issues on their agenda.

The ICRC maintained frequent contact with the authorities, weapon bearers and members of civil society, with a view to raising interest in and support for Movement activities, as well as awareness of IHL and humanitarian principles. Haiti signed the Arms Trade Treaty, but did not take up the ICRC's offer of technical support for IHL implementation. In the Dominican Republic, the national IHL committee drew on the ICRC for technical assistance in completing a draft law on the use of the emblem; the Dominican government subsequently adopted these regulations. Haitian students and police recruits continued to attend talks on IHL, while the graduate school of the Dominican Armed Forces built up its instructional capacities with the help of the ICRC.

The Haiti National Red Cross Society received ICRC assistance for its restructuring process and operations, particularly first-aid and family-links services. Efforts were ongoing to define future means of support to the Dominican Red Cross and the Haitian Red Cross for activities benefiting Haitian migrants. The two National Societies signed an agreement to jointly address these concerns.

Following the revision of the Movement coordination framework in Haiti, for which the ICRC provided feedback, Movement partners met to coordinate activities and discuss issues of common concern.

## PEOPLE DEPRIVED OF THEIR FREEDOM

Over 10,400 detainees in 23 prisons and police stations used as permanent places of detention received visits conducted according to the ICRC's standard procedures. Delegates monitored detainees' treatment and living conditions, paying close attention to vulnerable individuals, such as women and minors. Afterwards, findings and recommendations were discussed with the authorities concerned.

In parallel to the dialogue with the penitentiary administration, contacts were renewed and strengthened with several other actors of influence, such as the HNP, Justice Ministry and the Office of the Prime Minister – with whom the ICRC's assessments of the situation were also shared (see below).

Minors contacted their families through family-links services provided jointly by the Haitian Red Cross and the ICRC.

### Eligible detainees released from overcrowded prisons after better follow-up of their cases

In order to improve respect for judicial guarantees, penitentiary legal staff drew on ICRC support – for instance, towards reinforcing their working procedures – to lobby the judicial authorities to expedite the resolution of detainees' cases. They called for the scheduling of hearings and reviews with regard to cases of detainees in prolonged pre-trial detention; following individual representations made on their behalf, 68 inmates were released.

Judicial committees in Jacmel and Les Cayes worked to identify best practices to address prolonged pre-trial detention. The authorities were urged to recruit more legal assistants for prisons, with a view to tackling this issue in other prisons and, in turn, helping alleviate overcrowding in the long term.

### **Detainees in cholera-affected prison reduce their risk of contracting the disease**

Given the bleak conditions of detention and the limited resources allocated to the prison system, the ICRC provided direct support for detainees to meet some of their most urgent needs.

In the face of the cholera outbreak in the PCPP, detainees minimized their risk of contracting the disease or received treatment, thanks to the ICRC's emergency assistance. These included the creation of a treatment centre within the prison, medical supplies for the treatment of 170 inmates and intensive hygiene awareness/promotion measures throughout the entire structure to avoid cross-contamination. Apart from these, over 5,800 detainees at six places of detention received preventive vaccinations.

In the six prisons covered by a pilot health project run by the ICRC, the penitentiary authorities and other partners, inmates were systematically screened, which enabled early diagnosis and treatment of the most prevalent infectious diseases. However, the project's official extension and continued implementation faced difficulties, including the partnership agreement, proposed by the ICRC in March 2013, still not being signed by the authorities.

Some 1,000 moderately/severely malnourished inmates benefited from year-round provision of high-calorie food supplements, while others relied on the ICRC's regular donation of essential medicines.

### **Hygiene promotion team raises awareness of safe behaviour, trains future peer instructors**

Around 3,000 detainees at 10 places of detention, including the country's largest prisons, had better living conditions after infrastructure upgrades carried out by local penitentiary engineers with ICRC support/guidance. For instance, the entire inmate population (637 detainees) of the Les Cayes prison had access to more water, thanks to improvements to the prison's water storage capacity and staff training in using/maintaining the system. At the PCPP, the construction of three water basins allowed some 1,000 inmates to take daily baths; 450 of them also benefited from bunk beds. Likewise, the construction of bunk beds at the Cap-Haïtien prison helped mitigate the effects of overcrowding, to the benefit of 578 inmates.

Donations of mattresses to the Hinche prison and to four police stations used as permanent places of detention helped alleviate the harsh conditions for 640 inmates. Some 1,000 detainees also benefited from recreational material.

The mobile hygiene promotion team continued its monthly visits to places of detention and contributed to the response to a cholera outbreak (see above). A total of 8,392 inmates, as well as many prison staff, learnt more about hygiene and health, particularly practices preventing the spread of communicable diseases; certain detainees were trained to instruct others in these practices. About 1,440 detainees received personal hygiene kits and cleaning materials so that they could put into practice what they had learnt.

### **Authorities urged to keep detention-related reform on government agenda**

The authorities were reminded of their responsibility to ensure proper conditions and treatment for detainees, including respect for judicial guarantees and regular access to fresh air, sufficient food, health care and sanitation. The Haitian authorities were urged to revive the sectorial coordination platforms working on prisons and prolonged pre-trial detention, under the leadership of the Justice Ministry; in the platforms' absence, the ICRC pursued mobilization efforts and other initiatives aimed at fostering cooperation among the different actors working in this area. Regular coordination meetings with local and international actors covered broad and specific detention-related issues, as well as ways to keep these issues on the government's agenda; however, efforts to persuade the authorities to institute and follow through on structural changes continued to be hindered by the government's other priorities and constraints.

Nonetheless, ICRC advocacy efforts helped lead to the hiring of additional health staff for the PCPP during the cholera outbreak and the appointment of a pharmacist and a national hygiene team. The authorities continued to discuss a draft prison health policy. In the Cap-Haïtien and Les Cayes prisons, some improvement was noted in detainees' access to fresh air.

At a workshop organized by the ICRC and the prison authorities, close to 200 prison guards discussed their roles in implementing practical solutions to the detention-related issues mentioned above. After this session, the ICRC was invited to the next institutional training course for prison administrators.

### **ACTORS OF INFLUENCE**

The ICRC continued to focus on promoting IHL and humanitarian principles and on seeking support for its activities. In particular, dialogue with influential actors, as well as public communication efforts, continued to push for detention-related reforms (see *People deprived of their freedom*). Contact with the HNP and gang members in the popular quarters helped facilitate Movement activities.

In Cité Soleil, the water authorities received support for drafting an action plan to mobilize internal and external resources – including from within the Movement – that would enable them to maintain the ICRC-repaired water network. Although the ICRC initially considered this activity completed by the end of 2013, it renewed its support after finding that lack of maintenance prevented the population's regular access to water.

### **IHL implementation stalls in Haiti**

Haiti signed the Arms Trade Treaty, but other government priorities continued to hamper the adoption of legislation related to prison and judicial reform and other IHL-related issues; offers of technical support were not taken up. As MINUSTAH was in charge of drafting the penitentiary administration's strategic development plan and budget and of merging the drafts of the penal code, the ICRC did not pursue work in these areas to avoid duplication of effort; however, it provided some input on war crimes.

The Dominican national IHL committee drew on ICRC support to finalize draft legislation on the use of the red cross emblem; the government subsequently adopted the proposed regulations.

At the SICA security meeting in Santo Domingo, participants learnt more about the norms applicable to the use of force and the assis-

tance due to victims of violence. The SICA Security Commission also received assistance for the drafting of a model law on the use of force.

### **Weapon bearers learn more about Movement activities**

Some 200 MINUSTAH military and police officers supporting the HNP learnt more about basic humanitarian principles and the roles of the various Movement components. More than 1,000 recruits at the Haitian Police Academy attended similar sessions, which additionally covered the appropriate use of force. Discussions were ongoing with the academy on cooperation regarding briefings for inspectors and commissioners.

To contribute to the capacity-building efforts of the Dominican Armed Forces, its graduate school continued to receive ICRC support; notably, an instructor received sponsorship to attend a course in San Remo. A Dominican military officer also participated in the Senior Workshop on International Rules Governing Military Operations (SWIRMO) in China (see *International law and policy*).

### **Future decision-makers add to their knowledge of IHL**

In Haiti, seminars were organized at three law and diplomacy faculties to promote IHL among students and to encourage its incorporation in their curricula. More than 80 legal professionals attended an introductory course on IHL and the protection it affords children during armed conflict.

## **RED CROSS AND RED CRESCENT MOVEMENT**

### **Thousands receive first aid from ICRC-supported Haitian Red Cross volunteers**

Working in violence-prone neighbourhoods and/or during public events, the Haitian National Society administered first-aid to the injured, with the help of ICRC-provided kits, stretchers and ambulances. However, the two first-aid posts in Cité Soleil remained closed, owing to judicial disputes between volunteers and the Haitian Red Cross. In Martissant, volunteers treated over 2,000 people and passed on messages related to good hygiene, disease prevention and hurricane preparedness to some 12,000 people. Discussions with the Haitian Red Cross – on granting the Martissant volunteers full recognition and attaching them to a local branch – were ongoing.

The ICRC provided financial/logistical support and expertise towards the development of the Haitian Red Cross, which continued its restructuring process, amidst understaffed departments and other constraints. The National Society began an assessment of its capacities and held three regional assemblies to help it draft its action plans. It also received assistance for building up its ability to conduct communication activities. ICRC-supported training sessions emphasized the Fundamental Principles and the roles of the various Movement components.

Following the revision of the Movement coordination framework in Haiti, to which the ICRC contributed, Movement partners met to coordinate activities and discuss common concerns. The different components learnt more about working in the popular quarters during an ICRC-organized briefing to advocate the integration of these neighborhoods into their programmes.

### **Dominican and Haitian National Societies renew agreement on common migration-related concerns**

The Haitian Red Cross drew on ICRC assistance to improve its family-links services; its national coordinator received regular coaching, while 35 volunteers benefited from training and clearly

defined working procedures. This enabled the National Society to offer these services countrywide. The ICRC made progress in identifying future modes of support to the Dominican National Society for its family-links activities. The Movement components concerned gained keener insight into the situation of Haitian migrants forcibly returned from the Dominican Republic, which helped them plan support/activities to address the issue. The two National Societies renewed a bilateral cooperation agreement and drew up an operational plan to address common migration-related concerns.

With ICRC support, the Dominican and Haitian National Societies secured funding from the American Red Cross for their family-links services in 2015.

Owing to a lack of capacity and, in some instances, cultural factors, human remains management was not included in the emergency response planning of the two National Societies.

MAIN FIGURES AND INDICATORS: PROTECTION <sup>1</sup>		Total		
<b>CIVILIANS (residents, IDPs, returnees, etc.)</b>				
<b>Red Cross messages (RCMs)</b>				
RCMs distributed		14	UAMs/SCs*	
<b>PEOPLE DEPRIVED OF THEIR FREEDOM (All categories/all statuses)</b>				
<b>ICRC visits</b>				
Detainees visited		10,404	Women	Minors
			431	282
			Women	Girls
				Boys
Number of visits carried out		109		
Number of places of detention visited		23		
<b>Restoring family links</b>				
RCMs collected		21		

\* Unaccompanied minors/separated children

1. Haiti

MAIN FIGURES AND INDICATORS: ASSISTANCE <sup>1</sup>		Total	Women	Children
<b>PEOPLE DEPRIVED OF THEIR FREEDOM (All categories/all statuses)</b>				
<b>Economic security, water and habitat (in some cases provided within a protection programme)</b>				
Essential household items	Beneficiaries	1,440		
Work, services and training	Beneficiaries	4,500		
Water and habitat activities	Beneficiaries	8,392		
<b>Health</b>				
Number of visits carried out by health staff		83		
Number of places of detention visited by health staff		6		

1. Haiti