

# BRASILIA (REGIONAL)

**COVERING: Argentina, Brazil, Chile, Paraguay, Uruguay**

The ICRC has been present in the region since 1975. It visits security detainees and responds to situations of violence and social unrest, often with the region's National Societies, which it supports in developing their capacities to act in such situations. It helps authorities identify human remains so as to provide families with information on their missing relatives. The ICRC promotes the incorporation of IHL into national legislation and the doctrine, training and operations of armed forces, and works with police forces to integrate international human rights law applicable to the use of force into theirs.

## BUDGET IN KCHF

Protection	2,354
Assistance	579
Prevention	2,963
Cooperation with National Societies	1,468
General	158
<b>Total</b>	<b>7,521</b>
<i>Of which: Overheads</i>	459

## PERSONNEL

Mobile staff	7
Resident staff (daily workers not included)	57



ICRC / APPEALS\_2015

+ ICRC regional delegation   
 + ICRC mission   
 + ICRC office   
 \* ICRC regional communication support centre

## MAIN TARGETS FOR 2015

- ▶ people in violence-affected communities in Chile and Paraguay learn practices to improve their safety through training conducted with the relevant National Society
- ▶ educational and health authorities in Brazil, with the ICRC's technical support, assume full responsibility for programmes, developed within the framework of the Rio project, to enhance people's safety and access to health care
- ▶ security forces in the region, particularly in Brazil, Chile and Paraguay, revise their operating procedures and manuals on the use of force, with ICRC support
- ▶ the authorities concerned in Argentina and Brazil respond to the multidimensional needs of families of the missing, including by establishing or providing further training for government teams to respond to such needs
- ▶ dialogue with the private sector in Brazil makes them more aware of humanitarian issues, and mobilizes public support for ICRC activities worldwide, through funding and other means
- ▶ the region's National Societies strengthen priority branches with ICRC support, enhancing their capacities to respond to the humanitarian consequences of violence and emergencies in both urban and rural areas

ASSISTANCE		Targets (up to)
<b>CIVILIANS (RESIDENTS, IDPs, RETURNEES, ETC.)</b>		
<b>Economic security, water and habitat (in some cases provided within a protection or cooperation programme)</b>		
Productive inputs	Beneficiaries	1,100
Water and habitat activities	Beneficiaries	950

## CONTEXT

Countries in the region cope with violence related to land distribution, the grievances of indigenous people, social discontent and other factors. Demonstrations protesting social or political ills sometimes turn violent.

Tensions between Chilean Mapuche communities and the authorities continue despite government efforts to address their grievances, and despite a decrease in incidents involving the communities and security forces.

In Paraguay, attacks by the Paraguayan People's Army have increased, particularly in central-eastern provinces. Clashes between landless peasants and police forces are also reported as instability fuelled by the failure of agrarian reform prevails. The government has announced plans to improve living conditions and access to public services for the people affected.

Amidst Brazil's growing international influence, violence still troubles its cities, particularly in Rio de Janeiro and São Paulo. The Rio de Janeiro state government is pursuing its "pacification" programme, with large-scale law enforcement operations involving both military and police forces taking place in a number of the city's slum neighbourhoods or *favelas*. Clashes between armed gangs and pacifying police units were on the rise.

The countries covered are members of regional organizations and bodies, such as the Southern Common Market (MERCOSUR), the Organization of American States (OAS) and the Union of South American Nations (UNASUR).

In Argentina, presidential and legislative elections are scheduled for 2015.

## HUMANITARIAN RESPONSE

In 2015, the ICRC regional delegation in Brasilia, in partnership with the National Societies concerned, will pursue efforts to address some of the consequences of the violence affecting parts of Chile and Paraguay, while supporting the relevant authorities' response in Brazil. It will do so particularly through dialogue with the authorities and multidisciplinary activities to bolster the resilience of the commu-

nities affected. In carrying out their own activities, as well as those done jointly with the ICRC, the National Societies, particularly selected branches, will benefit from ICRC support, aimed at strengthening their management, communication and emergency response capacities and the further integration of the Safer Access Framework into their work.

In Chile and Paraguay, the ICRC will provide first aid, psychological support and basic medical care for violence-affected people. It will begin to implement self-protection activities/community-based mechanisms, particularly training in safe practices to reduce people's exposure to violence. In Paraguay, the ICRC will step up its support to victims of violence in rural areas by opening an office in Asunción, while continuing to support the Paraguayan Red Cross.

During dialogue and capacity-building activities involving the armed forces and police – particularly in Brazil, Chile and Paraguay – the ICRC will draw particular attention to the rules applicable to the use of force in law and order operations.

It will also continue to visit detainees in Chile and Paraguay. After such visits, it will report findings and recommendations confidentially to the authorities, including on the conditions of arrest. In Paraguay, the ICRC will start providing assistance to especially vulnerable families of people arrested in relation to violence, in order to boost their incomes.

In Brazil, the ICRC will support the authorities and local actors in continuing to implement community-based activities initiated as part of a pilot project – 'the Rio project' – to address the humanitarian consequences of violence in Rio de Janeiro, which was concluded and handed over to the Brazilian authorities in 2014.

To help clarify the fate of persons missing in connection with past conflicts or current violence, the ICRC will provide training and material support for the authorities to strengthen their capacities in forensics and in human remains/data management. It will encourage the authorities to create effective measures to deal with the issue, including by intensifying the exchange of experiences and best practices among countries in the region. It will also work

with the National Societies to improve their family-links services.

Working mainly through the various national IHL committees, the ICRC will promote ratification of IHL treaties and implementation of treaties already ratified through domestic legislation. It will back these efforts by promoting IHL-related initiatives in multilateral fora and within regional bodies.

The ICRC will endeavour to draw on Brazil's global influence and on the headquarters agreement signed with Argentina, to gain support, including through fundraising for promoting IHL and addressing humanitarian issues in international fora.

The communication support centre in Buenos Aires will continue to back ICRC operations in the region by producing written and audiovisual materials and regularly updating the Spanish and Portuguese-language websites.

The ICRC will focus on building the capacities of National Societies in the region to ensure adequate responses to humanitarian needs arising from situations of violence, and on implementing and reviewing recovery plans. It will continue to coordinate its activities with those of Movement partners and other actors in fields of common interest. Overcoming challenges to National Societies' integrity will be a priority for both the ICRC and the International Federation.

## HUMANITARIAN ISSUES AND ICRC OBJECTIVES

### CIVILIANS

People in the region suffer the consequences of armed violence, mass protests and related law enforcement operations. Chilean Mapuche communities, particularly women and children, report harassment, threats and abuse, as well as limited access to health-care services. Landless peasants in Paraguay are isolated and find it difficult to obtain public services or sustain agricultural activities central to their livelihoods.

In many of Rio de Janeiro's *favelas*, armed groups clash frequently with law enforcement agents or other armed groups, with serious consequences for the residents. Municipal and State agencies have developed approaches and tools to prevent and/or minimize the effects of armed violence, but the safety and mental health of students, teachers and health workers remain at risk. Young mothers have inadequate access to age-appropriate health care.

The region also contends with natural disasters, during which people sometimes lose contact with their relatives. Restoring family links severed by situations of internal violence and past conflicts remains a priority in the region, where people are still trying to find out what happened to relatives who disappeared during the years of military rule.

#### Objective

People affected by situations of violence are respected and protected according to applicable international norms and humanitarian principles. Their basic needs, including safety, are met. Family members separated by violence or natural disasters are able to keep in touch. Families are informed of the fate of missing relatives.

## Plan of action and indicators

### Protection

- ▶ throughout the region, initiate or continue dialogue with authorities and weapon bearers on the humanitarian consequences of armed violence; document alleged abuses and make representations to the authorities, with a view to ending such practices; remind the authorities of the rules applicable to the use of force in law enforcement; convey communities' concerns to the authorities
- ▶ to promote the sustainability/replication of the Rio project, including full management of programmes by the authorities:
  - work with the State Secretariat of Education to organize courses for teachers in schools affected by armed violence; enabling them to become trainers on the Safer Behaviour and Opening Humanitarian Spaces programmes; with the authorities, draft action plans to implement these programmes
  - work with the Municipal Health Secretariat to extend the Safer Access programme to more *favelas*, including by: disseminating informational materials; using an incident reporting system; training medical personnel in providing appropriate care to teenage mothers and their children and to people with violence-related mental-health problems
  - engage in dialogue with officials in key ministries/offices in Rio de Janeiro; encourage the Brazilian authorities to incorporate/adapt tools and approaches developed in the framework of the Rio project in national policies, particularly in the areas of health, education, use of force and human rights

### Forensics

- ▶ to support efforts to clarify the fate of people unaccounted for in the region from past regimes or other circumstances, help reinforce national forensic capacities and the management of human remains and related data; in particular:
  - enable experts to attend conferences and courses in the region and abroad, and encourage bilateral cooperation and the sharing of best practices at these events
  - encourage the Brazilian authorities to establish mechanisms to centralize data and standardize forensic activities according to best practices, by reviewing operating procedures, developing data-management tools, establishing a system for coordination among medico-legal institutions, and other means
  - study the pertinent legal frameworks to learn about or identify potential areas of support for the authorities and families in relation to missing people, particularly in São Paulo
- ▶ to help ensure that the families of the missing meet their psychosocial, economic and administrative needs, encourage the authorities in Argentina and Brazil to develop appropriate responses – via assessments and the establishment of mechanisms such as government teams to respond to such needs – as well as through coaching and regular follow-up
- ▶ in Brazil and Paraguay, enhance – through workshops and courses – the capacities of authorities, forensics professionals and National Societies to properly manage human remains, thereby enabling them to develop appropriate emergency responses

*Restoring family links*

- ▶ to help people separated from their families, owing to natural disasters or other circumstances, restore/maintain contact with relatives, enhance National Societies' capacities to provide family-links services through technical/material/financial support, training and workshops and by encouraging sharing of lessons learnt

**Assistance**

With the relevant National Society:

- ▶ in violence-affected communities in Chile and Paraguay and with the relevant local authorities, provide training and material support to enable:
  - members of vulnerable indigenous Mapuche communities in Chile to obtain basic health services, Mapuche children and their mothers to benefit from mental and psychosocial support, and community members to learn how to provide such support to their peers
  - some 220 households (1,100 people) in Paraguay to improve their food consumption through agricultural supplies/equipment, and to increase production of their main cash crops and boost their income through technical support from a local agricultural centre
  - 950 people in Paraguay to have access to sufficient water of adequate quality by improving water sources through cash-for-work activities and ensuring the maintenance of these sources by local water committees
  - violence-affected people in Chile and Paraguay to reduce their exposure to risks by developing/strengthening mechanisms for self-protection
  - members of 3 communities in Paraguay to promote good hygiene and health practices within their communities
  - community representatives, as well as *Carabineros* and police officers, in both countries, to learn/up-grade first-aid skills, including psychological first aid

**PEOPLE DEPRIVED OF THEIR FREEDOM**

People in Chile, mainly from the indigenous Mapuche community, and in Paraguay are arrested in connection with protests over land grievances or political issues. In 2014, fewer members of the Mapuche community were arrested, and many were released. Most Mapuche detainees are now transferred to an educational and work centre. In Paraguay, police operations and arrests in the rural areas of Concepción and San Pedro have increased.

Paraguay is in the process of reforming and modernizing its prison system.

In Chile and Paraguay, detainees are often their families' breadwinners; their detention has a significant impact on their families' incomes.

In Uruguay, some people are detained for crimes allegedly committed during the military dictatorship. The US government has confirmed that six people formerly held at the US internment facility at Guantanamo Bay Naval Station in Cuba would be resettled in the country.

**Objective**

Detainees' treatment and living conditions comply with internationally recognized standards.

**Plan of action and indicators****Protection**

- ▶ in Chile and Paraguay, visit detainees according to standard ICRC procedures to monitor their treatment and living conditions, and to ensure that they accord with domestic law and internationally recognized standards; make confidential reports to the authorities and, where necessary, share recommendations, particularly regarding the use of force during arrests
- ▶ in Paraguay, maintain contact with the authorities concerned to provide technical support for reforming the prison system
- ▶ facilitate, through seminars and regional discussions, the sharing of best practices in prison management observed in Chile
- ▶ with the Paraguayan Red Cross or another local partner, enable detainees in Paraguay to receive visits from relatives living in remote areas of the country
- ▶ in Uruguay, monitor the situation of elderly detainees and, if necessary, make recommendations for their medical treatment to the authorities concerned

**Assistance**

- ▶ provide technical, financial and material support to enable the authorities to assess and rehabilitate infrastructure at 2 prisons in Paraguay, and improve inmates' diet and nutritional status

With the relevant National Society:

- ▶ through similar support, enable:
  - 5 recently released Mapuche detainees to start income-generating projects to regain economic stability for their families
  - up to 40 female detainees in Paraguay to acquire vocational skills through handicraft training; support them to market their products and encourage the sustainability of the project, including after their release
  - 30 vulnerable families of detainees in Chile and Paraguay to partially regain their income through agricultural activities

**ACTORS OF INFLUENCE**

The armed forces in all five countries participate in peace-keeping missions. They are frequently deployed alongside police forces in law enforcement operations. In Brazil, a police battalion was specifically created to take charge of riot control/special events. The armed forces of the region have made progress in incorporating IHL in their training and operations; however, allegations of abuse are still reported. In Chile, the *Carabineros* have not yet fully incorporated in their training and operations rules on the use of force.

States in the region have not yet fully implemented all the IHL instruments they have ratified, including by enacting legislation protecting medical services or the Movement's emblems. Regional organizations contribute to promoting IHL in their member States.

The media are particularly influential in Argentina, Brazil and Chile. IHL is taught at academic institutions throughout the region.

Brazil exercises international influence as a member of several platforms for multilateral dialogue and cooperation.

**Objective**

The region's governments and weapon bearers understand and respect IHL and other fundamental rules protecting people in situations of violence, and incorporate these in their decision-making processes. The media, academia and others with influence help foster awareness of humanitarian issues and IHL among parties concerned and the wider public, thus securing greater respect for human dignity. All weapon bearers understand the ICRC's mandate and support the work of the Movement.

**Plan of action and indicators****Prevention**

- ▶ to promote respect for IHL, international human rights law and the integration of internationally recognized standards governing the use of force in law enforcement into their doctrine, training, operations and sanctions systems, provide the region's armed/police forces with expertise and training; enabling:
  - police/military forces, particularly in Chile and Paraguay, to learn more about applicable laws and humanitarian concerns related to the use of force and firearms, and to establish training courses for officers and non-commissioned officers
  - the defence ministries and joint staff of armed forces to advance incorporation of IHL in their curricula
  - security forces to draft or revise manuals/curricula/directives, such as an IHL manual for Brazil's armed forces and rules of engagement during social demonstrations and in urban settings for 'pacification' forces
  - the national secretariat of public security and the military police of São Paulo to develop/maintain capacity-building activities, including through an e-learning programme for police forces in Brazil, and also Chile and Paraguay
  - troops joining UN peacekeeping operations to learn more about humanitarian issues and the norms applicable to their duties
- ▶ provide governments and national IHL committees with expertise and facilitate their participation in or co-organization of regional events; in particular:
  - support their efforts to ratify IHL treaties and enact implementing legislation on IHL instruments, particularly the Arms Trade Treaty and the Convention on Cluster Munitions, and domestic legislation protecting the Movement's emblems; encourage them to share best practices and identify measures to expedite the domestic implementation of IHL and rules on the use of force, such as including academic experts/think-tanks as advisers
  - promote the adoption of OAS resolutions, particularly those related to international criminal tribunals, IDPs and migration
  - work jointly to fulfil pledges made at the 31st International Conference
- ▶ work to increase support for National Society/ICRC activities in the region and worldwide, notably by:
  - focusing dialogue with regional and State authorities, particularly in Argentina and Brazil, on humanitarian issues and measures taken to address them; in par-

ticular, raising awareness of the plight of the families of missing persons, the issues covered by the Health Care in Danger project, autonomous weapon systems and the prevention and suppression of sexual violence

- encouraging the authorities to continue/replicate activities developed with partners within the framework of the Rio project, and presenting the results to the authorities, armed/police forces, the media and members of academia (see *Civilians*)
  - providing support for judges in Argentina and Uruguay to further their understanding of IHL and of the ICRC's mandate, particularly regarding confidentiality, including through a seminar abroad
  - providing traditional and social media as well as journalism students with informational materials, and participating in their events or organizing workshops to help them report on, and secure broader public support for, Movement activities
  - with the National Society, strengthening relations with the private sector in Brazil, including through fundraising efforts
- ▶ support the region's IHL lecturers, to encourage the continuity of IHL instruction; facilitate their participation, and their students', in IHL-related events

**RED CROSS AND RED CRESCENT MOVEMENT**

National Societies in the region are largely recognized and accepted by their authorities and civil society, but face many challenges, including issues affecting their integrity. Their capacities to respond to humanitarian needs during social unrest, violence or natural disasters need strengthening.

**Objective**

The National Societies in the region have a strong legal basis for independent action. They are able to carry out their core activities effectively. The activities of all components of the Movement are coordinated.

**Plan of action and indicators****Cooperation**

- ▶ with the International Federation, provide the National Societies with training and material/technical/financial support to:
  - adapt their legal bases to Movement standards and strengthen their managerial capacities; in particular, help the Brazilian Red Cross resolve its structural and organizational issues
  - strengthen priority branches – particularly in Brazil, Chile and Paraguay – in delivering first aid, family-links services, health-promotion activities and other assistance, and in using the Safer Access Framework to assist violence-affected communities or during social demonstrations/natural disasters
  - reinforce communication capacities, including for fundraising, in line with the Movement's Fundamental Principles, thereby enabling them to undertake advocacy efforts on issues of common interest and on the Movement's neutral, impartial and independent humanitarian approach