

# BRASILIA (regional)

COVERING: Argentina, Brazil, Chile, Paraguay, Uruguay



ICRC / AH, 2013  
 ○ ICRC regional delegation + ICRC office \* ICRC regional communication support centre

Established in 1975 in Buenos Aires, the delegation moved to Brasilia in 2009. The ICRC 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.

## KEY RESULTS/CONSTRAINTS

### In 2013:

- ▶ as the ICRC's multidisciplinary project aimed at mitigating the effects of urban violence in Rio de Janeiro *favelas* drew to a close, local partners began replicating some activities, particularly in the areas of health and education
- ▶ people affected by violence in Chile and in northern Paraguay enhanced their self-protection mechanisms through first-aid courses provided by the National Societies, with ICRC support
- ▶ Chile's and Paraguay's police forces independently trained their personnel in applicable human rights norms and internationally recognized standards on the use of force during law enforcement operations, following ICRC training
- ▶ the region's authorities addressed the issue of missing persons, drawing on ICRC support for training forensic experts (Brazil) and the safekeeping of DNA samples collected from relatives of the missing (Chile)
- ▶ the Brazilian and Paraguayan Red Cross Societies, with ICRC support, implemented plans to bolster their institutional integrity
- ▶ key players in Brazil's private sector learnt more about the ICRC's mandate and work through presentations aimed at encouraging them to support the organization's activities, through funding and other means

## EXPENDITURE (in KCHF)

Protection	1,783
Assistance	1,939
Prevention	2,841
Cooperation with National Societies	952
General	213

**7,728**

of which: Overheads 472

## IMPLEMENTATION RATE

Expenditure/yearly budget	<b>93%</b>
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## PERSONNEL

Mobile staff	9
Resident staff (daily workers not included)	63

## YEARLY RESULT

Level of achievement of ICRC yearly objectives/plans of action

**HIGH**

PROTECTION	Total
<b>CIVILIANS (residents, IDPs, returnees, etc.)</b>	
<b>Red Cross messages (RCMs)</b>	
RCMs collected	3
RCMs distributed	3
Phone calls facilitated between family members	1
of whom unaccompanied minors/separated children	3
<b>PEOPLE DEPRIVED OF THEIR FREEDOM (All categories/all statuses)</b>	
<b>ICRC visits</b>	
Detainees visited	68
Detainees visited and monitored individually	68
Number of visits carried out	17
Number of places of detention visited	11

ASSISTANCE	Targets	Achieved
<b>CIVILIANS (residents, IDPs, returnees, etc.)</b>		
<b>Economic security, water and habitat (in some cases provided within a protection or cooperation programme)</b>		
Cash	Beneficiaries	497
Work, services and training	Beneficiaries	1,566

## CONTEXT

In Chile, tensions over land tenure issues resulted in interventions by the national police force (*Carabineros*) in indigenous Mapuche communities in the south, leading to violence and the detention of a number of Mapuche leaders. Similar grievances led to violence and restricted access to basic services in rural Paraguay, where clashes between security forces and armed elements or landless groups persisted.

Amid Brazil's growing international influence, violence continued to affect some of its cities. The Rio de Janeiro state government pursued its "pacification" programme in the violence-affected shantytowns or *favelas*, through large-scale law enforcement operations. A perceived lack of basic services and other grievances led to street protests, which sometimes turned violent.

In December, Argentina created a government post specifically for dealing with matters related to the Falkland Islands/Islas Malvinas.

The countries covered held memberships in regional organizations and bodies, such as the Southern Common Market (MERCOSUR), the Organization of American States (OAS), the Union of South American Nations (UNASUR) and the Community of Latin American and Caribbean States (CELAC).

## ICRC ACTION AND RESULTS

In response to situations of unrest, the Brasilia regional delegation monitored the situation in violence-prone areas, documenting allegations of abuse to bring them to the attention of the pertinent authorities and weapon bearers. In parallel, dialogue with national authorities and with armed/police forces focused on the application of human rights norms and internationally recognized standards on the use of force during law enforcement operations.

In Rio de Janeiro, the ICRC concluded its multidisciplinary pilot project in six – originally seven – *favelas* aimed at helping communities cope with the effects of violence; the project was handed over to local authorities, the Brazilian Red Cross and other partners, who began replicating some of its components. Self-protection mechanisms, psychological support and training in first aid helped boost the ability of health workers and *favela* residents to respond to emergencies, and improved their safety. Educational authorities and teachers equipped themselves to deal with the consequences of violence in their schools and neighbourhoods, and to provide similar training to others, which also enhanced access to basic services like health and education.

In Chile and Paraguay, the ICRC continued to discuss the concerns of violence-affected communities with the pertinent authorities, reminding them of their obligations under applicable human rights and domestic legal norms. With the National Societies concerned, it conducted activities – psychosocial support and first-aid training, in particular – to address the consequences of violence.

At the respective governments' request, the ICRC lent its expertise to resolve cases of missing persons. For instance, it prepared to take over the safe storage of DNA samples from the Chilean authorities and facilitated training for Brazilian forensic experts.

ICRC training for forces engaged in law enforcement operations in Brazil, Chile and Paraguay resulted in their increased commitment

to compliance with legal norms and internationally recognized standards on the use of force, including by drafting guidelines for conduct during such operations. After receiving ICRC training they disseminated, among their personnel, rules applicable to the use of force.

Detainees in Chile and Paraguay, including those newly arrested, received visits conducted according to the ICRC's standard procedures. Delegates monitored their treatment and living conditions, facilitated contact with their families and shared their findings with the pertinent authorities.

With technical support/advice from the ICRC, the region's national IHL committees presented bills seeking punishment for war crimes and violations of the Convention on Cluster Munitions to their respective parliaments, and proposed measures to protect cultural property during armed conflict. They also provided input on the Health Care in Danger project. Academics and military educational institutions remained supportive of IHL instruction and its incorporation in their curricula.

Engagement with the media – for instance, through seminars for journalists in Brazil and Chile – helped to create public awareness of humanitarian issues and the ICRC's activities. Contacts developed with private companies and individuals enabled the ICRC to raise their awareness of humanitarian concerns, while garnering their support for the ICRC's work.

Emphasis was placed on building up the National Societies' operational capacities, including through joint planning and training that would enable them to conduct emergency response activities in cooperation with other Movement partners. The International Federation and the ICRC continued supporting the restructuring of the Brazilian, Paraguayan and Uruguayan National Societies.

## CIVILIANS

### Region's authorities address issue of missing persons, with ICRC support

The Chilean Forensic Institute finalized an agreement with the ICRC on storing DNA samples related to cases of persons who had gone missing during the period of military rule.

Following the Brazilian government's request for ICRC support in establishing and training a national team of forensic archaeologists and anthropologists, three Brazilian technical experts working on cases of persons unaccounted for from the period of military rule, deepened their knowledge on human remains management at a course in Geneva, Switzerland. In addition, 24 representatives of medico-legal institutions and archaeologists enhanced their capacities in forensic anthropology at a national course in Brasilia organized with the authorities. Recognizing the ICRC's forensic expertise, the Brazilian government and the family of the deceased requested the ICRC to participate as a neutral observer in the exhumation of the remains of former president João Goulart and to support the authorities in searching for and identifying over 300 people who had gone missing during past political regimes.

In Argentina, following the government's decision to re-initiate efforts to identify the remains of fallen soldiers from the Falkland/Malvinas Islands conflict, the authorities requested and received the ICRC's technical advisory support, particularly in light of the respective families' involvement.

## **Favela residents in Brazil boost capacities to cope with the effects of violence**

In the final year of the ICRC's Rio project, local partners, including municipal health and state education authorities and the Brazilian Red Cross, strengthened their technical capacity to cope with the effects of violence. With ICRC support, they began replicating some components of the project while preparing to take over the implementation of others. *Favela* residents, with improved access to emergency/primary health care and social services, strengthened their own capacities to respond to needs arising from violence.

Some 120 medical workers learnt to reduce their exposure to risks and work more safely in violence-prone areas through sessions on the Safer Access Framework conducted by 15 ICRC-trained health professionals. The municipal health authorities, with ICRC support, established an online system that provided prompt notification of security incidents in the vicinity of 25 primary health centres (covering some 550,000 residents); this helped local officials and clinics develop security plans to facilitate safe access for those seeking or providing health care services.

In four *favelas* where access was difficult for state and municipal emergency services, 144 residents became first-aid responders or instructors after ICRC training; they also created community-based first-aid associations, which enabled more sick and injured people to receive timely aid or to be safely evacuated to health facilities.

Over 180 vulnerable adolescent mothers/expectant mothers and 160 children in four *favelas* had better access to health and social care, thanks in part to regular home visits from ICRC-trained community health workers under a national family health programme. In parallel, joint efforts by the health authorities and the ICRC to raise public awareness about the girls'/young women's specific needs resulted in a multifaceted response by public agencies and civil society. Such efforts also gave them opportunities for self-empowerment, including through education and livelihood activities.

Many people, including health personnel working in *favelas*, suffered mental health problems linked to their exposure to armed violence. The municipal health authorities, with ICRC technical support, continued incorporating mental health services in their primary health care systems. In four *favelas*, over 550 people traumatized by violence relied on psychological support from ICRC-trained service providers, who helped them cope through individual/group therapy sessions. Community health workers also drew on such support to deal with the stress connected to their work. Guidelines for dealing with violence-related mental health issues, jointly published by the authorities and the ICRC in 2012, were widely implemented by the municipal health authorities, through training/dissemination sessions and their website.

In line with a cooperation agreement signed in 2012 with the State Secretariat of Education (SEEDUC) on implementing the Creating

Humanitarian Spaces pilot programme, 34 staff members from SEEDUC's 14 regional directorates learnt techniques to promote safer behaviour. Equipped with this knowledge and a trainer's guide developed by SEEDUC and the ICRC, they in turn trained personnel from 35 secondary schools throughout Rio de Janeiro to assess risks, formulate emergency response plans and implement security procedures to reduce risks for some 30,000 people. The staff of five primary schools and four NGOs in violence-stricken areas likewise established emergency protocols with ICRC technical support. In addition, 28 ICRC-trained teachers from six pilot secondary schools learnt how to promote humanitarian principles amongst students and conducted workshops on issues such as non-violent conflict resolution. The results of these workshops were compiled in a portfolio jointly published by SEEDUC and the ICRC.

## **Situation of violence-affected people discussed with the authorities**

Dialogue with the pertinent authorities and weapon bearers tackled the humanitarian consequences of law enforcement operations for indigenous Mapuche communities in Chile and reminded them of their obligations under applicable human rights and domestic legal norms. Information on alleged abuses collected by the ICRC were raised with the parties concerned. In Paraguay, the ICRC continued working to establish bilateral dialogue with authorities on issues of humanitarian concern.

The National Societies and the ICRC worked to address the needs of such communities. In Paraguay, families directly affected by violence shared their concerns during Paraguayan Red Cross/ICRC monitoring visits. About 1,380 residents of three violence-prone communities enhanced their emergency response capacities through first-aid training; they also received medical equipment for a new family health centre in the region. In the Kurusu de Hierro community, 480 people received cash to help meet their basic needs.

In three remote Mapuche communities, 180 people accessed primary health care services provided by the National Society/ICRC; two people injured during law enforcement operations received first aid. The Chilean Red Cross also provided Mapuche children affected by violence with psychosocial support. This support was concluded in one community, with preparations under way for its provision in another.

Chilean and Paraguayan Red Cross volunteers enhanced their capacities to provide family-links services through training and dissemination sessions. The Chilean Red Cross established three centres to respond to family-links needs during disasters, while the Paraguayan Red Cross created a team to assess its capacities and needs in this area.

In Brazil and Paraguay, separated family members stayed in touch with each other through ICRC support such as RCMs and phone calls.

CIVILIANS		CHILE	PARAGUAY
Economic security, water and habitat			
Cash	Beneficiaries	17	480
Work, services and training	Beneficiaries	186	1,380

## PEOPLE DEPRIVED OF THEIR FREEDOM

### Newly arrested detainees in Chile and Paraguay receive ICRC visits

Detainees in Chile and in Paraguay – including those newly arrested, mainly from the indigenous Mapuche community (see *Context*) – received visits conducted according to standard ICRC procedures. Delegates monitored their treatment and living conditions and provided confidential feedback to the authorities, particularly on compliance with internationally recognized standards. In Chile, dialogue focused on the use of force during arrests and related law enforcement procedures (see *Authorities, armed forces and other bearers of weapons, and civil society*).

In Rio de Janeiro, meetings with state and municipal detention authorities and other stakeholders within the framework of the Rio project (see *Civilians*) facilitated the collection of information on the humanitarian situation in detention facilities, such as the quality of health care and respect for judicial guarantees, for inclusion in a report to be shared with the authorities.

### Female detainees support themselves and their families

In Paraguay, 30 detainees received family visits organized by the National Society; the ICRC covered the travel costs. The visits also enabled the detainees to receive medical and other assistance from their families.

With training and materials provided by the ICRC, 69 female inmates of the Buen Pastor Prison in Asunción, Paraguay produced handicrafts and textiles for sale domestically and abroad. The project, initiated with the Paraguayan Red Cross in 2008, enabled them to generate income for themselves and, in many cases, to provide for their children even while they were detained. National and international recognition for their products gave the women renewed motivation and self-confidence.

In Chile, 17 released detainees received cash assistance to help them regain economic self-sufficiency.

## AUTHORITIES, ARMED FORCES AND OTHER BEARERS OF WEAPONS, AND CIVIL SOCIETY

### Police forces disseminate rules on the use of force among their own ranks

The region's security forces, including police and military personnel involved in law enforcement operations, reinforced their knowledge of human rights norms and internationally recognized standards applicable to the use of force through local and regional training activities, such as an international instructors' course in Colombia (see *Colombia*) and a human rights course in Ecuador (see *Lima*).

Some security forces began disseminating applicable human rights norms and rules on the use of force within their ranks, helping them deepen their understanding of the subject. Under an agreement between Paraguay's Interior Ministry and the ICRC on promoting such norms among law enforcement officials, 24 police officers who had qualified as human rights instructors began training police personnel through courses organized by the Ministry's Human Rights Department. In Chile, trained officers of the *Carabineros* began incorporating human rights standards in their training curriculum. Their Human Rights Department also developed documents on standards for the use of force and protocols for the maintenance of public order. Members of the *Carabineros*' special forces learnt medical and psychological first aid through training conducted by the Chilean Red Cross.

Dialogue with Rio de Janeiro's State Secretariat of Public Security focused on incorporating applicable human rights norms in training for the military police, including the special forces and the 'pacification police'. The military police created a committee to study the use of force, and with ICRC input, developed guidelines for distribution to some 45,000 personnel and for use as a training resource. At the Brazilian Forum on Public Safety, police officials from Brazil and neighbouring countries, during an ICRC-coordinated round-table, discussed patterns observed in the use of force.

Efforts to encourage the incorporation of IHL in the doctrine, training and operations of the region's armed forces continued. Officers attending military schools in Argentina and Brazil learnt more about IHL at ICRC-facilitated courses. One Brazilian officer participated in a workshop in Australia, for military experts, on protecting medical services (see *Suva*), and three senior officers from Brazil, Chile and Paraguay attended an IHL course in Colombia (see *International law and cooperation*).

PEOPLE DEPRIVED OF THEIR FREEDOM	CHILE	PARAGUAY
<b>ICRC visits</b>		
Detainees visited and monitored individually	30	38
<i>of whom women</i>	1	6
Detainees newly registered	19	14
<i>of whom women</i>	1	2
Number of visits carried out	9	8
Number of places of detention visited	6	5
<b>Restoring family links</b>		
Detainees visited by their relatives with ICRC/National Society support		30

Argentine and Brazilian peacekeeping troops bound for Haiti were briefed on the ICRC's work; other Brazilian peacekeepers learnt about the humanitarian aspects of demining, also at briefing sessions.

Whenever possible and pertinent, humanitarian issues were raised with other weapon bearers.

### **Policy-makers advance IHL implementation**

Dialogue with the region's governments enabled the ICRC to exchange views on humanitarian issues, including nuclear weapons and the Arms Trade Treaty (see *New York*), which all countries covered signed. With ICRC support, the national IHL committees of Argentina, Chile and Uruguay finalized bills on the Kampala amendments to the Rome Statute and progressed in identifying cultural property protected under IHL. Uruguay finalized a bill on the Convention on Cluster Munitions, and Argentina drafted a law on the use of the Movement's emblems. Bills on other IHL instruments, such as the Convention on Enforced Disappearance, were pending approval by the parliaments concerned. The region's national IHL committees attended a continental conference in Costa Rica (see *Mexico*).

Future leaders, legal professionals and the academic community continued to explore IHL-related issues. Argentina incorporated IHL in educational programmes for the judiciary. Universities in Argentina, Brazil and Uruguay hosted IHL seminars and courses, and published ICRC-authored legal papers. Argentine students practiced applying IHL in the Jean-Pictet Competition on IHL (see *Bangkok*), and two Brazilian university professors attended the Advanced Training Course in IHL for Academic Teachers, in Geneva.

### **Authorities and media bring humanitarian issues to the fore**

The region's authorities showed interest in issues related to missing persons and in improving regional forensics capacities (see *Civilians*). Argentina, Chile and Uruguay supported the adoption of an OAS resolution to address the plight of missing persons and their families (see *Washington*). Argentina shared its revised manual on DNA testing with representatives of other MERCOSUR member countries.

Following dialogue, including at high-level meetings, Argentina and the ICRC formalized their cooperation by signing a headquarters agreement. Opportunities to broaden dialogue on global humanitarian issues presented themselves during discussions with Brazil's Foreign Affairs Ministry.

Regional coverage of the ICRC's work, via traditional and social media, raised public awareness of humanitarian issues. At seminars in Brazil and Chile, aspiring and veteran journalists learnt to report on the humanitarian consequences of armed conflicts and other situations of violence. Two Brazilian journalists travelled to Colombia with ICRC support and afterwards published articles about the humanitarian response to conflict-affected people's needs there.

Key players in Brazil's private sector learnt more about the ICRC's work during presentations aimed at securing their support for ICRC activities, through funding and other means.

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

The region's National Societies strengthened their family links, first-aid – including through peer support at a regional seminar – and communication capacities with technical and financial assistance from the International Federation/ICRC, enabling them to help people affected by violence or emergencies (see *Civilians*). The Chilean Red Cross, with Argentinean Red Cross support, deployed a first-aid team that assisted people wounded during a demonstration in Chile.

The Paraguayan Red Cross received support for drafting a crisis communication plan. Its branch in Concepción upgraded its capacities with donated equipment and training in the Safer Access Framework, communications and first aid (see *Civilians*).

In Brazil, the Rio de Janeiro branch of the Brazilian Red Cross was the ICRC's operational partner in four *favelas* (see *Civilians*) and established a first-aid department with its support. It also began to develop activities on its own, such as first-aid training for students and community health agents.

The Brazilian, Paraguayan and Uruguayan Red Cross Societies continued restructuring processes that involved reviewing their legal bases and internal procedures, as well as strengthening their operational and financial capacities. They began implementing or sharing plans to address issues of integrity, through such means as codes of ethics and financial controls.

MAIN FIGURES AND INDICATORS: PROTECTION		Total		
<b>CIVILIANS (residents, IDPs, returnees, etc.)</b>				
<b>Red Cross messages (RCMs)</b>			UAMs/SCs*	
RCMs collected		3		
RCMs distributed		3		
Phone calls facilitated between family members		1		
<b>PEOPLE DEPRIVED OF THEIR FREEDOM (All categories/all statuses)<sup>1</sup></b>				
<b>ICRC visits</b>			Women	Minors
Detainees visited		68	7	
Detainees visited and monitored individually		68	7	
Detainees newly registered		33	3	
Number of visits carried out		17		
Number of places of detention visited		11		
<b>Restoring family links</b>				
Detainees visited by their relatives with ICRC/National Society support		30		

\* Unaccompanied minors/separated children

1. Chile, Paraguay

MAIN FIGURES AND INDICATORS: ASSISTANCE		Total	Women	Children
<b>CIVILIANS (residents, IDPs, returnees, etc.)<sup>1</sup></b>				
<b>Economic security, water and habitat (in some cases provided within a protection or cooperation programme)</b>				
Cash	Beneficiaries	497	18%	65%
Work, services and training	Beneficiaries	1,566	19%	62%
<b>PEOPLE DEPRIVED OF THEIR FREEDOM (All categories/all statuses)<sup>2</sup></b>				
<b>Economic security, water and habitat (in some cases provided within a protection programme)</b>				
Productive inputs	Beneficiaries	69		

1. Chile, Paraguay

2. Paraguay