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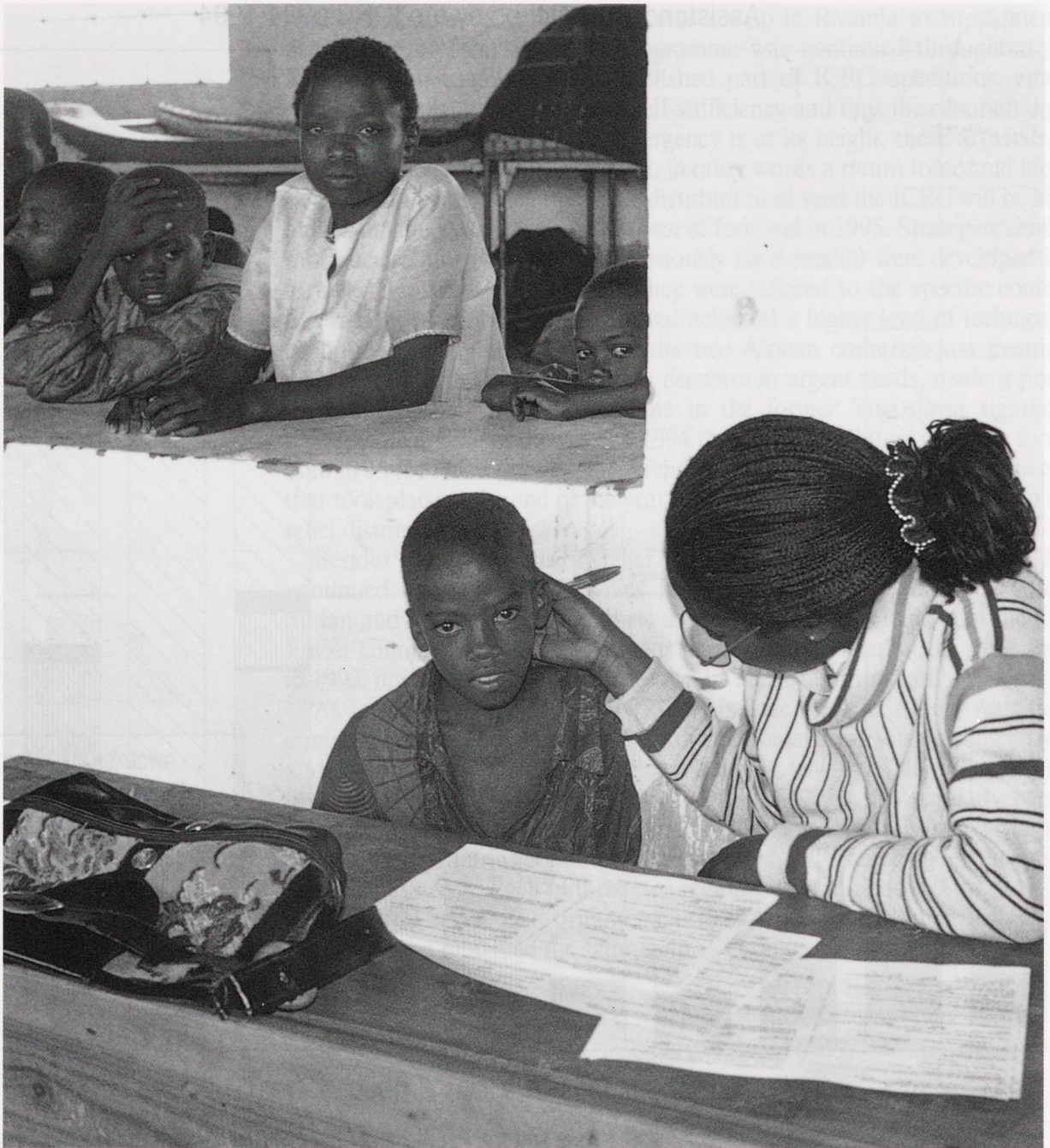
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The ICRC registers unaccompanied minors separated from their families as a result of the tragic events which occurred in Rwanda. In 1994 the Central Tracing Agency set up a special programme to help reunite thousands of children with their parents.

ICRC/T. Gassmann

**West Africa**

**ICRC delegation:**

Liberia

**ICRC regional delegations:**

Abidjan, Dakar, Lagos

**Central Africa**

**ICRC delegations:**

Burundi, Rwanda

**ICRC regional delegations:**

Kinshasa, Yaoundé

**Southern Africa**

**ICRC delegations:**

Angola, Mozambique, South Africa

**ICRC regional delegation:**

Harare

**East Africa**

**ICRC delegations:**

Ethiopia, Somalia, Sudan

**ICRC regional delegation:**

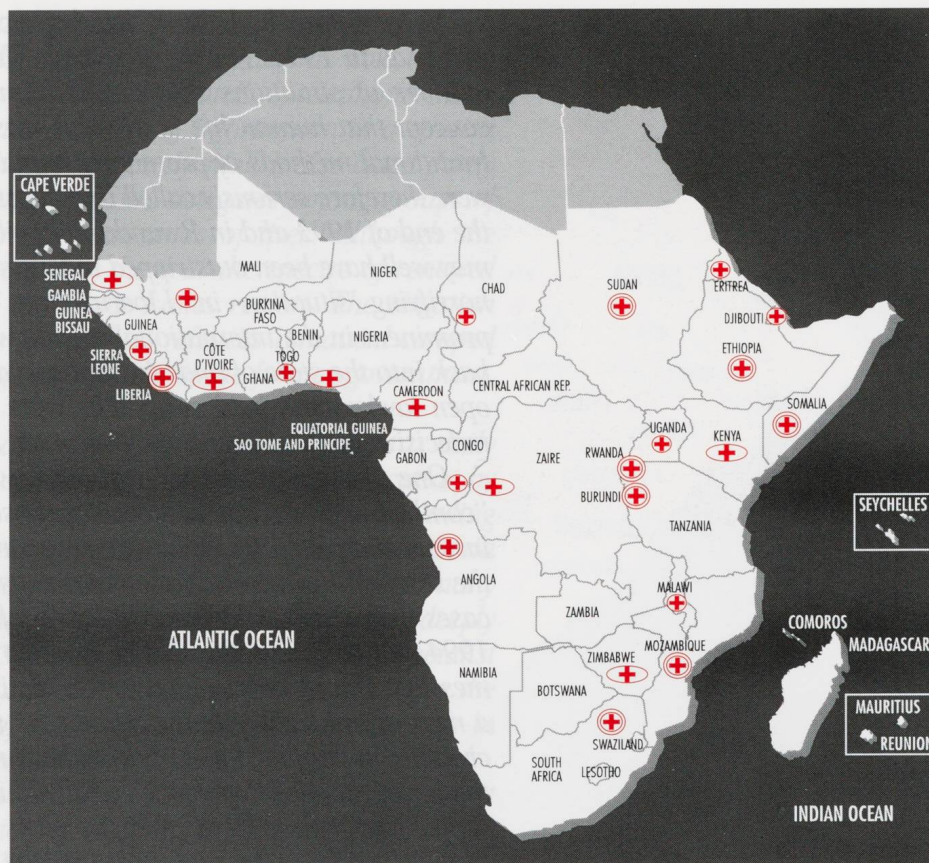
Nairobi

**Staff**

ICRC expatriates<sup>1</sup> : 300

National Societies<sup>1</sup> : 84

Local employees<sup>2</sup> : 2,866



⊕ ICRC regional delegation   ⊕ ICRC delegation   ⊕ ICRC sub-delegation/office

ICRC / AR 06.94

**Total expenditure**

Sfr 334,922,375

**Expenditure breakdown**

**Sfr**

Protection/tracing:	26,058,214
Relief:	218,490,400
Medical assistance:	32,224,308
Cooperation with National Societies:	3,652,314
Dissemination:	5,207,704
Operational support:	32,731,173
Overheads:	16,558,262

<sup>1</sup> Average figures calculated on an annual basis.

<sup>2</sup> Under ICRC contract, as at December 1994.

**AFRICA**

Never before had the ICRC been confronted with so many priorities in Africa as in 1994. For the first time, the institution came face to face with a number of situations that defied humanitarian reasoning. Even the basic concept that human life is of value was profoundly shaken, and the ICRC's traditional methods of promoting humanitarian principles in times of conflict were therefore seriously called into question. The disasters in Burundi towards the end of 1993 and in Rwanda in April 1994, although of tragic proportions, may well have been outstripped in terms of regularized human suffering by the horrifying situation in Liberia and Sierra Leone. Somalia, no longer prominent in the international media, was still in disarray and began to slide back into the state of anarchy that prevailed in early 1991, when banditry and open lawlessness held sway. The wars in Angola and Sudan, after years of indecisive military offensives, continued to claim countless civilian lives.

One of the main features of the new types of conflict in Africa is that the "combatants" do not necessarily subscribe to any political cause, but are instead motivated by the desire for more immediate personal gain. However, the story of these "rebels without a cause" in Africa is not so simple. In many cases they are used by political leaders for their own ends. This means that in 1994 not only did the ICRC have to spread its traditional humanitarian message among political leaders; it realized that it would also have to establish a measure of trust with the fighters on the ground if it were to gain access to civilians in conflict zones. For without regular access to the people who bear the brunt of the violence, the ICRC cannot hope to offer them any measure of protection.

During the year under review the ICRC's efforts focused on Angola, Liberia and bordering countries, Rwanda and the surrounding area, Sudan and Somalia. While the Lusaka peace talks between the Angolan government and UNITA\* showed some encouraging signs, the parties had not reached a firm cease-fire agreement by the end of the year. In the meantime, the victims of the conflict were just as numerous and their needs as acute as in 1993, although the problems had shifted from the countryside to the towns. An airlift from the coast was indispensable for the ICRC's relief operation, but permission to fly had to be obtained from both sides and this was not always forthcoming. With the increasing use of heavy weapons, the potential for destruction and human suffering was greatly increased in comparison with previous years.

The horrific turn of events in Rwanda in April forced practically all foreigners to flee the country, while the United Nations withdrew most of its

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\* UNITA: National Union for the Total Independence of Angola

troops. The result would almost certainly have been more catastrophic still if the ICRC too had left. As it was, the delegation in Kigali was able to keep the outside world informed of the situation by satellite telephone. This communications link was the only neutral source of information in a context rife with lies and rumour, and as such was absolutely vital. It also acted partly as a stabilizing factor, while the presence of ICRC delegates among groups of civilians at risk undoubtedly saved many thousands of lives. Although the massacres subsided, right up until the end of the year the spectre of renewed bloodshed loomed over the whole of the Great Lakes region. The situation remained extremely unstable, as over two million refugees remained camped close to the Rwandan borders, among them troops of the former government, which were exiled in Zaire.

In Liberia, acts as atrocious as any witnessed in Rwanda were a daily occurrence. Having been subjected to constant harassment and provocation by armed individuals and terrorized by displays of extreme violence, including killings, ICRC delegates had to suspend their field activities in Greater Liberia as of September. Many of the delegates coming out of Liberia, as well as many others having completed missions in Rwanda and Somalia, were deeply affected by what they had seen, and some of them had to undergo specialist treatment for psychological stress disorders. This is a growing problem for the ICRC as more and more situations of extreme violence emerge, especially in Africa, where special security measures are becoming increasingly necessary.

Yet the picture was not all bleak in Africa in 1994: the formal laying to rest of apartheid in South Africa, peace and free elections in Mozambique, and the end of 30 years of autocratic rule in Malawi gave rise to hopes for a brighter future for the southern part of the continent, where only Angola and Lesotho experienced political or military instability. Further north, several governments overcame potentially difficult situations, and peace prevailed in Côte d'Ivoire and the Central African Republic, as well as in Benin, Burkina Faso, Cameroon, Cape Verde and Ghana. The economies of Kenya and Tanzania showed a definite upswing in 1994, while the islands in the Indian Ocean remained stable. At the end of the year the structure of several ICRC delegations and regional delegations in Africa was modified, partly because of the positive changes in southern Africa.





⊕ ICRC delegation     
 ⊕ ICRC sub-delegation     
 + ICRC office

IN 1994 THE ICRC:

- visited 902 people held in prisons and other places of detention around the country;
- provided 120,000 people affected by the conflict with around 7,500 tonnes of food;
- provided regular medical supplies to six clinics run by the National Society, which carried out some 9,000 consultations per month.

## West Africa

### LIBERIA

From the beginning of 1994 there was an increase in military activity in several regions of Liberia. Fighting between the NPFL\* and the newly created LPC\* spread through parts of Grand Bassa, Rivercess, Sinoe and Grand Gedeh counties, creating a situation of confusion and general insecurity which hampered and in some areas paralysed humanitarian action. Insecurity caused by rival ULIMO\* elements in Lofa county, along with continued fighting between ULIMO and the newly created LDF\*, prevented humanitarian organizations from returning to Lofa, while relief work was also interrupted in Cape Mount and Bomi counties in March when fresh clashes broke out between the Mandingo and Krahn wings of ULIMO.

On 15 February a new accord was reached between the three signatories of the Cotonou Peace Agreement. The accord provided for the swift establishment of the

Liberian National Transitional Government (LNTG), full deployment of ECOMOG\* and United Nations observers, the disarmament of the three main warring parties and the holding of elections by September. Only a few weeks later, heavy fighting in a number of areas, a political deadlock over the attribution of cabinet posts and a faltering disarmament process were already casting considerable doubt on the entire peace process.

Implementation of the provisions of the agreement reached in February proved problematic, mainly because of lack of cooperation among the

\* NPFL: National Patriotic Front of Liberia  
 \* LPC: Liberian Peace Council  
 \* ULIMO: United Liberation Movement of Liberia for Democracy  
 \* LDF: Lofa Defence Force  
 \* ECOMOG: Monitoring Group of the Economic Community of West African States

signatories. The disarmament process soon came to a standstill, negotiations to complete the installation of a transitional government were laborious and the full cabinet was only agreed upon in May. The LNTG, once set up, found itself unable to control much territory beyond the outskirts of Monrovia.

Added to the political morass, security problems became more widespread as the year progressed, with intensified fighting between the Krahn and Mandingo factions of the ULIMO in Bomi and Cape Mount counties. At the end of June the UNOMIL\* base in Tubmanburg was destroyed and the UN observers there were physically assaulted. This resulted in the withdrawal of UNOMIL staff from the western counties. At this point Lofa county became completely inaccessible to humanitarian organizations, owing to intense hostilities between ULIMO-Mandingo forces and the LDF. Heavy fighting continued in the south-east of the country between the NPFL and the LPC, affecting a large part of the region and preventing virtually any humanitarian work from being carried out.

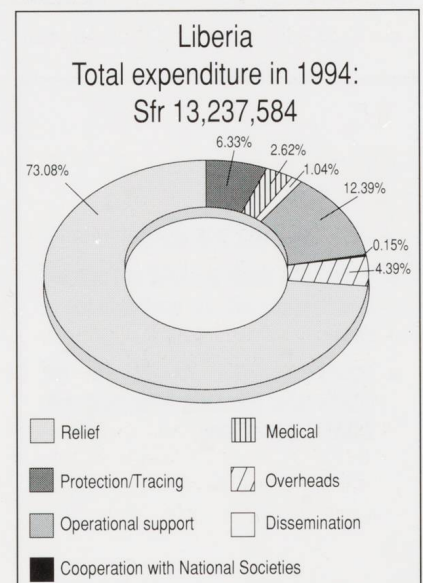
By August it had become clear that peace was a lost cause. Staunch criticism of the leader of the NPFL by his representatives at the LNTG in Monrovia was coupled with a mutiny among his commanders in the field and the creation of a "coalition" force composed of the LPC, ULIMO-Krahn, the AFL\*, the LDF and NPFL dissidents, whose joint aim was to crush the NPFL.

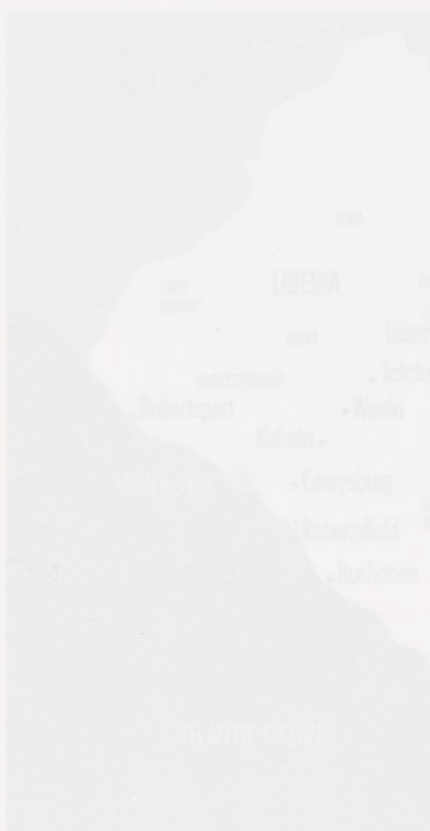
In September the fighting became even more intense, with the NPFL losing control of Gbarnga on 8 September. Total chaos ensued in the centre and south-east of the country, accompanied by a wave of extreme violence. There was widespread looting and harassment of the civilian population and any remaining representatives of international organizations, including ICRC delegates and UN observers. Tens of thousands of civilians fled their homes, many heading for Guinea and Côte d'Ivoire, others seeking refuge in the forest or making for the ECOMOG-controlled area around Monrovia.

At the same time a new agreement was reached at Akosombo in Ghana between Charles Taylor, the Chief of Staff of the AFL and the leader of the ULIMO-Mandingo faction. This provided for a number of changes to the make-up of the LNTG, giving more power to the NPFL and the ULIMO-Mandingo faction. The agreement was instantly rejected by the factions not included, and on 15 September AFL dissidents staged an abortive coup in Monrovia, which resulted in a number of arrests.

\* UNOMIL: United Nations Mission in Liberia

\* AFL: Armed Forces of Liberia





The war took a particularly heavy toll among civilians, with about one-third of the population taking refuge in neighbouring countries and hundreds of thousands displaced within Liberia. Except in the zone controlled by ECOMOG, civilians were subjected to the most horrifying treatment by combatants all over the country, including systematic harassment, forced labour, looting and even execution. Practically no foreign aid workers, including the ICRC, were able to work in Greater Liberia as of September, having been constantly harassed and provoked by armed individuals and terrorized by displays of extreme violence, including killings, cannibalism and complete disrespect for the mortal remains of victims. Despite the huge needs of civilians for protection and assistance, in this volatile context of extreme insecurity, multiplying factions and shifting alliances the ICRC was unable to obtain reliable commitments from the warring parties and was thus obliged to withdraw from Greater Liberia in September. By the end of the year the institution had still not been able to return and resume its activities for the victims of the conflict.

Another round of peace talks, this time held in Accra, began in October under ECOWAS\*, OAU\* and UN auspices. The discussions went on for weeks but ended in stalemate on 29 November. Nonetheless, the year did end on a positive note when the parties met in Accra on 21 December and formally agreed on a clarification of the Akosombo accord and on a cease-fire to take effect on 28 December.

### Activities for detainees

While at the beginning of the year delegates were able to visit several hundred detainees held by ECOMOG and the NPFL in eight places of detention, only two of these places in the Monrovia area were accessible by the end of the year and the number of detainees falling within the ICRC's mandate had dropped to around 30. The February agreement provided for the unconditional release of all prisoners, and although the ICRC attempted to persuade the parties to meet their commitment, only one of the signatories, the LNTG, actually complied, releasing its prisoners in April.

In September delegates were given permission to visit 27 detainees held in connection with the abortive coup. Eighteen of them still behind bars were visited again in Monrovia's Central Prison in December, when they received emergency food supplies from the ICRC.

\* ECOWAS: Economic Community of West African States

\* OAU: Organization of African Unity

## Activities for the civilian population

At the start of the year the ICRC carried out general distributions of food to displaced people in Bong, Margibi and Lower Lofa counties. By May the institution was reaching 120,000 people per month, bringing in food convoys from Côte d'Ivoire. To help restore a measure of self-sufficiency among the population the delegation set up a broad rehabilitation programme, which involved distributing farming tools and 10 kg of rice seed to 30,000 families.

A nutritional survey conducted in August showed that the situation had improved considerably, and could even be said to have returned to normal. Unfortunately, with the new deterioration in security conditions in September and the subsequent displacement of much of the population, this trend was reversed. In Upper Lofa county the ICRC was never able to start distributions of non-food assistance, which had been planned after an assessment mission conducted there at the end of 1993.

As the ICRC was unable to carry out relief distributions in Greater Liberia, the institution gave its food stocks, in agreement with its donors, to the WFP\* for its programmes in the Monrovia area. The ICRC did, however, retain an emergency stock of supplies so as to be ready to resume distributions immediately when security improved.

As other organizations were already carrying out general food distributions in the capital, from September on the ICRC distributed only a very limited amount of non-food relief in and around the Monrovia area to newly displaced people.

## Health activities

Up until the end of August, when security problems forced the suspension of the programme, the delegation provided regular medical supplies to six clinics run by the National Society in Greater Liberia, which carried out around 9,000 consultations per month. In July the ICRC agreed to provide support for the setting-up of a National Society clinic in Buchanan. Repairs started on the existing building in October and were completed in November. The facility opened on 11 November, with drugs and other supplies and staff incentives provided by the ICRC. Initially between 500 and 600 patients were treated per week.

The well-maintenance programme continued in Monrovia. Seventeen wells required rehabilitation, owing to lack of water during the dry season (January

\* WFP: World Food Programme

to June), two wells had to be replaced and latrines were constructed for a prison compound. A programme to install wells and latrines in camps for displaced people was begun in Greater Liberia in June. Clinics and hospitals also received help in improving sanitation, but many of the projects initiated came to nothing as the ICRC had to leave the area at the end of August.

## Dissemination

The ICRC's two main priorities were to spread awareness of the institution's role and to urge combatants to respect the basic rules of international humanitarian law, and thus help alleviate the suffering of civilians. Other target groups, including staff of UNOMIL and non-governmental organizations, were also given talks explaining the ICRC's mandate. This was in addition to more widespread campaigns aimed at members of the National Society and the general public. After September, when all humanitarian organizations had left Greater Liberia, ICRC delegates went to all ECOMOG checkpoints in Monrovia and along the Monrovia-Buchanan and Monrovia-Kakata highways to explain the ICRC's role and the basic rules of the law of war.

## ABIDJAN

### Regional delegation

(Burkina Faso, Côte d'Ivoire, Guinea, Niger, Sierra Leone)

The devastating armed conflict in Liberia had a strong influence on the surrounding region in 1994 and remained inextricably linked to the generalized violence and insecurity that prevailed in neighbouring Sierra Leone. The tribal make-up of the region, the shared supply routes through dense rain forests, a multitude of shifting political allegiances, a common economy based on precious stones and minerals, and an intricate mafia-style web of cross-border trade were the principal factors linking the whole region, especially the area from eastern Sierra Leone through the forest region of Guinea and into Liberia.

The tragic result of this volatile situation was that the entire region was submerged in an atmosphere of extreme violence and terror. In the Sierra Leone/Guinea/Liberia triangle the civilian population lived in a permanent state of fear, the authorities held no sway whatsoever and international humanitarian organizations were unable to work. In August 1993 two ICRC nurses were brutally executed in south-eastern Sierra Leone. From that point on, and through the whole of 1994, relief activities remained suspended, as the

#### IN 1994 THE ICRC:

- visited 344 detainees held in Freetown in connection with the conflict in Sierra Leone;
- provided logistic support for the Liberia relief operation, forwarding over 7,000 tonnes of food.

danger of entering territory where no authority was apparently in control and where foreigners were seen as a threat was too great. This situation placed the ICRC in a dilemma, as there were hundreds of thousands of civilians in the area in dire need of protection and assistance.

The ICRC's delegation in Abidjan devoted most of its energy in 1994 to overseeing the activities of its sub-delegation in Freetown and providing logistic and diplomatic back-up to the delegation in Liberia. The delegation engaged in intense diplomatic activity, mainly aimed at gaining or regaining access to victims in the conflict areas through the establishment of a wide network of contacts.

A new office was opened in Guinea in November, in order to keep a closer watch on the alarming situation in the region and establish more sustained contacts with all concerned.

Apart from the above priorities, the Abidjan office kept up its dialogue with the governments of the region on important issues of international law relating to conflict, including the Review Conference of the 1980 UN Convention on Prohibitions or Restrictions on the Use of Certain Conventional Weapons and recognition of the International Fact-Finding Commission established under Article 90 of Protocol I additional to the Geneva Conventions. The regional delegation also kept up its cooperation programmes with the National Societies of the region and pursued its efforts to disseminate international humanitarian law.

## BURKINA FASO

On the whole Burkina Faso was peaceful throughout the year, apart from several incidents between local inhabitants and Tuareg refugees from Mali and Niger, around 10,000 of whom were living in the north of the country.

The ICRC continued its support to the Burkinabè Red Cross Society's dissemination programme, which involved a systematic tour of the country's military barracks to impart basic knowledge of international humanitarian law and the role of the Red Cross to troops, and the broadcasting of dissemination messages on national radio and television.

## CÔTE D'IVOIRE

In 1994 Côte d'Ivoire did not experience any major unrest, despite the death of the country's long-standing President and the devaluation of the CFA franc. Following an upsurge of hostilities in Liberia at the beginning of September, tens of thousands of refugees poured into western parts of

Côte d'Ivoire. In many villages the refugees outnumbered the indigenous population and this gave rise to a number of armed clashes along the border. The delegation in Abidjan closely monitored the situation, maintaining regular contact with the Ivorian authorities and other parties concerned. On 7 and 8 September delegates met the Minister of Foreign Affairs for discussions on the Liberian crisis and matters pertaining to the 1980 UN Convention (see introduction).

Within the framework of its general dissemination and cooperation programmes, the ICRC sponsored and took part in several courses and workshops organized by the Red Cross Society of Côte d'Ivoire and the security forces. In particular two seminars were held for officers of the *gendarmerie nationale*, one in Bouaké and the other in Abidjan. The regional delegation also organized a seminar on "the Administration of Justice and Penitentiary Systems in French-speaking Africa", bringing together public prosecutors and directors of prison services from 17 countries.

## GUINEA

With the fresh outbreak of hostilities in Liberia in September, a new wave of refugees flooded into Guinea, joining hundreds of thousands of their compatriots and Sierra Leonean refugees already there. Between 450,000 and 600,000 Liberian and Sierra Leonean refugees were living in the forest region of Guinea by the end of the year, assisted mainly by UNHCR and MSF\*, with the help of the Red Cross of Guinea.

In order to follow more closely the potentially explosive situation in this undeniably close-knit geographic "triangle" stretching between the forest regions of Sierra Leone, Guinea and Liberia, an office was opened in Conakry in November and a delegate began a series of regular missions to the forest area.

## NIGER

The economy of Niger suffered severe setbacks in 1994, leading to changes of government and social unrest, including strikes, demonstrations and some rioting. In addition, the Tuareg rebellion in the north, more limited in scope than the one in Mali but still with an ominous potential for inter-ethnic tension, continued to cause problems despite ongoing negotiations. The ICRC visited

\* MSF: *Médecins sans frontières*

people detained in this connection and helped the Red Cross Society of Niger develop a programme to train dissemination officers for the areas affected by the conflict in the north.

## SIERRA LEONE

Security conditions deteriorated significantly in 1994: attacks and ambushes by unidentified armed groups spread from the troubled east of the country westwards to Bo and northwards to Kabala, and two British nationals were abducted in November. Twelve members of the armed forces, previously condemned for offences ranging from treason to murder, were executed in November. Leaders of the community, religious or otherwise, called for the government and the “rebels” to come to the negotiating table. However, by the end of the year there had been no let-up in the violence and the internal armed conflict continued.

At the start of the year visits were made to detainees held at Bo and Kenema military barracks and at the Criminal Investigation Department in Kenema, and in the Kenema area the ICRC evacuated the wounded following attacks and distributed medical supplies to health facilities. In April the ICRC, like all other humanitarian agencies, had to suspend its field activities in the east of the country. Delegates were however able to pursue their work in and around Freetown, focusing on the protection of detainees held in connection with the conflict and on cooperation with the Sierra Leone Red Cross Society.

Three visits were carried out to Freetown Central Prison, and two others to detainees held by the Criminal Investigation Department. Ninety-four foreign nationals who had arrived on a ship from Monrovia and were accused of attempting to stage a coup against the Sierra Leonean government were also visited by the ICRC. Delegates submitted their findings to the President on 1 July.

Throughout the year the sub-delegation in Freetown funded the National Society's dissemination department and participated in a number of its activities. Courses and workshops were organized for the National Society, the army and the police, and dissemination messages were broadcast on television and radio.

The ICRC also provided logistic support for the relief operation carried out by the National Society for displaced people in the east of the country, placing medical supplies, trucks and a warehouse at its disposal. The ICRC regional nurse based in Abidjan set up a training course for the National Society's first-aid teams and helped constitute an emergency stock of medical supplies.

## DAKAR

### Regional delegation

(Cape Verde, Gambia, Guinea-Bissau, Mali, Senegal)

The main concerns of the ICRC in this region were the political instability in Gambia, where the government was overthrown in July and an unsuccessful coup took place in November, disturbances and arrests in Senegal, and the deterioration of the situation in northern Mali.

The regional delegation pursued its activities aimed at supporting the National Societies of the region and disseminating humanitarian law. In January a regional workshop was held in Dakar to present a training programme in humanitarian law to the armed forces of West Africa. Nearly 40 officers from Cape Verde, Guinea-Bissau, Mali and Senegal attended. The regional delegation also organized a seminar in Bamako (Mali) in June for the security and police forces of ten French- and Portuguese-speaking West African countries. The programme covered the application of humanitarian law, human rights and the maintenance of law and order. Another seminar was held in Dakar in July for the Presidents and Secretaries General of the National Societies of Cape Verde, Gambia, Guinea-Bissau, Mali and Senegal.

## CAPE VERDE

The situation in Cape Verde remained calm in 1994. The ICRC helped the Red Cross of Cape Verde complete its radio network, thus enabling the National Society's branches on all major islands to communicate by HF radio with its headquarters and with the ICRC regional delegation in Dakar.

## GAMBIA

After the coup d'état in July, the ICRC approached the authorities on numerous occasions to request access to people detained following the change of government. An abortive coup in November resulted in more arrests. The authorities allowed the ICRC to visit detainees on two occasions. In July delegates registered 35 detainees, but were unable to interview them in private. In early December the ICRC finally carried out visits in accordance with its standard procedures to 32 detainees at Mile Two prison in Banjul and at a military barracks.

## GUINEA-BISSAU

On 15 December ICRC delegates visited 14 people held at military bases for security reasons in connection with the failed coup attempt of March 1993. They had already been visited by the ICRC in 1993.

#### IN 1994 THE ICRC:

- visited 32 detainees in Gambia;
- visited 14 detainees in Guinea-Bissau;
- visited 64 detainees in Mali.

The ICRC helped the Red Cross Society of Guinea-Bissau to organize a first-aid training course and to keep up its emergency preparedness. At the end of the year the ICRC provided support for the National Society's cholera control campaign.

## MALI

In June ICRC delegates visited 64 security detainees held at seven places of detention in Bamako, Kati, Segou and Djikoroni, including students arrested earlier in the year for taking part in demonstrations and members of the former government. A summary report on these visits was submitted to the Minister of Justice in November.

The ICRC was very concerned about reports concerning the deterioration of the situation in northern Mali. In August, the regional delegate went on mission to northern Mali and noted the mounting tension between Tuareg and Arab groups on the one hand and the armed forces on the other. Medical assistance was provided regularly to the hospital in Gao to enable it to treat people wounded as a result of fighting in the region.

## SENEGAL

After the violent demonstrations in Dakar on 16 February which resulted in the death of six policemen, the government arrested dozens of people and detained them for an extended period. On 15 April the ICRC offered its services to visit the people arrested for participation in the demonstrations and detainees held for security reasons, including members of the opposition. Many of those arrested were released later in the year. The delegation and ICRC headquarters in Geneva repeatedly requested access to these detainees, but even though the President of Senegal agreed to such visits in principle, discussions with the authorities on the procedure for carrying them out were still going on at the end of the year.

The regional delegate travelled to Casamance regularly to follow the situation there. In comparison with previous years, there were fewer armed clashes and violent incidents. In early November the ICRC, together with the Senegalese Red Cross Society, conducted an assistance programme for 2,600 displaced people and returnees who were unable to farm the land before the rainy season in the department of Bignona, in northern Casamance.

In March the ICRC and the Senegalese Red Cross held a two-day workshop for 20 high-ranking prison officers of the Senegalese prison service, addressing such topics as the respective mandates of the components of the Movement, the major problems encountered in places of detention and the need for social assistance for detainees facing material difficulties. The delegation also

cooperated with the National Society in its emergency preparedness programme and its activities for youth.

## LAGOS

### Regional delegation

#### (Benin, Ghana, Nigeria, Togo)

Unrest in Ghana, Nigeria and Togo subsided by the end of 1994, although the root causes of the various political crises remained unresolved. Throughout the year the ICRC's regional delegation in Lagos maintained and strengthened its contacts with the political players in the different contexts. Dissemination of international humanitarian law to security forces remained one of its key activities, with positive developments in all four countries covered. Another priority for the ICRC was to help the region's National Red Cross Societies increase their emergency preparedness.

In view of the complexity of the situation in Nigeria, the ICRC decided to make its regional delegation in Lagos responsible for that country alone as from the beginning of 1995, and to transfer responsibility for Benin, Ghana and Togo to the regional delegation in Abidjan.

## BENIN

The ICRC funded and took part in six seminars on the law of war, attended by 120 officers and 60 non-commissioned officers from the Benin armed forces, the *gendarmerie* and the police. One of the seminars, in December, concentrated on the obligations and responsibilities of States with regard to the implementation of international humanitarian law. The Benin armed forces expressed their support for the ICRC in its attempts to obtain legislative protection for the red cross emblem.

## GHANA

In February 1994 a wave of ethnic violence based on a land rights dispute swept much of northern Ghana, reportedly claiming over 1,000 lives and causing many more injuries. Hundreds of villages were destroyed, crops were burned and around 150,000 civilians displaced. The central government declared a state of emergency in the north and deployed a military task force to restore law and order and coordinate the relief efforts of a multitude of non-governmental organizations.

### IN 1994 THE ICRC

- visited 32 detainees in Gambia,
- visited 14 detainees in Guinea-Bissau,
- visited 84 detainees in Mali.

The ICRC immediately sent non-food emergency supplies from Lagos to help cover the needs of the Ghana Red Cross, which had launched a programme to assist the 20,000 most vulnerable people. The regional delegation in Lagos also sent a team to assess the situation and coordinated a joint National Society/ICRC relief operation which was made possible by contributions from the British, German and Swiss National Societies.

At the end of August the state of emergency was lifted. This was followed by a period of relative calm and the signing of a peace agreement. Although most of the displaced people then returned home, the two root causes of the troubles — representation in the House of Chiefs and land ownership by the minority Konkomba tribe — had not been resolved by the end of the year.

The ICRC stepped up its support for the National Society's emergency preparedness programme and, together with the Ghana Red Cross, embarked upon a comprehensive dissemination programme aimed at traditional rulers.

## NIGERIA

The political tension arising from the annulment of the 1993 elections mounted when the presumed winner of the elections, Chief Moshod Abiola, proclaimed himself President on 12 June 1994 and was arrested by the security forces and charged with treason shortly thereafter. On 4 July the country's leading trade union, the Nigeria Labour Congress, led a nationwide strike in support of Chief Abiola, bringing the country to an almost total standstill. The strike lasted until 17 August, when the government took strong measures against the pro-democracy movement, the labour unions and the press.

During the general strike and civil disturbances in August the Nigerian Red Cross Society was actively involved in evacuating serious casualties to private hospitals, State hospitals being closed because of the strike, and gave first aid to scores of people.

At the end of June the National Constitutional Conference started work on modifications to the constitution. However, by the end of the year there seemed to be little prospect of far-reaching changes, as the recommendations of the Conference, not expected until 1995, would still have to be approved by the new, all-military Provisional Ruling Council, the highest level of government. No solution to the nation's political crisis was therefore in sight at the end of 1994. On the contrary, there was an enormous potential for conflict arising from ethnic rivalry and/or regional claims. In addition, the country still faced serious economic problems, many of which were made worse by the national strike of mid-1994.

When armed clashes broke out in connection with a border dispute between Nigeria and Cameroon in February, the ICRC reminded both governments of their obligation to observe the provisions of international humanitarian law. The Nigerian Red Cross provided non-food relief supplies to about 2,000 families affected by the fighting in the region, some having been displaced and others prevented from fishing for security reasons.

The arrest of political opponents and their conditions of detention were carefully followed not only by the ICRC but also by a number of Nigerian and foreign human rights organizations and by the Nigerian press. No ICRC visits to these detainees were required, but the delegation continued to follow up these cases.

## Cooperation with the National Society

Because of the sheer size of Nigeria, the ICRC's limited expatriate presence in Lagos could not cover humanitarian needs throughout the country. The delegation therefore relied heavily on the Nigerian Red Cross Society. The ICRC supported the National Society's emergency preparedness, first-aid and information/dissemination programmes. Four ambulances were refurbished and deployed in Kaduna and Lagos states, and three additional National Society branches were equipped with HF radio sets, bringing the total number of stations to seven.

The Nigerian Red Cross faced three major emergencies during the year, dealing with the following: civilian casualties in riots during the July/August strike period, civilians displaced by the Bakassi border conflict with Cameroon, and the victims of disastrous floods in September.

An assessment was carried out by the ICRC, the International Federation of Red Cross and Red Crescent Societies and the Nigerian Red Cross in May, with a view to advising the National Society on structural changes.

## Dissemination

Throughout 1994 the ICRC maintained its contacts with civilian and military decision-making circles within and outside the government. Dissemination of international humanitarian law was further intensified and became increasingly institutionalized. Regular lectures continued to be given at the National War College and the Command and Staff College and were due to start at the Nigerian Defence Academy in 1995. Programmes were also held for military personnel of the Lagos Garrison Command and the 82nd Composite Division of the Nigerian army. The Nigerian UNAMIR\* contingent

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\* UNAMIR: United Nations Mission in Rwanda

was briefed by ICRC delegates before it left on its peace-keeping mission and the groundwork was laid to make such briefings to all departing peace-keeping contingents of the Nigerian army routine practice. Regular media briefings were held at the regional delegation for the national press, radio and television.

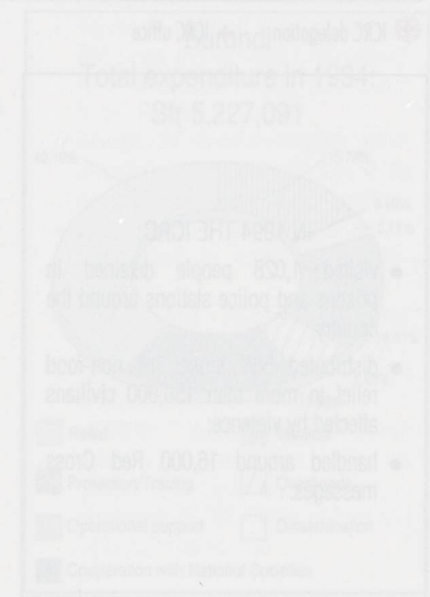
## TOGO

Following the political wrangling and violence which had caused over 100 deaths in January, the opposition set up a new coalition government in February 1994, in the presence of international observers. However, several weeks later the President appointed the leader of the junior partner of the opposition alliance to the post of Prime Minister. The latter immediately annulled the alliance with the major vote-winning opposition party and formed a new coalition with the Presidential party, thus putting the President back in full control of the affairs of State. With a democratically elected President and parliament and a duly constituted government, and with the end of the general strike which had been crippling the economy since 1993, conditions were fulfilled for the lifting of the international trade embargo on Togo, although some world powers conceded with some reticence. The activity of aid agencies slowly picked up from then on. Nevertheless, by the end of 1994 the political scene was still far from stable and the authors of January's abortive coup, exiled in Ghana, remained actively opposed to the President.

In response to the events of January and the tension reigning until mid-1994, the ICRC increased its presence in Lomé. The institution made an offer of services to visit around 150 detainees who were being held in connection with the January disturbances, but despite repeated requests the Togolese authorities did not give the ICRC access to these detainees. In October/November the ICRC held two seminars on law and order for the Togolese army, police and *gendarmerie*.

## Cooperation with the National Society

In conjunction with the Togolese Red Cross the regional delegation organized sessions on first aid and the basic humanitarian rules for members of the armed forces, and continued to enhance the National Society's emergency preparedness with simulation exercises, particularly in the Lomé region. Such emergency preparedness had proved indispensable in January, when National Society volunteers were evacuating the wounded and civilians caught up in the fighting.



## Central Africa

### BURUNDI

Violent clashes continued to affect Burundi in 1994. At the beginning of the year political problems were sparked off by the nomination of a new President by the National Assembly. A number of opposition parties contested the amendment to the constitution enabling the National Assembly to make this move, and took the case before the Supreme Court. On 29 January the government relieved the Supreme Court judges of their duties, and the following day the opposition called for a self-imposed curfew on Bujumbura. Blockades were set up all over the capital and the streets remained deserted until 2 February. Houses were burned down, over a hundred people were killed and dozens more were injured. In different parts of the city interethnic fighting led to a separation of the two main ethnic groups, Hutu and Tutsi, each group moving to areas inhabited by their own kind.

On 5 February the new President was

sworn in and on 11 February a new government was formed which included all political parties. Despite this compromise, friction continued in the capital and in some provinces, while full-scale fighting between armed civilians and the security forces broke out in parts of Bujumbura. Amid the fighting the ICRC's teams evacuated the wounded to hospital, gave immediate treatment to less serious cases and provided medical supplies to health facilities in the city.

The death of the President on 6 April caused a constitutional crisis and a power vacuum lasting many months. However, a major effort was made to calm the population and political and military leaders toured the country calling for moderation and peace. This undoubtedly did a great deal to help prevent the massacres in Rwanda from spilling over the border, but regular outbreaks of violence continued to the end of the year in the capital and in the provinces, especially in the north of the country. Many people were killed or injured, there was widespread looting, and the general panic caused large-scale displacement of civilians.



⊕ ICRC delegation    + ICRC office

ICRC / AR 12.94

#### IN 1994 THE ICRC:

- visited 1,028 people detained in prisons and police stations around the country;
- distributed 585 tonnes of non-food relief to more than 150,000 civilians affected by violence;
- handled around 16,000 Red Cross messages.

Discussions and political negotiations went on until 6 October, when agreement was reached on a new coalition government. In the meantime, hard-liners on both sides had strengthened their positions and their intransigence increased, making the new administration's task a daunting one. Faith in government institutions and the justice system had all but disappeared, and the population had become increasingly polarized. This climate reinforced the power of rumours and fear that could easily have sparked off a major catastrophe.

In December a political crisis struck the new government over the issue of the appointment of the new President of the National Assembly. Public dissatisfaction with the new President took the form of violent street riots, in which hundreds were injured and dozens killed. The ICRC provided hospitals with emergency medical supplies, and right up to the end of the year the situation remained highly unstable.

### Activities for the civilian population

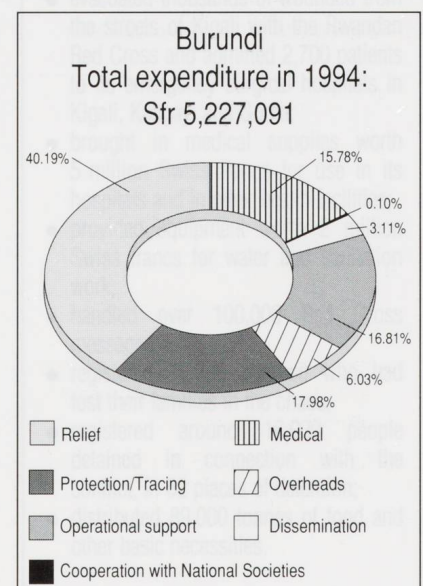
In 1994 the ICRC tried to establish a visible and regular presence in as many parts of Burundi as possible, in the hope of providing a stabilizing influence. The delegation did whatever was in its power to reduce tension, promote moderation and humanitarian values. It was sometimes called upon to act as a neutral intermediary between parties divided by hatred or mistrust.

Material assistance was provided at the start of the year for civilians displaced by internal violence and for people returning home after living as refugees in neighbouring countries, especially Rwanda. The ICRC mainly supplied items such as cooking pots, materials for building shelters, blankets, jerrycans, seed and tools, as food needs were covered by the WFP.\* From April the Bujumbura delegation became a central logistics base for the ICRC's operation in Rwanda, sending in staff, medical supplies, and food at regular intervals from April to October. In November new distributions of non-food relief supplies were carried out in various provinces of Burundi. A detailed survey of humanitarian needs was undertaken at the end of the year to determine how the relief programme should develop in the future.

### Activities for detainees

The number of detainees visited by the ICRC in Burundi increased considerably in 1994. At the start of the year there were only 27 within the ICRC's mandate, but in December 806 detainees were being visited regularly

\* WFP: World Food Programme



in 30 places of detention controlled by the Ministry of Justice, the army, the police and the *gendarmerie*. During the year a total of 1,028 detainees were visited. They were examined by ICRC medical staff, who followed the progress of detainees receiving hospital treatment and provided some prison dispensaries with medical supplies.

### Tracing activities

Early in the year most of the delegation's tracing activities were in connection with Burundian refugees living in Rwanda and Tanzania. After the April massacres in Rwanda the situation changed radically, with many Burundian refugees returning home and many more Rwandan refugees flooding into northern Burundi. The ICRC opened tracing offices in the eight camps for Rwandan refugees in northern Burundi, handling a total of 500 Red Cross messages every week.

The ICRC registered unaccompanied Rwandan children and supervised registrations carried out by non-governmental organizations in the refugee camps and by organizations evacuating the children to other countries. The ICRC centralized the data at its regional delegation in Nairobi. Over 5,000 children were registered in Burundi.

### Medical activities

During the disturbances in Bujumbura and in the provinces throughout the year the ICRC evacuated the wounded to hospital and delivered medical supplies to health facilities caring for the wounded. Until 19 January 1994 the ICRC's surgical team continued working at the hospital in Kibuye, carrying out 44 operations.

Medical supplies and drugs sent from Nairobi and Geneva for the ICRC's emergency operation in Rwanda transited through the Bujumbura delegation.

### Dissemination

In 1994 the ICRC closely followed developments around the country and regularly approached the authorities to impress upon them the need to ensure the protection of civilians in regions subject to violence. It also attempted to make leading political figures and the general public aware of the importance of such protection.

The delegation launched a special dissemination programme aimed at reversing the spiral of violence and reaching the people of Burundi with a message of tolerance. The first months of the year were devoted to preparing a "Declaration for the promotion of humanitarian conduct: appeal for a

minimum of humanity in situations of internal conflict". Using international humanitarian law and the humanitarian principles as a basis, a group of around 20 Burundian volunteers, encouraged by the ICRC, set about drawing up this declaration, which was tailored to the specific situation in Burundi. The text used traditional local proverbs to emphasize the need to respect humanitarian principles at all times and in all circumstances. It was presented in July at an event attended by 600 people, including the highest government authorities, bishops, political leaders, representatives of different sectors of Burundian society, and United Nations and OAU\* representatives. This marked the launch of a major dissemination programme to promote reconciliation at all levels of Burundian society. Songs and radio spots were produced for a media campaign.

The ICRC also helped produce a play illustrating the principles of humanitarian behaviour; the play was first performed in the capital and then travelled to the surrounding provinces, and was greatly appreciated by the public. In addition, several dissemination sessions were held in schools and universities to spread knowledge of the ICRC's objectives and activities. A teaching file on international humanitarian law was finalized and instruction on the subject started among the armed forces.

## RWANDA

The ICRC's humanitarian activities in Rwanda in 1994 can be divided into two distinct periods: the first three months and the rest of the year. At the beginning of 1994 a great deal of turmoil was observed in political spheres, as the implementation of the Arusha Peace Agreement was running up against delays and resistance. Tension prevailed, punctuated by political assassinations. Between January and March ICRC activities were marked by two major developments: food distributions were ended to some 600,000 displaced people who had returned to their homes in the demilitarized zone and an assistance programme was begun for displaced people, numbering 40,000 by the end of March, returning to the RPF\*-controlled zone in the north of the country. It came as a major shock to the international community when, on 6 April, the President was killed in a plane crash<sup>1</sup> and a horrifying wave of massacres subsequently swept the country, wiping out hundreds of thousands of civilians.

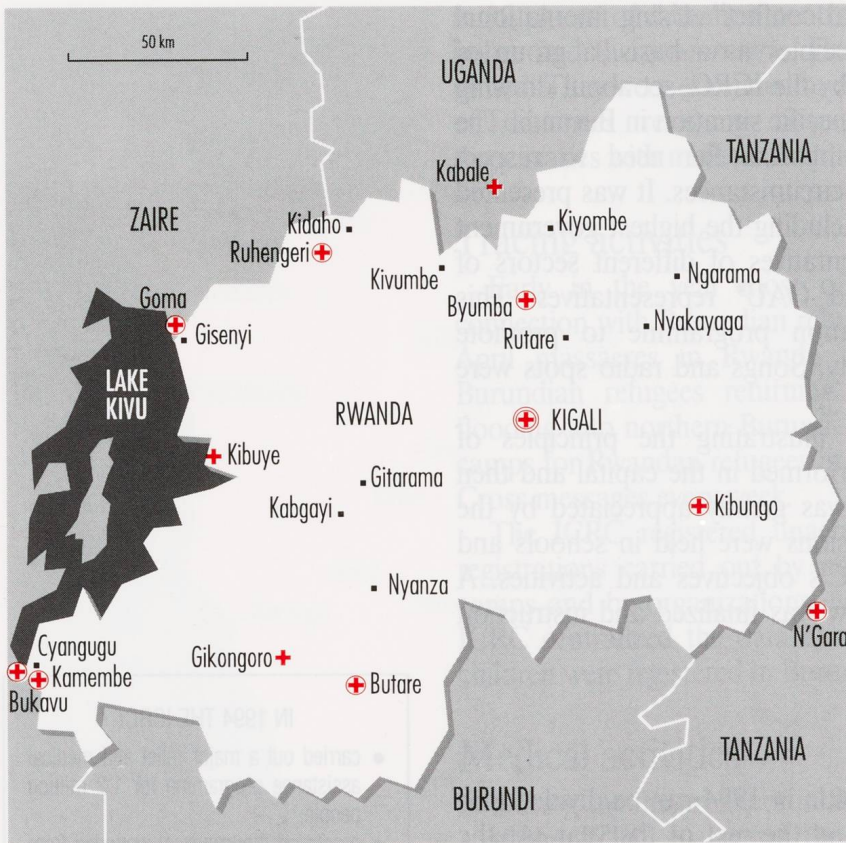
\* OAU: Organization of African Unity

\* RPF: Rwanda Patriotic Front

<sup>1</sup> The Presidents of both Burundi and Rwanda were killed when the aircraft they were travelling in was shot down while coming in to land at Kigali airport.

### IN 1994 THE ICRC:

- carried out a major relief and medical assistance programme for 1.2 million people;
- evacuated thousands of wounded from the streets of Kigali with the Rwandan Red Cross and admitted 2,700 patients to its emergency surgical hospitals in Kigali, Kabgayi and Goma;
- brought in medical supplies worth 5 million Swiss francs for use in its hospitals and in other health facilities;
- provided equipment worth 2 million Swiss francs for water and sanitation work;
- handled over 100,000 Red Cross messages;
- registered 38,000 children who had lost their families in the chaos;
- registered around 16,000 people detained in connection with the conflict, in 62 places of detention;
- distributed 89,000 tonnes of food and other basic necessities.



+ ICRC delegation  
 + ICRC sub-delegation  
 + ICRC office

ICRC / AR 12.94

Armed militia groups led by extremist politicians systematically set about eliminating anyone who did not support their cause, principally people of the Tutsi ethnic minority, but also moderate Hutus. The Prime Minister was executed in the first few days of the violence, along with the United Nations soldiers guarding her. Other moderate members of the government were soon to suffer the same fate. The capital, Kigali, was plunged into total chaos. Killings, generalized looting and lawlessness were the order of the day. The ICRC's immediate decision was to stay on and set up emergency surgical care for the survivors of the massacres, while most other expatriates fled the country. As they were located in the heart of the combat zone, the ICRC's delegation and hospital in Kigali came under shellfire on several occasions and a number of patients and staff were killed.

While massacres were sweeping the parts of the country controlled by the government, the RPF resumed the internal armed conflict and launched a military offensive on 8 April from the territory it

already controlled in the north, gradually moving southwards and eventually overrunning the entire country. In addition to the vast population movements prompted by the massacres, the advance of the RPF caused the displacement of much of the Rwandan population, which had numbered some seven million before April. The ICRC responded to the new needs, deploying logistic and budgetary resources on a scale that made the Rwanda operation its largest relief operation worldwide in 1994.

At the end of the year around two million Rwandan refugees were still living in camps across the borders with Zaire, Tanzania and Burundi, and a further 500,000 people displaced within the country had not yet returned to their homes.

### Protection of the civilian population

One of the ICRC's principal *raison d'être* is the protection of civilians in times of armed conflict, and the fact that ICRC delegates remained on the spot

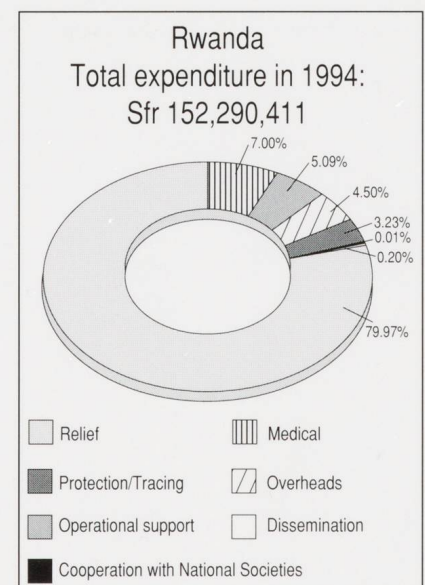
during the massacres in Rwanda undoubtedly helped spare many lives. Among those protected in this way were about 50,000 people gathered in pockets around Kigali and other towns; they were visited regularly by delegates who brought them food and other essentials. But the number of lives lost puts this initially impressive figure into perspective: with probably a million Rwandans dead, it is clear that the ICRC's protection work was effective only on a very limited scale.

In the second quarter of 1994, all semblance of respect for human life and dignity was abandoned in Rwanda. Civilians were deliberately targeted in an organized genocide and men, women and children were massacred on a horrifying scale. Atrocious acts were committed, sometimes in blatant disrespect of the red cross emblem. On 14 April, Red Cross ambulances were stopped on their way to hospital by armed militias who then shot dead the patients inside; children were slaughtered at the orphanage in Butare on 1 May; Kigali Central Hospital was shelled on 18 May.

ICRC delegates took up and maintained contacts with as many interlocutors as possible, both military and civilian. The remaining authorities were constantly urged to put an end to the genocide and reminded of their responsibilities. Special emphasis was given to the protection of groups of people at high risk, who had sought refuge in places such as Amahoro Stadium, the Sainte Famille church, the Mille Collines hotel (all three in Kigali), in Kabgayi and in the stadium in Cyangugu. ICRC delegates went to see these groups of terrified people whenever security conditions permitted, bringing them material and medical assistance and thus contributing to their survival. In addition, the delegation in Kigali broadcast its message of neutrality and impartiality on local radio in an attempt to reach all armed groups. Written representations were also made and a memorandum on respect for international humanitarian law was handed over to all parties concerned. After the fall of the former government and the proclamation of a cease-fire by the RPF the ICRC continued to monitor the situation closely, reminding the authorities when necessary of their duty to ensure respect for the fundamental rights of civilians and drawing their attention to cases of abuse.

## Activities for the civilian population

As soon as the bloodshed began in Rwanda the ICRC moved swiftly to ensure a comprehensive response. The delegations in Bujumbura and Nairobi became focal points for the relief operation and offices were set up in Ngara, over the Tanzanian border, and in Kabale, on the Ugandan side. Meanwhile, extra expatriate staff were sent to the ICRC's office in Goma (north-eastern Zaire), which had been set up over a year beforehand to follow the situation in



North Kivu, and a new office was opened in Bukavu, in South Kivu. There was also a massive mobilization at ICRC headquarters in Geneva, and National Societies rapidly sent substantial support, providing one-third of the expatriate staff needed.

As hundreds of thousands of people fled the killings, land and crops were abandoned and food became scarce. Access to clean water also became a major problem for displaced people. The ICRC did its best to distribute emergency food rations, but as people kept moving, especially in the first few weeks of the crisis, this proved to be extremely difficult in some areas. Nevertheless, a great deal of aid was quickly distributed, especially in central and northern areas and in the south-west of the country. By the end of June the ICRC had distributed some 6,000 tonnes of food to around half a million people. An Ilyushin cargo plane, previously used for the relief programme in Bosnia-Herzegovina, was transferred directly to the Rwanda operation. Eventually four aircraft and over 130 trucks were used to conduct the ICRC's various assistance programmes around the country, which reached a peak of 1.2 million people in September.

In order to lessen the population's dependence on food provided by humanitarian organizations, the ICRC organized the distribution of seed to around 200,000 families (over one million individuals) throughout the country. By the end of the year 1,935 tonnes of seed and 100,000 hoes had been handed out. At the same time an additional 7,700 tonnes of food rations were distributed to ensure that the seed was not eaten. It was thus hoped that the next harvest at the beginning of 1995 would produce sufficient food to enable the population to regain a degree of independence, at the same time reducing the need for food aid.

#### *Ngara (Tanzania)*

Hundreds of thousands of Rwandans streamed across the Tanzanian border within just a few days towards the end of April. The ICRC immediately began distributing an initial shipment of food to 220,000 of these refugees, as the organizations on the spot, specifically mandated to assist refugees, were not yet operational. The food was distributed with the invaluable assistance of the Tanzanian and Rwandan Red Cross Societies. Later, when other organizations were able to assist the refugees, the ICRC phased out its relief activities in Ngara and concentrated its efforts on dissemination, tracing (particularly the registration of unaccompanied children) and activities inside Rwanda.

Once the border was opened to humanitarian convoys in mid-June, food was regularly transported via the ICRC's Ngara office to different parts of Rwanda, including the south-east and some northern areas.

### *Northern Rwanda*

By mid-February the 500,000 people displaced in 1993 who had returned to their homes in the demilitarized zone, which separated government troops and RPF forces, had attained an acceptable level of self-sufficiency. The ICRC therefore ended its assistance and reinstallation programme for these people, although one additional food distribution was carried out in March for the inhabitants of six municipalities in the Byumba region.

From January a steady flow of displaced people began returning to the RPF-controlled zone in northern Rwanda. By the end of March 40,000 had responded to the RPF's appeal to return and benefited from a food, non-food and agricultural assistance programme set up by the ICRC in conjunction with the Belgian Red Cross.

After the events of April, the north of Rwanda was reached through a new office in Kabale, in southern Uganda. In mid-June a survey was carried out by an ICRC nutritionist in the north and south-east of Rwanda, revealing that the food rations initially distributed were insufficient. Rations were therefore considerably increased.

### *Goma (Zaire)*

In mid-July, when over one million Rwandans surged across the border into the North Kivu region of Zaire, the influx of people overwhelmed the Zairian border town of Goma. The ICRC had been working there since mid-1993 in connection with the disturbances in North Kivu, and had transformed its office into a logistics base for its emergency relief operations within Rwanda in mid-June 1994. As more than 1,000 tonnes of food had already been stockpiled in Goma for this purpose, the ICRC was able to begin food distributions for the refugees immediately, with the help of the Rwandan Red Cross, as the organizations on the spot with a specific mandate to assist refugees were not yet operational. Subsequently more supplies were flown in by the ICRC. In August the ICRC handed over responsibility for its relief distributions in Goma to National Societies and to the International Federation of Red Cross and Red Crescent Societies.

In July the ICRC began providing the hospital in Goma with medical supplies and set up another emergency facility in the sports stadium to treat the wounded. A surgical team sent to Goma to man this new facility carried out 80 operations in its first week.

### *Tracing activities*

At the start of the year the tracing agency's activities centred on Burundian refugees in Rwanda and on Rwandan refugees in Uganda. When the massacres

began, the continual population movements around the country meant that tracing people's relatives was all but impossible, and delivering Red Cross messages within Rwanda was equally difficult. Moreover, tracing work could have put the people being sought in danger. Nonetheless, the tracing agency was able to accept messages destined for relatives outside Rwanda. In addition, the ICRC set up a telephone link in Kigali at the outbreak of the violence, enabling hundreds of families abroad to obtain news of their relatives in the capital.

When hundreds of thousands of Rwandans crossed into neighbouring countries, the ICRC installed a Red Cross message network in the refugee camps in Tanzania, Burundi and Zaire.

As the international community became aware of what was going on in Rwanda, a number of organizations, with major media backing, began evacuating unaccompanied children to other countries. The ICRC's tracing agency stepped in to assume the role of central data bank for information concerning these children and, in a joint statement with UNICEF, UNHCR and the International Federation of Red Cross and Red Crescent Societies, the institution emphasized that the youngsters must be properly registered. Indeed, many of them were not orphans but had merely become separated from their parents, and would one day return to them. A considerable number of the children transferred abroad had not been registered at all.

ICRC staff were deployed in Rwanda and in neighbouring countries to register children in reception centres, hospitals, churches and camps for displaced people or refugees. The central data bank was set up in Nairobi, where two teams worked in shifts around the clock entering the data on computer. By the end of the year 37,000 unaccompanied children had been registered in cooperation with the UNHCR, UNICEF and non-governmental organizations.

## Medical activities

As soon as the massacres started on 6 April the ICRC's team in Kigali began work with the Rwandan Red Cross to try to clear the streets of dead bodies and avert the spread of disease. A first ICRC road convoy was rapidly dispatched from Bujumbura and arrived in Kigali on 13 April, carrying 25 tonnes of medical supplies, mainly donated by the Belgian Red Cross, and more personnel from the ICRC and MSF-France.\* At first medical needs were met by Kigali Central Hospital, which the ICRC immediately provided with urgently required medical supplies. Very soon, however, the hospital was

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\* MSF-France: the French branch of *Médecins sans frontières*

overwhelmed and the ICRC set up an emergency surgical hospital in buildings adjacent to its delegation. This unit functioned in tandem with Kigali Central Hospital to treat combatants and civilians who survived their wounds, the MSF team working under the ICRC flag alongside an ICRC team which included staff seconded by the Dutch and British Red Cross Societies. However, the terror created on the streets by the militia was such that many people were afraid to come to either hospital for treatment and therefore perished unattended.

The ICRC set up an emergency hospital and sub-delegation on 12 May in Kabgayi, near Gitarama, where around 200,000 displaced people had sought refuge. The hospital in Kabgayi was subsequently moved to Nyanza for security reasons, when the RPF took Gitarama. At the beginning of July the ICRC's hospital and sub-delegation in Nyanza had to be transferred yet again for reasons of security, this time to Rilima, in the Bugesera area. On 19 May an ICRC convoy travelling from Kigali to the hospital in Kabgayi was attacked and the institution's medical coordinator in Rwanda was wounded. He was operated on at the ICRC hospital in Kigali.

In several parts of the country, field teams delivered medical supplies throughout the year to functioning health facilities, including health posts in Nyarushishi camp near Cyangugu. Following the closure of Kigali Central Hospital towards the end of May the delegation in Kigali began supporting the King Faisal hospital on the eastern side of town controlled by the RPF, providing it with medical supplies and repairing the water supply and sanitation systems. The ICRC set up an office in the hospital and maintained a permanent presence there, while an MSF-International team came in on a daily basis to perform surgical operations.

As they were situated right on the front line, the ICRC delegation and surgical hospital came under fire on a number of occasions. On 24 June, when seven patients were killed outright and several others injured, the delegation launched a renewed appeal to the warring parties to respect the red cross emblem. The delegation tried several times to evacuate patients to the King Faisal hospital, away from the fighting, and towards the end of June 107 patients were transferred. At the beginning of July, when the RPF took control of Kigali, the halt in the fighting made it possible to share out the patients evenly between the ICRC hospital and the King Faisal facility.

As other organizations started to work in and around Rwanda the ICRC was able to reduce its medical activities, ending its support to the hospital in Goma at the end of August and closing its hospital in Kigali in September. However, drugs and other medical supplies continued to be delivered to hospitals, health centres and dispensaries throughout the country until the end of the year.

## Water and sanitation

From the outset, the aims of the ICRC's water and sanitation programme in Rwanda were twofold: first, to curb the outbreak of disease in the camps for the displaced, and secondly, to rehabilitate the country's main water-treatment plants.

In Kigali an emergency system to supply water to the King Faisal hospital was set up and the supply to the ICRC's surgical hospital was upgraded. Six gravity-fed supply systems in Rwanda were repaired or upgraded and several installations protecting springs were improved to provide water for the many displaced people. Completely new spring protection systems had to be built in Mukarange, Manyagiro and Tabagwe camps. A total of 10 camps for around 250,000 displaced people were equipped with emergency water distribution systems, and materials for the construction of latrines were also provided.

The work carried out to rehabilitate the country's main water treatment stations (Kigali, Gisenyi, Ruhengeri, Cyangugu, Gitarama, Butare, Gikongoro, Kabgayi and Kibuye) consisted mainly in helping the few remaining staff to keep up or resume production. The ICRC provided technical expertise and work incentives, and supplied more than 300 tonnes of aluminium sulphate, 50 tonnes of chlorine, 300 tonnes of lime, spare parts, fuel, emergency generators and equipment such as autonomous welding units.

Water tankers brought 60,000 litres of water per day to ten orphanages and health posts in Kigali until it was possible to repair the distribution system. In addition the electricity lines between Ruhengeri and Gisenyi were repaired by an Electrogaz team with direct ICRC assistance, restoring the electricity supply to the water treatment plant and the main sections of the town of Gisenyi.

In south-western Rwanda the first task was to complete a 4.5 km gravity system supplying water to Nyarushishi camp (10,000 displaced people). This was followed by continuous surveys to monitor the situation in other camps between Cyangugu and Gikongoro. After the departure of the French army, ICRC engineers carried out water and sanitation work in five camps south of Gikongoro accommodating about 65,000 displaced people. The population of the camps were urged to observe the basic rules of hygiene to help reduce the spread of disease.

In rural areas of north-western Rwanda 12 gravity supply schemes were rehabilitated and one new spring protected, providing the local population with an additional 69 water supply points and six local health centres with a supply of drinking water. Similar activities were being started up at the end of the year in the south-east of the country.

The water supply systems in eight of the country's prisons were also repaired, providing inmates with fresh water, and the basic rules of hygiene were promoted to help avoid the spread of disease in the jails. At the end of the

year the ICRC was negotiating the delegation of water and sanitation projects for 1995 to various National Societies.

## Activities for detainees

At the end of March there were still 136 prisoners in Rwanda falling within the mandate of the ICRC, most of them having been arrested during political demonstrations. Up until the events in April, the ICRC was granted access to practically all detention centres and carried out 20 visits. Once the new government had taken office in July, the delegation negotiated with the new authorities to gain access to all people arrested, wherever they were held, and by the end of the year had registered around 16,000 people detained in connection with the conflict. Many of the detainees were able to send Red Cross messages to their families, and they were provided with items such as blankets, soap and plates. In view of the unique situation in the country and the difficult conditions encountered in several places of detention, the ICRC initiated a special programme in October to provide the necessary food to all prisoners. Special attention was given to ensuring adequate medical treatment: ICRC nurses upgraded hygiene and set up dispensaries within the prisons, and a programme was conducted to improve the water supply systems (see *Water and sanitation*).

## Dissemination

At the start of the year dissemination efforts were concentrated on incorporating international humanitarian law in the training programme of the Rwandan armed forces. In the first quarter some 3,000 troops attended dissemination sessions held by the ICRC in military camps throughout the country. A session was also held for officers of the Belgian battalion of UNAMIR\* to explain the ICRC's activities and mandate and restate the principles of international humanitarian law.

In 1993 the delegation had organized a panel composed of different social groups, whose aim was to reach an agreement on a universally applicable set of humanitarian rules that would enhance respect for human life and human dignity. It became painfully clear in April that this approach was doomed, as the very opposite philosophy held sway throughout the nation. From this point on, the ICRC's traditional dissemination activities were abandoned in favour of making direct appeals to the parties to spare civilians (see *Protection of the civilian population*).

Once the RPF took control of the country and a new government was installed in July, the ICRC faced a new challenge: to convince all concerned

\* UNAMIR: United Nations Assistance Mission for Rwanda

that humanitarian principles must be observed in the event of renewed violence. Although the hostilities had come to an end, a climate of instability still reigned, acts of violence were observed and there was a very real possibility of further fighting. It was therefore absolutely vital to launch a wide-ranging programme of dissemination of international humanitarian law, with a view to helping restore a measure of trust among the population.

## KINSHASA

### Regional delegation (Congo and Zaire)

#### CONGO

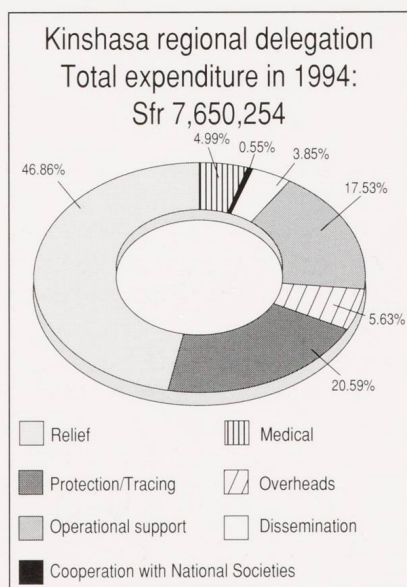
The extreme violence that flared up in the Congo in 1993 abated considerably in 1994 although the capital, Brazzaville, remained divided along ethnic lines which corresponded to the city's political divisions. In February 1994 the open internal armed conflict came to an end and the different political movements appeared to make a concerted effort to restore order. However, heavily armed militiamen still controlled the limits of their respective districts, and varying degrees of tension pervaded everyday life in the capital. In an effort to address the problem of a segregated society dominated by armed militias, which was preventing the country from returning to a state of normality, a Parliamentary Peace Commission was set up and a forum for restoring a culture of peace was held by the government and UNESCO in Brazzaville.

Early in the year the ICRC was authorized to visit security detainees held by all sides, but such visits never materialized as no people in this category were reported. Other ICRC activities did however go ahead, including the provision of medical supplies to dispensaries in the capital, training for National Society first-aid teams and support for Congolese Red Cross dissemination programmes.

Making the most of the relative calm after February, delegates approached the authorities and all four militias controlling the capital in order to start dissemination work aimed at inducing all combatants to respect the basic law of war, and more specifically to respect civilians, who were often targeted in the violence. A first seminar on international humanitarian law for the security forces was held from 22 to 25 March.

#### ZAIRE

The ethnic diversity of certain regions of Zaire remained a source of hatred and violence in 1994. The expulsion of much of the Kasaian community from



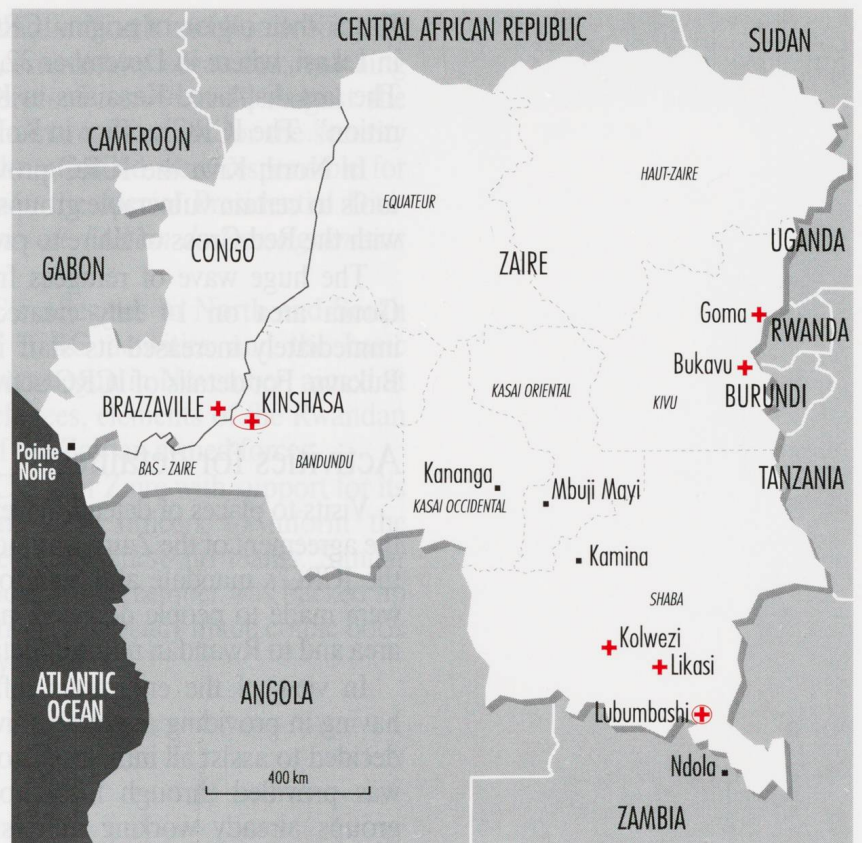
Shaba in 1992 and tension between the Banyarwanda community and the indigenous population of North Kivu in 1993 had left hundreds of thousands of displaced people in need of urgent assistance. Some of them were still living in extremely precarious conditions in 1994. The Kivu region was further destabilized by the arrival of around 1.5 million Rwandan refugees in North and South Kivu in June 1994.

The political scene remained complex, even after a new government was formed in July. This exacerbated the socio-economic crisis and the resulting decline in the population's living standards. However, despite a fragile new government, a yearly inflation rate of over 6,000 per cent, a marked deterioration in public services, especially health, education and transport, soaring unemployment, months of unpaid salaries and a general lack of security, the nation somehow managed to avoid sliding into ruin.

In October new disturbances broke out in the Masisi area of North Kivu between the indigenous population on the one hand and Rwandan refugees, along with residents of Banyarwanda-Hutu origin, on the other, the Banyarwanda people of Tutsi origin having virtually all returned to Rwanda. The ICRC sub-delegation in Goma closely monitored developments and stood ready to launch a protection and assistance programme if necessary. It also pursued its training programme for volunteers of the Red Cross of Zaire to improve their emergency preparedness. The programme was part of an ongoing nationwide effort to train first-aid volunteers and create teams capable of taking rapid action in emergencies. This effort focused on East and West Kasai in 1994.

## Activities for the civilian population

The ICRC continued to provide emergency food assistance in 1994 for concentrations of displaced people in Shaba (Kolwezi and Likasi), numbering over 80,000, who were waiting for trains or other transport to take them to the



⊕ ICRC regional delegation   
 ⊕ ICRC sub-delegation   
 + ICRC office

ICRC / AR 06.94

### IN 1994 THE ICRC:

- handled over 5,000 Red Cross messages;
- in Zaire visited 152 people detained for reasons of State security and provided over 2,000 inmates with material assistance;
- provided regular medical supplies to hospitals and dispensaries in Brazzaville;
- distributed more than 5,700 tonnes of food and other assistance to over 80,000 displaced people in Shaba region.

Kasai, their region of origin. ICRC distributions continued throughout the year in Likasi, where in December 32,800 of the affected population still remained. The last displaced Kasaians in Kolwezi left in July and were given a "leaving ration". The ICRC's office in Kolwezi was closed in August.

In North Kivu the ICRC provided items such as blankets and agricultural tools to certain vulnerable groups, and carried out a programme in conjunction with the Red Cross of Zaire to protect natural springs.

The huge wave of refugees from Rwanda which started flooding into the Goma area on 14 July created an unprecedented emergency. The ICRC immediately increased its staff in Goma and in the newly opened office in Bukavu. For details of ICRC activities in this connection see under *Rwanda*.

## Activities for detainees

Visits to places of detention were carried out around the country in 1994, with the agreement of the Zairian authorities. Delegates visited detainees falling within the ICRC's mandate and held for reasons of State security, and in Kivu visits were made to people detained in connection with the unrest in the Ruwenzori area and to Rwandan refugees detained and threatened with expulsion.

In view of the enormous difficulties that the Zairian prison service was having in providing acceptable living conditions for all its prisoners, the ICRC decided to assist all inmates in some places of detention visited. The assistance was provided through local non-governmental organizations and religious groups already working in this domain and took the form of nutritional supplements, improvements to sanitation and material aid. Over 2,000 inmates in 16 different places of detention were covered by the programme in the Kinshasa, Bas-Zaire, East Kasai, Shaba, North Kivu and South Kivu regions. A nutritional assessment was carried out in each establishment prior to distributions and inmates were examined by ICRC medical staff. In January a water and sanitation project was completed in Goma prison.

## Tracing

The tracing activities of the regional delegation in Kinshasa included the registration of unaccompanied minors in Kivu (see *Rwanda*) and providing Red Cross message services for Rwandan refugees in Kivu, Angolan refugees in Shaba and Sudanese refugees in Haut-Zaire.

## Dissemination

Having obtained authorization at the start of the year from the general headquarters of the armed forces of Zaire, the ICRC stepped up its

dissemination activities in the Shaba region and in North and South Kivu. In April and June a series of dissemination sessions was organized, reaching 500 officers of the army and the security forces. From 9 to 12 August the ICRC held its first seminar on international humanitarian law for the security forces in Kinshasa. The 30 senior officers who attended were responsible for training and operations within the *Garde civile*, the special Presidential Division, the *Gendarmerie nationale* and the *Service de l'Action de Renseignements militaires*.

To facilitate the tracing work of the ICRC's delegates in North and South Kivu, a campaign to spread awareness of ICRC activities and the basic principles of international humanitarian law was begun in November, aimed at those in charge of the camps for Rwandan refugees, elements of the Rwandan armed forces present in Zaire and members of the Zairian armed forces.

From July on the ICRC provided the Red Cross of Zaire with support for its dissemination activities, training 20 dissemination officers to inform the general public in Kinshasa of the role of Red Cross first-aid teams. Similar work carried out by the National Society in Goma in December was backed up by weekly radio programmes and the distribution of a locally made comic book portraying the work of the teams in emergency situations.

## YAOUNDE

### Regional delegation

(Cameroon, Central African Republic, Chad, Equatorial Guinea, Gabon, Sao Tome and Principe)

The regional delegation concentrated on the promotion of humanitarian law, especially by approaching the governments of the region and requesting that they each designate an official representative of the armed forces or the Ministry of Defence to be responsible for the incorporation of humanitarian law in military training programmes. The regional delegation held a course on humanitarian law for instructors from the armed forces of 10 Central African countries (Burundi, Cameroon, Central African Republic, Chad, Congo, Equatorial Guinea, Gabon, Rwanda, Sao Tome and Principe and Zaire) from 22 to 25 March.

Cooperation with the region's National Societies was also high on the regional delegation's agenda, especially as regards the establishment of emergency brigades to provide direct assistance to the population in the event of unrest. The ICRC also cooperated with these National Societies in the fields of information (the production and promotion of periodicals and radio

programmes), training, first aid, and community activities such as projects aimed at improving hygiene and neighbourhood clean-up operations. A meeting of leaders of the National Societies of the six countries covered by the delegation was held in Yaoundé in early October to discuss such cooperation programmes, among other matters.

## CAMEROON

Two problems gave the ICRC particular cause for concern during the year. On the one hand, a dispute that arose in March and continued through the middle of the year along the border between Cameroon and Nigeria resulted in some fighting between the armed forces of the two countries. In addition, ethnic tensions and insecurity aggravated by drought in the north forced thousands of people to leave their homes. In response to the fighting along the border, the ICRC's regional delegations in Lagos and Yaoundé kept in contact with both sides and appealed to the respective government and military officials to comply with the provisions of humanitarian law. The situation calmed down within a short time. The tensions in the north, on the other hand, had more lasting consequences, including population movements into neighbouring Chad (see below).

On two occasions in October and again in December the ICRC visited a Cameroonian soldier held as a prisoner of war by the Nigerian authorities. Before he was freed at the end of the year, he was able to contact his family back home through the Red Cross message service.

The delegation provided support for the Cameroon Red Cross Society's emergency brigades and neighbourhood clean-up programmes.

## CENTRAL AFRICAN REPUBLIC

The ICRC, the armed forces of the Central African Republic and the National Red Cross Society held a seminar on humanitarian law from 18 to 21 January in Bangui. The ICRC's Nairobi-based specialist in dissemination to the armed forces took part in this event, which was attended by members of the armed forces, the police, the national *gendarmerie* and civil servants. The ICRC also supported the National Society's tracing activities for Sudanese and Chadian refugees in the north, and helped it set up emergency brigades.

## CHAD

Chad continued to suffer from the effects of over 30 years of internal and international armed conflict. Outside the capital organized trade was often

limited to barter, and widespread banditry resulted in a high level of insecurity in many outlying areas. There were also sporadic clashes between government troops and groups loyal to the political opposition, many of which remained armed. In this context of uncertainty and instability the government postponed the democratic elections, which had originally been scheduled for 1994.

The ICRC developed relations with the government, which for the first time in years permitted visits to places of detention run by the military, the Ministry of Justice and the Ministry of the Interior. Two series of visits were conducted, one in early April and the other from August to October. During the visits the prisons, which held over 1,000 inmates (including 49 security detainees), received ICRC assistance in the form of hygiene products and improvements in water supplies and sanitation.

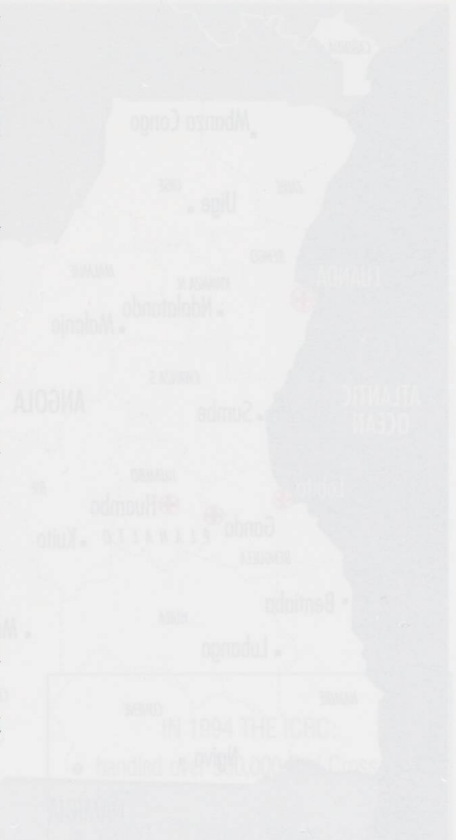
The ICRC continued its dissemination activities, including a course held in N'Djamena in March for 27 instructors or commanders from training establishments for the armed forces, the *gendarmerie* and the army medical corps. The delegation also maintained its support of the orthopaedic centre in N'Djamena, which fitted military and civilian amputees with orthopaedic appliances.

In March about 10,000 people fled into Chad following ethnic disturbances in northern Cameroon. In March and April the ICRC provided them with food and bowls.

The regional delegation also helped the Red Cross of Chad to conduct training programmes and to set up and equip emergency brigades.

## EQUATORIAL GUINEA

From 19 to 21 April the ICRC and the emerging National Society organized a course on humanitarian law in Malabo for the armed forces of Equatorial Guinea. The course, which was the first of its kind, was held with the participation of the Minister of Defence, the Chief of Staff of the armed forces and the head of the security service. The regional delegation provided support for dissemination and emergency preparedness programmes of the local Red Cross. The ICRC and the Swiss Red Cross advised the National Society on its application for recognition by the Movement. It was officially recognized as the 163rd National Society on 28 September 1994.





stage: the warring parties had reached agreement on 31 October and had initialled a peace accord in early November, yet in the field the fighting continued unabated, with the government exerting growing pressure on UNITA and taking control of the cities of Huambo on 9 November and Uige a few days later. The government offensive on Huambo forced all expatriates, including staff of the UN and non-governmental organizations, to take refuge in the ICRC's compound at Bomba Alta, from where the ICRC evacuated almost all of them by air. As government troops moved closer, large numbers of armed men and civilians fled the area and in the chaos all the ICRC's vehicles were stolen, along with practically all the stocks in the institution's warehouses.

As the end of the year approached, although the peace agreement had in fact been signed in Lusaka on 20 November, implementation was proceeding at a snail's pace. The taking of Huambo by government troops in November and the recapture of nearly all the provincial capitals brought about a major change in the military and political situation. The first meeting of the joint commission responsible for overseeing the implementation of the Lusaka peace accord was postponed until 1995. The UN Security Council, respecting the calendar drawn up in Lusaka, was therefore unable to go ahead with the deployment of 500 observers and some 7,000 peace-keeping troops mandated to separate the warring parties and then to encamp and demobilize UNITA forces.

On 15 December one of the ICRC's aircraft, a DC-3, crashed on take-off from Lobito, killing the two pilots on board.

## Activities for detainees

Following negotiations with the UNITA authorities, in April the ICRC obtained permission to visit people held in two detention centres in Huambo. In May and June ICRC delegates visited around 60 security and common-law detainees there, some of whom used the Red Cross message service to contact their families. Other visits were made to detainees held by UNITA in Uige province.

People detained or held in custody by the government were also visited by the ICRC in different places of detention in Luanda and Luena, and in Namibe, Cuando Cubango and Cunene provinces, pursuant to the ICRC's mandate to protect and assist people held in connection with the conflict. In the course of these visits various items such as soap, blankets, clothing and vegetable seeds were distributed to the detainees.

On 14 November the ICRC began visiting prisoners captured by government troops in the battle for Huambo. They were given blankets, clothes and soap and were able to make use of the Red Cross message service. UNITA, with its

### IN 1994 THE ICRC:

- handled over 300,000 Red Cross messages;
- visited 576 people detained in connection with the conflict;
- distributed more than 18,000 tonnes of food and other assistance to over 400,000 civilian victims of the conflict;
- provided over 17,000 malnourished children and other vulnerable groups with two meals per day in 58 community kitchens;
- ran six intensive feeding centres, each caring for 500 severely malnourished children under six years of age;
- regularly supplied drugs and medical materials to 17 health posts and infirmaries in the provinces of Huambo, Huila and Bie;
- provided patients in eight hospitals with medicines and regular food.

new base in Bailundo, claimed that it was no longer holding any of the detainees previously visited by the ICRC's delegates.

The Lusaka peace agreement stipulated that the ICRC would supervise the release of all civilians and soldiers detained or otherwise held in connection with the conflict. By the end of the year the institution had not yet been approached on the timing and procedure for the release operation.

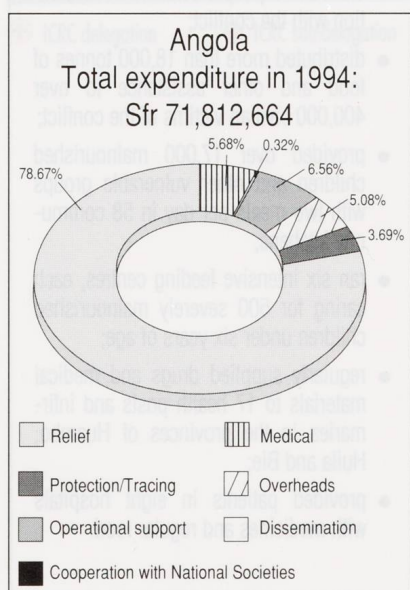
## Activities for the civilian population

In an attempt to meet the enormous needs of the civilian population, at the start of the year relief activities were steadily increased to include a number of *municipios* in Huambo province and in Bie and Huila provinces. Over 250,000 civilians were receiving food and other supplies from the ICRC's Huambo delegation at the height of general distributions (April), but this figure dropped sharply when flight authorizations were drastically reduced. Community kitchens were, however, still able to provide two meals a day for over 10,000 of the most vulnerable people in Huambo, using the limited stocks that had been built up previously.

Following nutritional surveys in other areas, food distributions for 40,000 civilians were started in Ganda in April and 12 community kitchens were opened in the town to provide twice-daily meals for 6,000 children. As the conflict intensified large numbers of displaced people arrived in Ganda, creating greater needs in the town.

At the end of May this major relief operation was severely hampered by the escalation of hostilities in a number of areas, including Kuito, where heavy fighting erupted on 26 May. On 4 June eleven of the remaining aid workers, including an ICRC nurse, had to be evacuated from the town by the UN. Two ICRC delegates stayed on until 10 July in difficult conditions, distributing the relief stocks that remained.

The government decided to suspend all cargo flights to Huambo and Uige as of 22 May. UNITA reacted by threatening to target cargo planes bringing food to besieged government towns. The suspension lasted almost three months, although a very limited number of relief flights to Huambo was authorized. As a result much of the civilian population suffered serious food shortages. Most NGO and UN operations ground to a halt, mainly for security reasons but also because of logistical constraints. This led to a reversal of the positive effects of the extensive relief programmes carried out in the first five months of the year, and nutritional surveys conducted by the ICRC in September showed an alarming incidence of severe malnutrition among the civilian population in Huambo.



While all flights were suspended the ICRC used its stocks to step up kitchen programmes in Ganda and Huambo, providing civilians with cooked meals. In Huambo the delegation reactivated 33 community kitchens previously run by non-governmental organizations, in addition to the 13 kitchens it had already opened in January. In all, over 400,000 Angolans benefited from ICRC food distributions in 1994.

Looking back on 1994 it is clear that while the ICRC's relief operations fluctuated over the year, owing to the restrictions imposed, the needs remained constantly high. This underlined the importance of maintaining an ICRC presence in the country in 1995.

## Agricultural assistance

In order to help the population meet some of their food needs themselves, a major agricultural assistance programme was carried out in 1994, involving the distribution of cereal, bean and vegetable seed and tools to some 120,000 families in Benguela, Huila and Huambo provinces, in June/July and again in September/October.

## Tracing activities

As the year progressed the ICRC's tracing network was constantly extended, comprising 13 offices and many more sub-offices in the latter half of the year. The primary task was to enable people displaced or cut off by the conflict to remain in touch with their families. New staff were hired and trained locally, and the number of family messages handled every month soared, making this the ICRC's second largest Red Cross message network worldwide. Following the events in November the ICRC managed to organize a few family reunions between the interior of the country and the coastal region.

## Medical activities

ICRC medical teams monitored the condition of severely malnourished children being cared for in the institution's six therapeutic feeding centres. Each of these centres provided 500 children in Huambo and Ganda with five or six meals per day. The ICRC also regularly supplied drugs and medical materials to 17 health posts and infirmaries in Huambo, Huila and Bie provinces. In the city of Huambo alone, some 15,000 consultations a month were given in nine health posts run by the ICRC. A vaccination programme was carried out in conjunction with UNICEF and local health authorities in Ganda, Caala and Huambo.

During the year medical evacuations were carried out to Benguela from Ganda, where there were no surgical facilities, and during the bombardment of Huambo in November the ICRC took the wounded to hospital. After the battle for Huambo, health posts were quickly reopened and the ICRC provided intravenous drips and other emergency medical supplies.

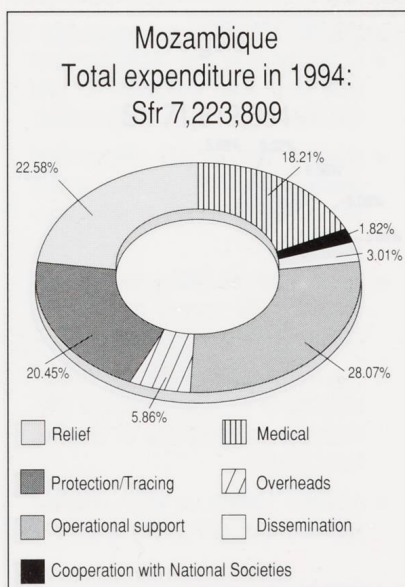
## Water and sanitation

At the end of March the ICRC began a well rehabilitation project in the areas around its nutritional centres and kitchens. In addition, a programme to drill boreholes was carried out in conjunction with OXFAM at locations pinpointed with the cooperation of the local water authorities, to help alleviate water shortages in hospitals and health posts.

## Dissemination

On 7 and 8 December respectively dissemination sessions on the law of war and the role of the ICRC were held in Benguela for 103 officers and soldiers from the central front and in Sumbe for 80 soldiers. Earlier in the year sessions on international humanitarian law were held for other groups, including students, locally hired ICRC staff, beneficiaries of ICRC programmes and local authorities. In addition, messages explaining the ICRC's work and appeals for compliance with international humanitarian law were broadcast on national radio.

During the year the ICRC called on both parties to respect the provisions of international humanitarian law, and in particular to spare civilians.



## MOZAMBIQUE

Despite a number of sporadic outbreaks of violence, the peace process in Mozambique was confirmed and successfully completed when the country finally went to the polls on 27-29 October 1994 for free and democratic elections. It took longer than anticipated to assemble government and RENAMO\* troops in UNOMOZ\* centres and to disarm and demobilize them, but the operation was completed before the electoral campaign. The victory of President Chissano was acknowledged by the RENAMO opposition and the rebuilding of the country was able to go ahead peacefully in the last two months of the year.

\* RENAMO: Mozambican National Resistance Movement

\* UNOMOZ: United Nations Operation in Mozambique

Most Mozambican refugees in neighbouring countries returned home in the course of 1994 and commerce picked up throughout the country, even in the most remote areas previously controlled by RENAMO. Civilians in these areas, who had been assisted by the ICRC and the WFP right up to the end of 1993, benefited during 1994 from development programmes launched by over 40 other humanitarian organizations, which were now able to work in secure conditions. Areas previously under RENAMO control were gradually reintegrated into the State administration and the free circulation of people and goods became a reality.

The ICRC's medical, tracing and dissemination work continued throughout the year, but was gradually scaled down. In December the delegation was closed and responsibility for the remaining ICRC activities in Mozambique was handed over to the regional delegation in Harare.



+ ICRC delegation      + ICRC sub-delegation

ICRC / AR 12.94

## Tracing activities

The long-standing programme established to exchange family messages between Mozambican refugees living abroad and their relatives back home was reduced considerably in 1994, as more and more refugees returned to their places of origin.

The ICRC remained actively involved in helping alleviate the direct effects of the internal armed conflict that had ravaged Mozambique for 16 years. It was particularly concerned about children who had become separated from their parents during the conflict, especially those living in zones controlled by RENAMO. Around 3,500 such children had been registered by the ICRC with the help of the Mozambique Red Cross Society, in conjunction with Save the Children Fund (SCF) and UNICEF. By the end of 1994 only about 150 children were still waiting to be reunited with their families by the Mozambique Red Cross. A further 850 especially vulnerable children were registered by the ICRC and SCF in RENAMO military centres. These children, known as "*crianças desamparadas*", were transferred to transit centres by the International Organi-

### IN 1994 THE ICRC:

- helped reunite over 1,400 children with their families;
- produced 790 prostheses and 99 orthoses in four workshops;
- rehabilitated the Inhanga district hospital;
- ran a large-scale water supply programme reaching over 200,000 people in the two years of its duration;
- as part of a major dissemination programme, explained humanitarian principles to some 10,000 soldiers awaiting demobilization in three RENAMO assembly areas and to the first units of the new Mozambican army.

zation for Migration, until such time as the ICRC, the Mozambique Red Cross and other agencies located their families. All 850 had been reunited with their relatives by the end of September.

## Medical activities

The ICRC's medical activities in Mozambique in previous years had focused on three main objectives which were achieved in 1994. The first was to make basic health care available in all areas. This involved supporting existing medical facilities and helping set up facilities in remote districts previously controlled by RENAMO, where no services were available because of the conflict. The hospital in Inhaminga, for example, was completely rebuilt and refurbished in 1994. The second objective was to vaccinate children under five and women of childbearing age against potentially fatal diseases: this programme was carried out in conjunction with UNICEF. The third aspect of ICRC medical activity in Mozambique was an orthopaedic programme covering the entire country, with workshops in Beira, Maputo, Nampula and Quelimane treating war amputees and training Mozambican orthopaedic technicians. Towards the end of 1994 the ICRC was preparing to hand over complete responsibility for the workshops to the Ministry of Health in 1995. Since access to all parts of the country had become possible by that time, steps were taken to ensure that following the closure of its delegation in December 1994 the Ministry of Health and non-governmental organizations would pursue the programmes that the ICRC had set up.

## Water and sanitation

The ICRC's water and sanitation programme in Mozambique was completed by March, having successfully attained the objective of bringing water to isolated communities and improving sanitary conditions in health facilities all over the country. Over 200,000 people benefited directly from the ICRC's water supply programme over the two years of its duration.

## Dissemination

In addition to ongoing dissemination work among the general public and volunteers and staff of the National Society, efforts were concentrated on soldiers awaiting demobilization and on the new national armed forces.

A highlight of Mozambique Red Cross dissemination activities was a programme to explain the Red Cross principles and international humanitarian law to some 10,000 soldiers awaiting demobilization in three RENAMO

assembly areas. Acceptance of the National Society in ex-RENAMO zones increased steadily over the year.

The month of May was marked by the beginning of sessions on international humanitarian law and behaviour in combat for the first three infantry battalions of the new national armed forces (FADM).

Following the naming of headquarters staff for the FADM, the ICRC's delegation in Maputo held discussions with the new authorities on setting up an instructors' course in international humanitarian law with a view to continuing and upgrading training in the subject within the FADM. The authorities undertook to incorporate such a course in military training.

## Cooperation with the National Society

Throughout the year the ICRC continued to cooperate with the Mozambique Red Cross Society, particularly in regard to tracing and dissemination work, maintaining its financial support for National Society programmes. Responsibility for tracing files still pending and relating to unaccompanied minors was handed over to the Mozambique Red Cross at the end of 1994.

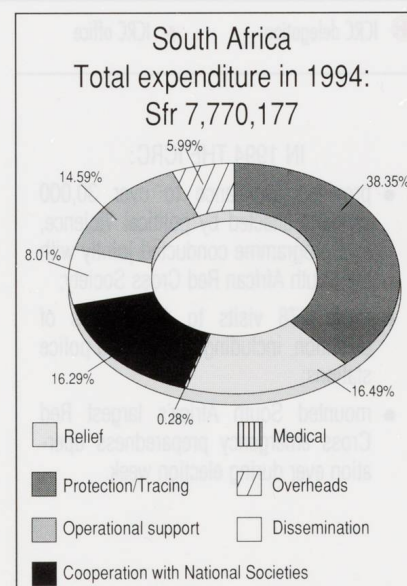
During the election period at the end of October over 1,600 volunteers of the National Society were mobilized to man first-aid posts at polling stations around the country, where voters were obliged to wait for up to 12 hours out in the sun. The ICRC provided the National Society with vehicles and drivers for this operation.

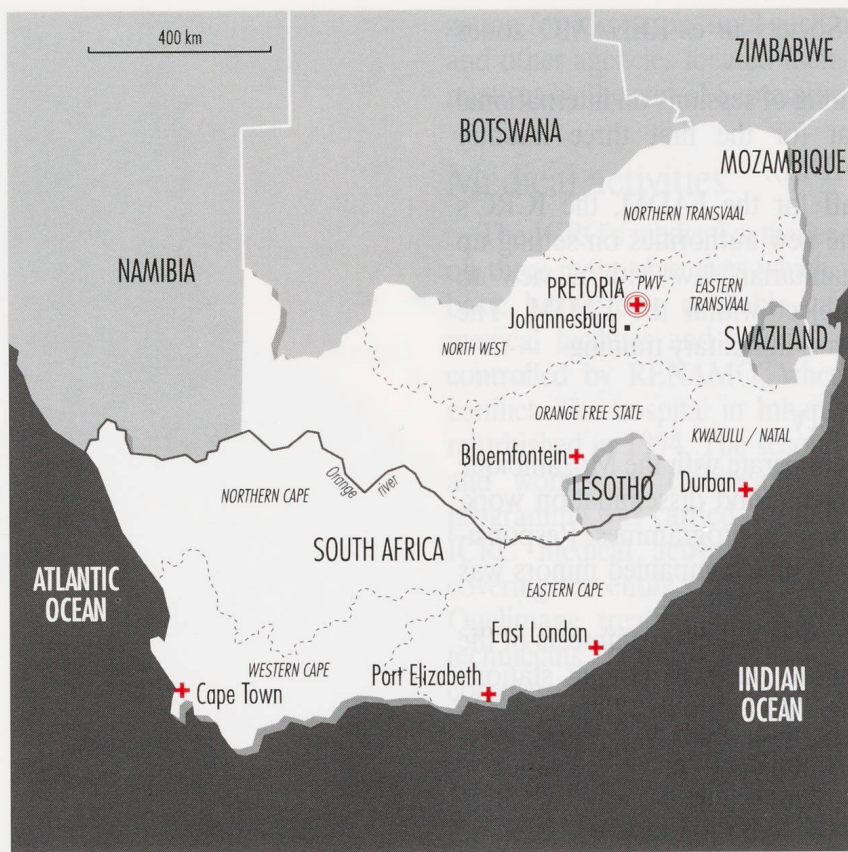
## SOUTH AFRICA

South African politics reached a historic turning point at the end of April, when the country's first-ever free and democratic elections confirmed the end of apartheid, Nelson Mandela, the leader of the ANC\*, was elected President and a transitional Government of National Unity was installed. In the run-up to the elections the South African Red Cross Society and the ICRC mobilized first-aid teams on a national scale in preparation for polling week.

In the months preceding the elections there was a marked rise in the number of deaths from political violence in several regions, in particular in KwaZulu/Natal, which prompted the government to impose a state of emergency on KwaZulu/Natal province at the end of March. Violence continued to plague the Reef area, though in the East Rand there were fewer deaths than in previous years following the deployment of the army there. In the former independent

\* ANC: African National Congress





⊕ ICRC delegation     + ICRC office

**IN 1994 THE ICRC:**

- provided assistance to over 30,000 civilians affected by political violence, in a programme conducted jointly with the South African Red Cross Society;
- made 278 visits to 197 places of detention, including prisons and police stations;
- mounted South Africa's largest Red Cross emergency preparedness operation ever during election week.

homelands of Bophuthatswana and Ciskei strikes by civil servants culminated in the collapse of local governments, which were subsequently replaced by the South African administration. Also in this pre-election period there was an upsurge of hard-right activity, involving rallies and marches and several bomb attacks in Western Transvaal and Orange Free State.

After the elections in April and the arrival of the ANC in office, the entire nation underwent a number of far-reaching political, social and structural changes, including a redrawing of the provincial borders. Nine new provinces were created, replacing the previous system of four provinces and nine homelands. As the year progressed the economy picked up, although levels of unemployment and poverty remained high.

As these changes swept the country the ICRC adapted its operation in South Africa accordingly. Its activities to assist the victims of political violence in the townships and homelands were scaled

down, except in KwaZulu/Natal, and detention-related activities were reduced from extensive visits to prisons and police stations around the country to ad hoc visits to prisons where riots had occurred from June. The decrease in humanitarian needs in South Africa and the subsequent cutback in ICRC activities led the institution to close its offices in Bloemfontein and Port Elizabeth by mid-year, shortly followed by those in Cape Town and in East London, leaving only the delegation in Pretoria and an office in Durban.

In the course of the year the delegation had very promising contacts with the new authorities concerning their future accession to the Protocols additional to the Geneva Conventions and the 1980 UN Convention on Prohibitions or Restrictions on the Use of Certain Conventional Weapons.

From 1 January 1995 the ICRC's delegation in Pretoria will be a regional delegation, covering South Africa and the following countries: the Comoros, Lesotho, Madagascar, Mauritius, the Seychelles and Swaziland.

## Activities for detainees and prisoners

At the start of the year the ICRC delegation continued the detention-related activities it had been conducting in 1993, namely visiting security detainees, arrested prisoners awaiting trial and sentenced prisoners, and carrying out unannounced visits to police stations around the country to monitor conditions and, where necessary, urge detaining authorities to respect the basic rights of those behind bars and improve material conditions. After the elections in April and the change in political leadership the number of visits to police stations declined but more visits to prisons were necessary, as a wave of riots swept across the nation's jails and allegations of ill-treatment required urgent attention. Delegates visited inmates involved in the riots, ensuring that they received medical care as needed. After every visit a confidential report was submitted to the authorities concerned, containing the delegates' findings and recommendations.

## Activities for the civilian population

The ICRC and the National Society maintained a daily presence in areas affected by political violence, carrying out assessments and providing assistance to victims of the unrest where needs were identified. When violence broke out in March in the independent homeland of Bophuthatswana, essential services such as medical care collapsed. The ICRC and the South African Red Cross responded immediately, sending in staff, ambulances and relief supplies and evacuating wounded people to hospital. Further casualties were evacuated to hospital during clashes in central Johannesburg in March. During election week the ICRC and the National Society mounted the largest Red Cross emergency preparedness operation ever seen in South Africa. Some 2,500 Red Cross personnel were deployed at 200 first-aid posts, command centres and mobile units throughout the country. Teams assisted roughly 2,000 people, treating most of them for minor ailments. In many areas the Red Cross was the only organization on the spot.

As in 1993, the Reef and KwaZulu/Natal were the areas worst hit by political violence. Affected families and displaced people there and in other areas subject to unrest were provided with basic necessities such as food parcels, blankets, kitchen utensils and burial vouchers under a joint ICRC/National Society relief programme which helped over 30,000 people in 1994. On a number of occasions food rations were distributed to groups of people displaced from their homes for several weeks.

## Tracing activities

The ICRC's tracing activities in South Africa diminished rapidly in 1994, as more and more Mozambican refugees returned home and no longer required

such services. Nonetheless, a small number of Red Cross messages was handled, mainly in connection with the conflicts in Bosnia-Herzegovina and Angola.

## Dissemination and information

At the beginning of the year, as violations of basic humanitarian principles became more widespread, with a growing incidence of attacks on unarmed civilians, the ICRC stepped up its efforts to raise awareness of the humanitarian rules of behaviour and the activities of the Red Cross, in cooperation with the National Society.

Numerous dissemination sessions were held for South African Red Cross personnel in preparation for the April elections. Meetings were also held with political groups and committees to emphasize the neutrality and independence of the Red Cross. To support this information drive, radio announcements were broadcast for two months in five of South Africa's main languages, and the delegation in Pretoria set up an information centre for the media during the elections.

During the year training sessions on international humanitarian law and the role of the Red Cross were held for instructors and personnel of security forces around the country, including the newly established National Peace Keeping Force, defence forces in Transkei and the KwaZulu police, and for staff of the South African Police and Correctional Services. Contacts were also established with a view to carrying out dissemination activities for the armed forces.


## HARARE

### Regional delegation

(Botswana, Lesotho, Malawi, Namibia, Swaziland, Zambia, Zimbabwe)

In 1994 a number of positive changes came to southern Africa, affecting practically all the countries covered by the regional delegation. Democratic elections in Mozambique and South Africa were complemented by those in Malawi, where a new government was voted in, putting an end to 30 years of autocratic rule. The 1.5 million Mozambican refugees in the region had almost all returned home by the end of 1994, lifting a major burden from Malawi, South Africa, Swaziland, Tanzania, Zambia and Zimbabwe. In Namibia and Botswana the governments in place were returned in general elections. Only in Lesotho did the situation deteriorate, but the crisis was settled by the end of the year.

The principal activities of the regional delegation in 1994 included the continuation of detention-related activities in Malawi; the promotion of



IN 1994 THE ICRC:

- provided assistance to over 30,000 civilians affected by political violence, in a programme conducted jointly with the South African Red Cross Society
- made 278 visits to 107 places of detention, including prisons and police stations
- mounted South Africa's largest Red Cross emergency preparedness operation ever during election work

international humanitarian law, particularly in Lesotho, Malawi, Namibia and Zambia; coordinating and supporting tracing work carried out by National Red Cross Societies; and helping to strengthen the capacity of National Societies in regard to emergency preparedness, information, dissemination and the development of their internal telecommunications systems.

At the regional level the delegation was instrumental in setting up a Regional Seminar for the Implementation of International Humanitarian Law, held from 31 January to 4 February in Harare, where representatives of 18 English-speaking African countries discussed possibilities for incorporating this body of law in their respective legal systems. The delegation also participated in the Seminar on African Refugees and Internally Displaced Persons in Harare from 16 to 18 February, gave a talk on the issue of antipersonnel mines and the 1980 UN Weapons Convention at the annual gathering of legal advisers to armed forces of the SADC\* countries in Windhoek on 2 June, and organized an international seminar entitled "Imprisonment or what else?" in conjunction with Prison Fellowship International in Harare from 9 to 11 November. At this last meeting problems of overcrowding in prisons and alternatives to incarceration were discussed by magistrates and officers from the prison services of Botswana, Kenya, Lesotho, Malawi, Namibia, South Africa, Swaziland, Tanzania, Uganda, Zambia and Zimbabwe. The delegation also coordinated logistics and purchases for ICRC operations in Zaire, Angola and Mozambique.

From 1 January 1995 the Harare delegation will also cover Mozambique, while Lesotho and Swaziland will be covered by the regional delegation in Pretoria.

## BOTSWANA

In the run-up to the elections in South Africa, and particularly during the riots in Bophuthatswana, the Botswana Red Cross Society prepared to take action if necessary. With ICRC support, the National Society evaluated the means it had available and stepped up its emergency preparedness, with particular regard to its capacity to receive refugees. Fortunately none of these precautions proved necessary.

## LESOTHO

Unrest in the new democracy of Lesotho at the end of 1993 spilled over into 1994, with one part of the army pitted against the other in street fighting, resulting in the death of 11 civilians. On 14 April mutinous soldiers demanding

\* SADC: Southern Africa Development Community

a pay increase took four ministers hostage and the Deputy Prime Minister was killed in a shoot-out. The hostages were freed the same day. In May the police and the prison service went on strike, also demanding more pay. The country's economy and security conditions began to plummet. In August the King announced that he had decided to partially suspend the constitution and to dissolve government, which had been democratically elected in 1993 after 23 years of military rule. Street riots subsequently broke out in Maseru on 17 August and a curfew was imposed. By mid-September the King had reinstated the government, following pressure from countries of the region and the threat of economic sanctions.

The regional delegation in Harare made Lesotho its top priority in terms of dissemination of international humanitarian law and organized a number of courses and seminars on the subject, in particular for officers of the armed forces, the police and the prison service. The ICRC provided the Lesotho Red Cross Society with material support and extra training to optimize its emergency preparedness. The National Society's telecommunications system was also improved.

In May Lesotho acceded to the two Protocols additional to the Geneva Conventions.

## MALAWI

The ICRC's programme of visits to the country's 27 prisons was completed in November and the sub-delegation in Blantyre was closed, leaving the regional delegation in Harare to carry out follow-up visits in 1995. Besides making the usual recommendations and providing material assistance during its prison visits, the ICRC also did a great deal to improve sanitation and hygiene in the prisons, including work on latrines, water supply systems and kitchens.

In the run-up to the May elections, the National Society set up first-aid posts at all the main polling booths, with support from the Federation and the ICRC.

Following the change in government the delegation held a dissemination workshop for police officers from 26 to 28 October and gained access to police stations.

## NAMIBIA

In July Namibia succeeded to the two Additional Protocols and became the first State in southern Africa to formally recognize the competence of the Fact-Finding Commission established pursuant to Article 90 of Protocol I additional to the Geneva Conventions.

In October the ICRC officially closed its office in Windhoek, which had been run by one local employee.

## SWAZILAND

Efforts made by the ICRC and the Baphalali Swaziland Red Cross Society to persuade the country's government to accede to the Additional Protocols were unsuccessful in 1994. The National Society was actively involved in dissemination work throughout the year, including regular radio broadcasts and a seminar to promote international humanitarian law among high-ranking civil servants, held in Mbabane from 27 to 29 June with help from the ICRC.

## ZAMBIA

The new government of Zambia was still setting up its judiciary in 1994, thus providing the ICRC with an opportunity to actively promote international humanitarian law. In March the regional delegate met the Ministers of Home Affairs and Defence, with a view to encouraging Zambia to accede to the Additional Protocols and the 1980 UN Convention on Prohibitions or Restrictions on the Use of Certain Conventional Weapons.

In September the ICRC's regional delegate in Harare and a legal expert from Geneva accompanied a member of the Committee, the ICRC's governing body, on a mission to Zambia. During the mission Zambia Red Cross officials presented the National Society's activities, which in 1994 included a centre for street children in Lusaka, a reception programme for 1,600 returnees from Zaire and various dissemination broadcasts on national radio.

## ZIMBABWE

Zimbabwe remained peaceful in 1994 as it moved towards legislative and presidential elections in March 1995. In addition to hosting the international events mentioned in the introduction to this chapter, Harare was the venue for three regional seminars for the National Societies of countries of the region: coordination among information officers (June); reflections on Red Cross ethics and international humanitarian law with the seven Secretaries-General (July); tracing activities and the tying-up of the programme for Mozambican refugees (November).

## East Africa

### ERITREA

The ICRC focused its efforts on urging the Eritrean government to accede to the Geneva Conventions of 1949 and their Additional Protocols, and on continuing the orthopaedic programme at the Asmara orthopaedic workshop.

Delegates based in Addis Ababa went to Asmara on several occasions to discuss the possible accession of Eritrea to the Geneva Conventions and the situation of people (especially those of Ethiopian origin) detained in Eritrea. Talks were also held on technical matters concerning the operation of the orthopaedic workshop.

The ICRC maintained a presence at the Asmara workshop throughout the year. In September the cooperation agreement for orthopaedic work concluded between the ICRC, the "Red Cross Society of Eritrea" and the Authority of Social Affairs was renewed with effect until July 1995. In 1994 the centre produced 27 orthoses and 556 prostheses and carried out 33 major repairs to orthopaedic appliances.

The ICRC has yet to obtain access to people detained by the Eritrean authorities.

### ETHIOPIA

Elections for a constituent assembly took place in June, but were boycotted by many opposition parties. The new EPRDF\*-dominated assembly adopted a constitution late in the year which established the basis for a federal State and recognized the right of the regions to self-determination and, in certain conditions, to secession.

Despite the efforts made towards reconciliation in 1994, the situation deteriorated in some regions where opposition to the government grew stronger. The OLF\* resumed attacks against government troops late in the year, and Amhara and Ogadeni opposition movements became more active. In the east, matters were complicated still further by the activities of an Islamic opposition movement. There was a marked increase in violence in the countryside.

The delegation's activities centred around visits to people detained for their involvement with the former regime or for their participation in disturbances

#### IN 1994 THE ICRC:

- visited 9,192 people in detention;
- handled 3,583 Red Cross messages, mainly between detainees and refugees and their families;
- fitted 653 new patients with orthopaedic appliances at three orthopaedic centres;
- distributed over 92 tonnes of relief supplies to more than 20,000 people.

\* EPRDF: Ethiopian People's Revolutionary Democratic Front

\* OLF: Oromo Liberation Front

since the change of government. The ICRC also kept up its assistance to orthopaedic centres in Ethiopia and Eritrea and conducted dissemination activities, notably with the Ethiopian Red Cross Society.

The government-appointed special prosecutor responsible for conducting investigations into the activities of certain members of the former regime and for bringing them to trial for violations of human rights and crimes against humanity, including violations of humanitarian law, continued his preparatory work. The trials began in December. The ICRC delegation acted in an advisory role, especially as regards the provisions of humanitarian law and their applicability in this context. It was given the status of observer at the trials.

The delegation took part in the work of a number of commissions of the OAU\*, which granted the ICRC observer status in 1992. The delegation conducted dissemination activities for diplomats accredited to the OAU in Addis Ababa and maintained contacts with them throughout the year. The two institutions held the first seminar on humanitarian law for OAU diplomats and civil servants in April. In July the ICRC officially opened a mission to the OAU in Addis Ababa, and in December the ICRC's delegate for dissemination to the armed forces, together with the delegate assigned to the ICRC's mission to the OAU, presented a course on humanitarian law for ambassadors and employees of the OAU Secretariat.

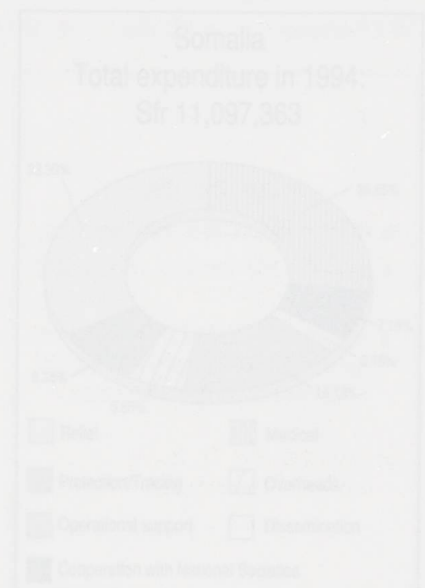
On 8 April Ethiopia acceded to Protocols I and II additional to the Geneva Conventions of 1949, with effect from 8 October.

## Activities for detainees

The ICRC continued to visit detention centres, police stations, prisons and military camps throughout the country. In March the delegation was authorized to visit people detained in military camps in the eastern region, and these visits continued until the end of the year. In July the delegation submitted a summary report to the authorities on the conditions of detention of people held in connection with the change of government; this report covered the period from February 1992 to February 1994. Lists of detainees whose legal situation was unclear were also submitted.

In June the government notified the ICRC that it had released the overwhelming majority of the thousands of detainees held in the two main detention camps of Hurso and Dedessa, most of whom had been accused of participating in the OLF revolt in 1992. The remaining 300 security detainees from the camps were transferred to another detention facility.

\* OAU: Organization of African Unity



At the end of 1994 there were still 2,549 detainees being visited by the ICRC, including about 1,200 held because of their involvement with the former regime.

During visits to prisons and camps the ICRC provided the inmates with assistance including blankets, soap, clothing, buckets, writing materials and stamps, recreational items and other basic necessities.

## Tracing activities

The bulk of the ICRC's tracing activities comprised keeping track of people still held in detention and visited by the delegation, and handling messages for refugees from Sudan and Somalia and for Ethiopian refugees living abroad. Thousands of Red Cross messages were exchanged for refugees living in Ethiopia, and about 140 were exchanged for detainees.

In the first quarter of the year, the delegation forwarded dozens of Red Cross messages from detainees held at the Dedessa military camp, some of whom had been out of touch with their families for over 16 years. Many of them were of Oromo origin and had been involved in the conflict in Eritrea and Tigray for years when the Mengistu government fell. Once demobilized they were immediately enlisted into the Oromo Liberation Front, and later recaptured by government forces.

## Medical activities

The ICRC provided medical assistance for detainees during visits to prisons and other places of detention. At the beginning of the year the delegation carried out a special assistance programme for tuberculosis patients in the Hurso military camp. Medical supplies such as intravenous fluids were also given to certain hospitals and clinics, including the Black Lion hospital in Addis Ababa. In addition, under a cooperation agreement with the Ethiopian Red Cross Society, six ambulances were handed over to local branches of the National Society, along with a number of dressing sets for use in first-aid activities.

The ICRC maintained its support for orthopaedic workshops in Addis Ababa, Debre Zeit and Harar, while gradually phasing out its presence at the centre in Mekele. ICRC technicians based at the Prosthetic-Orthotic Centre in Addis Ababa also assisted in the training of orthopaedic technicians from Chad, Kenya, Lebanon, Nigeria, Sri Lanka, Sudan and Uganda in the use of polypropylene techniques for the production of prosthetic appliances. The delegation also provided equipment, tools and materials which were financed by the ICRC's Special Fund for the Disabled.

**IN 1994 THE ICRC:**

- visited 9,192 people in detention
- handled 3,540 Red Cross messages, mainly between detainees and refugees and their families
- fitted 653 new patients with orthopaedic appliances at three orthopaedic centres
- distributed over 92 tonnes of relief supplies to more than 20,000 people

## Relief activities

Most of the assistance provided by the delegation went towards helping detainees and improving hygiene at places of detention. The delegation also supported non-governmental organizations which distributed some tents and blankets, and local National Society branches which distributed food to cover the needs of street children, orphans and other disadvantaged groups, as well as displaced people.

## Dissemination

The delegation conducted joint dissemination activities with the Ethiopian Red Cross aimed at ensuring respect for the emblem and spreading knowledge of humanitarian law, including special seminars and courses for the military and the police. The ICRC and the National Society also held seminars for journalists, and jointly produced a number of radio spots in five regional languages. A special campaign for the protection of the emblem was launched in June and continued to the end of the year.

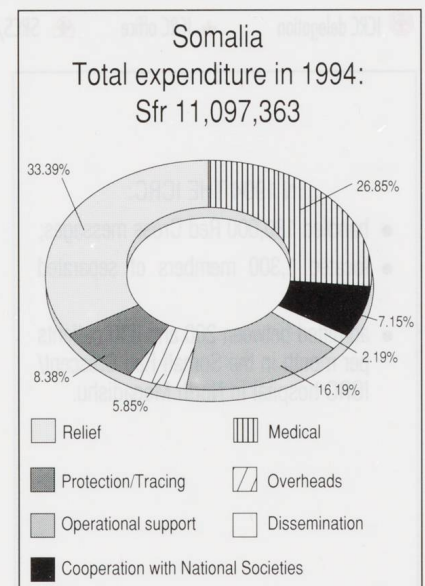
## SOMALIA

For Somalia, 1994 was a mixed year. A good harvest and only localized fighting on the one hand were offset by a number of problems on the other, including slow progress towards real peace and renewed violence in the north of the country. The gradual withdrawal of the Western contingents of UNOSOM II,\* completed by the end of March, paved the way for a rise in banditry, creating a very difficult working environment for humanitarian organizations. Hopes for the creation of a Transitional National Council were at first bolstered by the signing of peace agreements between Ali Mahdi and General Aidid in January and again in March. The March accord, signed on behalf of the 15 main Somali factions, renounced force as a means of resolving the conflict and provided for the swift forming of a government.

In the far south, clans and sub-clans reached an agreement on 27 March which survived a relapse into violence in April and kept the area relatively free of fighting until the end of the year, when UNHCR began repatriating refugees from Kenya to Kismayo.

North of Kismayo, however, in the Lower Juba hinterland, inter-clan disputes and political divisions persisted and the central Hiran region remained in a state of armed conflict throughout the year. At the end of September the

\* UNOSOM II: United Nations Operations in Somalia





ICRC delegation    
 ICRC office    
 SRCS/ICRC hospital

IN 1994 THE ICRC:

- handled 180,000 Red Cross messages;
- located 1,300 members of separated families;
- admitted between 200 and 300 patients per month in the Somali Red Crescent/ICRC hospital in North Mogadishu.

ICRC distributed plastic sheeting and blankets to 3,000 families displaced by the fighting in Hiran.

UNOSOM II forces pursued a policy of recourse to force in self-defence only and armed banditry became again rife, heavy weapons began to reappear on the streets of Mogadishu, and attacks on the UN and foreign aid agencies became more frequent. On 31 March an ICRC vehicle was attacked, a local staff member was killed and an expatriate sanitation engineer was abducted. The expatriate was released four days later, following the intervention of clan elders.

Sporadic fighting between the Hawadle and Habr Gedir clans in Mogadishu broke out in April, eventually ousting the Hawadle from the southern part of the capital, and armed clashes in Belet Huen caused the Hawadle to leave the area.

As fighting continued and intensified in Mogadishu, Belet Huen and other areas, and the general state of insecurity in the country made humanitarian activities increasingly difficult, the ICRC decided to

transfer its delegation to Nairobi in July. This decision was taken after the institution had weighed up the advantages and drawbacks of staying on. The extensive logistic resources needed to run a delegation in Mogadishu constituted an attractive target for looters, while the few activities actually carried out did not necessarily require a permanent presence in the country. Local staff were left to monitor the situation in seven locations throughout Somalia, and regular missions were carried out by expatriates from Nairobi. The risks involved in maintaining a permanent infrastructure in Somalia were thus eliminated, while at the same time the ICRC had a good global view of developments all over the country.

During the year the UN Security Council extended the mandate of UNOSOM II on a number of occasions, each time insisting that if the Somali factions did not reach a peace agreement quickly the UN would find it hard to justify staying on. A final ultimatum was issued on 3 November in

resolution 954, which extended the mandate of UNOSOM II until the end of March 1995. There was more heavy fighting in Mogadishu and Belet Huen in December.

The long and painful political process which was supposed to lead to elections and eventually the creation of a Transitional National Council had made little headway by the end of the year, and the situation was becoming increasingly desperate. A good harvest in the countryside was offset by a slump in the capital's economy, which had already started earlier in the year but was expected to worsen with the withdrawal of UNOSOM II. A deterioration in security at ports and airports was also anticipated with the imminent departure of UNOSOM II, which had been ensuring access for humanitarian aid and had offered employment and services for many Somalis in the capital. At the same time, fundamentalism appeared to be gaining ground in the country, even among some political leaders.

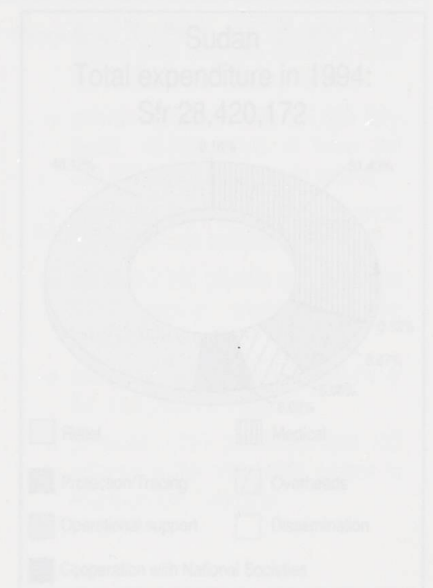
In self-proclaimed Somaliland, not recognized internationally, the situation remained stable until mid-November, when open military hostilities broke out in the capital Hargeisa. A dispute between the government and the Idegale clan, mainly over control of the airport, territorial claims and the independence of Somaliland, led to the displacement of around 150,000 civilians.

## Activities for the civilian population

For most of the year the ICRC's activities for civilians revolved around tracing services, medical care and water and sanitation work (see below). Following new hostilities in the Hargeisa area in mid-November ICRC delegates carried out four missions to Somaliland, bringing 20,000 blankets and plastic sheeting for shelter material for displaced people and over five tonnes of medical and surgical supplies for hospitals. More than 180 wounded were counted in the region's three hospitals and tens of thousands of displaced civilians were in desperate need of assistance. The ICRC was the only organization authorized to work on both sides, and was able to rely on the Somali Red Crescent for distribution of its emergency supplies.

## Medical activities

An ICRC expatriate surgical team operated in Keysaney hospital up until the end of May. During the fighting in June it was evident that the hospital was able to cope without a permanent expatriate surgical team. ICRC field nurses nevertheless visited Keysaney regularly in order to supervise work and bring medical supplies as needed. The ICRC also continued to give similar support to the two main hospitals in South Mogadishu. Medical supplies were



delivered to improvised health units in Medina (Mogadishu) after heavy fighting at the end of June.

When fighting broke out in the Hiran region in August, the ICRC provided medical supplies for the hospital in Belet Huen and for health posts in the northern Galguduud region. ICRC planes evacuated 15 wounded people to Mogadishu for further medical treatment. Furthermore, in cooperation with local health authorities, medical assistance was provided to about 15,000 people displaced by the fighting in Hiran and Middle Shebelle.

## Water and sanitation

The ICRC carried out numerous water and sanitation projects in Somalia in 1994, including the drilling and repair of boreholes and the digging and rehabilitation of wells in a number of communities, the installation and repair of handpumps in camps for displaced people in Afgoi and Mogadishu, and the rehabilitation of the water supply and sanitation system at Benadir hospital, where a special cholera ward had been set up at the beginning of the year. Sanitation work was also carried out in Mogadishu Central Prison and the water supply system in Dusa Mareb hospital was repaired.

## Tracing activities

The ICRC's tracing service remained Somalia's only regular and reliable means of communication, both within the country and abroad, and the Red Cross message network continued to be one of the institution's largest worldwide. As in 1993, the hub of the Somalia network was at the ICRC delegation in Nairobi, with offices around Somalia run by staff of the Somali Red Crescent. ICRC expatriates working on the programme were based in the Kenyan capital and carried out regular field missions to Somalia to ensure the smooth running of the system.

In the course of the year the ICRC helped to reunite over 20 families in Somalia with their relatives abroad.

## Activities for detainees

On 18 January eight remaining SNA\* detainees held by UNOSOM II were released and handed over to the ICRC. In March a further 16 detainees held by UNOSOM II were visited in Wanle Weyn, and were released a few days later in the presence of the ICRC. Visits were subsequently made to other UNOSOM II detention facilities, where 12 detainees within the ICRC's

\* SNA: Somali National Alliance

mandate were visited. In May the ICRC acted as a neutral intermediary between UNOSOM II and the SNA in organizing the release of a wounded Nepalese soldier who had been captured and detained by uncontrolled elements.

Following a visit to Mogadishu Central Prison in January, the ICRC initiated a cleaning and disinfestation campaign and began work on rehabilitating the prison's well.

In December delegates visited 120 detainees held by the Somaliland authorities in Hargeisa Central Prison, and one prisoner at the police station in Gabile.

### Dissemination

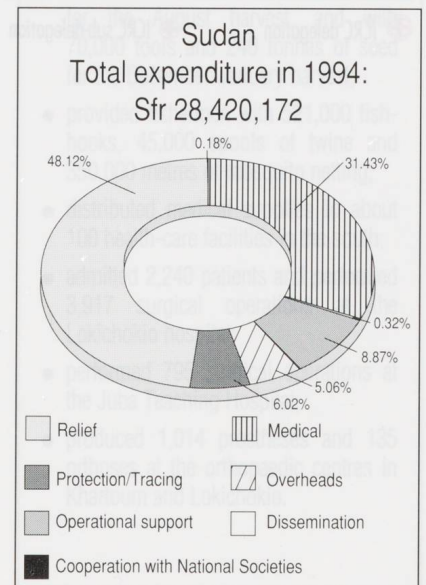
As Somalia has a long tradition of theatre, the ICRC asked a Somali playwright to write a play for dissemination purposes in the country, showing how civil war can be avoided by following local tradition and illustrating the rules that have to be respected in time of war. On 17 October the first of 15 episodes of the resulting drama, *Akara*, was broadcast by the BBC Somali Service, and broadcasts continued on a regular basis through to the end of the year.

A tour of UNOSOM II contingents began in January, with the aim of spreading knowledge of the mandate and activities of the ICRC and the Somali Red Crescent, promoting respect for the red cross and red crescent emblems and improving understanding of international humanitarian law.

## SUDAN

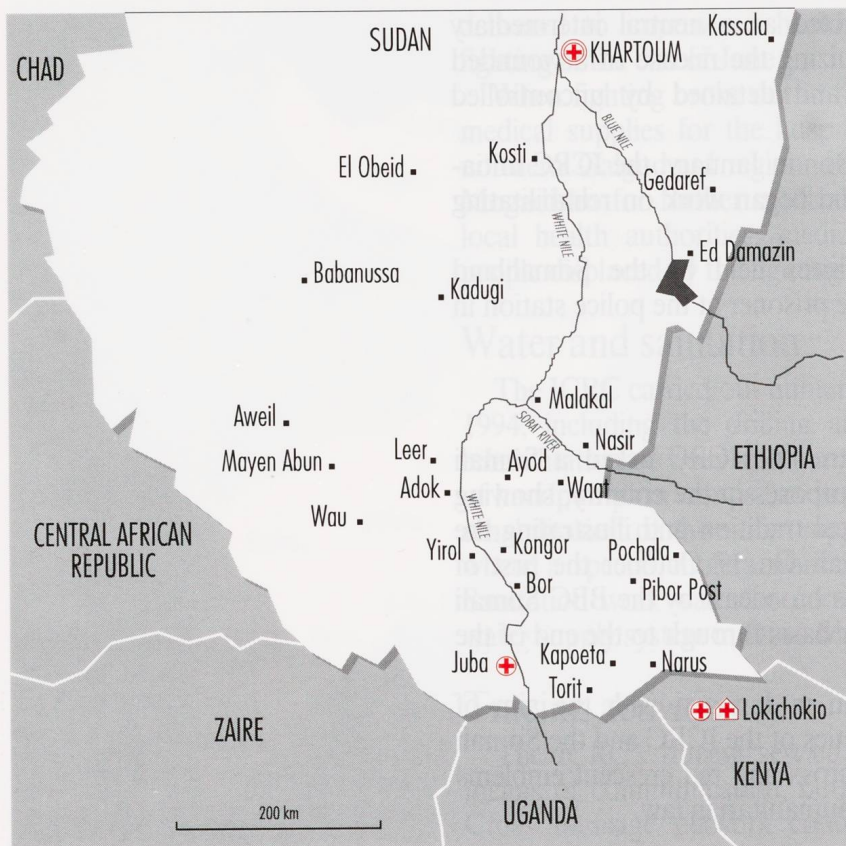
In the south, the combined effects of the ongoing fighting not only between government forces and the SPLA\* but also between the SPLA and the SSIA/M\*, a breakaway rebel faction, displaced hundreds of thousands of people and left many more destitute. Several towns changed hands in the course of the year, some more than once, and there was widespread destruction.

The Memorandum of Understanding signed by the ICRC and the Sudanese government in 1993 remained the basis for the ICRC's work in the Sudan. With the United Nations-run Operation Lifeline Sudan bringing most of the bulk food relief to the south, the ICRC concentrated on medical activities (such as the repair of damaged or dilapidated health posts and the evacuation of the




\* SPLA: Sudanese People's Liberation Army

\* SSIA/M: South Sudan Independence Army/Movement, formerly known as the SPLA-Riek



 ICRC delegation
  ICRC sub-delegation

 ICRC hospital

ICRC / AR 12.94

wounded), and also on restoring a degree of self-sufficiency to the population through distributions of seed, tools and fishing tackle. The delegation kept up its efforts to visit people detained in connection with the internal armed conflict. It also continued to cooperate with the Sudanese Red Crescent, in particular in its activities for displaced people and vulnerable groups in Omdurman and in similar work done by its local branches in the south. The ICRC organized two training courses for National Society staff at the end of the year.

Regular contacts were held with government representatives to discuss a number of issues. In March the ICRC's Delegate General for Africa went to Sudan and had talks with the Ministers of the Interior, Foreign Affairs, Justice, Health and Social Planning, and the Vice-President of the ICRC met the Minister of Foreign Affairs during the OAU summit in June. In October the Minister of State for Social Planning was received by the ICRC Vice-President at headquarters in Geneva.

In addition, the head of delegation in Khartoum had numerous meetings with high-ranking government officials, including the Head of State and the Minister of Defence. These talks often centred around the difficulties encountered by the delegation in obtaining authorization from the Sudanese government for flights to certain destinations in the south (including flights to evacuate wounded people), administrative problems and the lack of access to people detained in connection with the fighting.

### Activities for the civilian population

As in previous years, the main thrust of ICRC assistance was the distribution of agricultural and fishing materials to boost production and thus enhance the self-sufficiency of the population of southern Sudan. For much of the time the ICRC was the only organization active in agricultural rehabilitation in the south. In many regions the traditional agricultural system

based on the raising of livestock was increasingly disrupted owing to the conflict and the general lack of security. People began to turn to crop-growing out of necessity. Early in the year, some regions north of Bor had partial or serious crop failures owing to army-worm infestation. The ICRC carried out general seed distributions to hundreds of thousands of people in the south at the beginning of the year, and distributed more seed and tools in the regions affected by the army worms in April and May, once the danger had passed, in the hope of increasing the August harvest.

A seed distribution programme was also carried out in the Upper Nile, Jonglei and Equatoria regions for the September planting season; this crop was due to be harvested in December and in January 1995.

In much of the south fishing became an extremely important source of protein as livestock herds dwindled. This was especially true in regions which, owing to the nature of the land, could not easily be cultivated. As well as distributing fishing tackle to fishermen the ICRC provided mosquito netting to protect them from malaria.

The ICRC together with the National Society also conducted a programme for vulnerable groups in Juba, providing food and other assistance to the elderly, orphans, social welfare cases, blind and otherwise disabled people, and hospital patients. Every month more than 60 tonnes were airlifted from Khartoum and Lokichokio to Juba to support this programme.

In May a survey carried out by an ICRC nutritionist found high malnutrition rates (between 30 and 70 per cent moderate or severe malnutrition among children) in many areas of the south. The conclusions of this survey were presented to the government, Operation Lifeline Sudan and donors in early June in Khartoum so that remedial action could be taken.

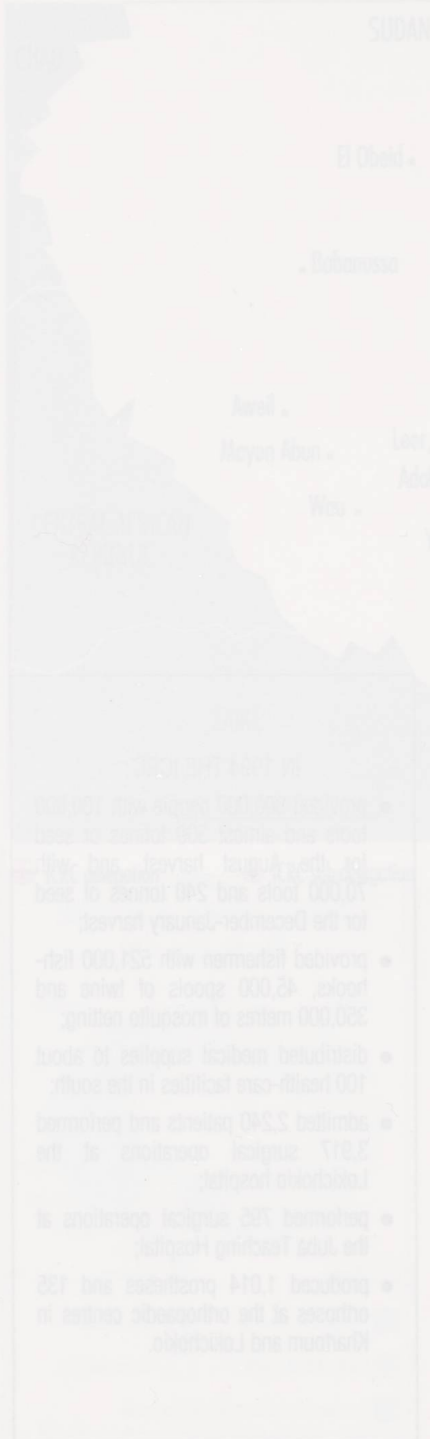
## Health activities

The ICRC's war-surgery hospital in Lokichokio in north-western Kenya received casualties from the conflict in southern Sudan throughout the year. The number of admissions reached an all-time high of 273 in April, and once again rose late in the year, prompting the ICRC to increase the number of beds at the facility to 440. The occupancy rate at the hospital was over 95 per cent in 1994.

Direct ICRC flights brought dozens of wounded people at a time to the hospital from about 30 towns in southern Sudan. In addition, the ICRC sometimes flew in war-wounded people who had fled from southern Sudan into northern Uganda. Large numbers of wounded were also brought to the hospital by flights operating as part of Operation Lifeline Sudan.

### IN 1994 THE ICRC:

- provided 300,000 people with 100,000 tools and almost 300 tonnes of seed for the August harvest, and with 70,000 tools and 240 tonnes of seed for the December-January harvest;
- provided fishermen with 521,000 fish-hooks, 45,000 spools of twine and 350,000 metres of mosquito netting;
- distributed medical supplies to about 100 health-care facilities in the south;
- admitted 2,240 patients and performed 3,917 surgical operations at the Lokichokio hospital;
- performed 795 surgical operations at the Juba Teaching Hospital;
- produced 1,014 prostheses and 135 orthoses at the orthopaedic centres in Khartoum and Lokichokio.



The ICRC undertook a rehabilitation programme at Juba Teaching Hospital with the aim of making it a referral hospital, and stationed a surgical team there from the end of March. In the course of the year major renovation work was carried out on the hospital's operating theatre, surgical ward, sterilization unit, pharmacy, kitchen, blood bank, X-ray room and casualty ward, and the water supply and waste-water disposal systems were overhauled.

The delegation distributed a total of about 100 tonnes of medical supplies, including surgical materials and basic drugs, to medical facilities in about 30 towns in southern Sudan. The facilities in the Bor/Kongor area and northern Bahr-el-Ghazal were also partially rehabilitated.

In the Khartoum area the delegation, together with the National Society, supplied safe drinking water to about 100,000 displaced people living in camps in Omdurman.

In December the ICRC set up a special one-week medical programme to treat a group of severely undernourished unaccompanied minors at the Lafon camp for the displaced in southern Sudan.

Over the year the ICRC continued its activities for amputees at the orthopaedic centres in Khartoum and Lokichokio. A new cooperation agreement was concluded in July between the ICRC and the Ministries of Defence and of Social Planning in Khartoum. In October the ICRC's orthopaedic technicians began giving a six-month course for 12 Sudanese students at the Khartoum orthopaedic centre.

## Activities for detainees

The ICRC kept up its efforts to visit all people detained in connection with the armed conflict in the south and those arrested for security reasons throughout the country. From 9 to 12 May the ICRC visited 172 prisoners held near Narus by the SPLA. Over 700 Red Cross messages were exchanged during this visit. The group was once again visited from 10 to 13 August, when the ICRC provided medical and other assistance. Discussions with the authorities on the procedure for carrying out visits were still going on at the end of the year.

## Tracing activities

The ongoing strife in southern Sudan led to the separation of thousands of people from their families and also had a continuing effect on neighbouring countries, where tens of thousands of refugees remained in camps. The ICRC maintained tracing services in Sudan itself as well as in refugee camps in

Uganda, northern Zaire, the Central African Republic, Kenya and Ethiopia, and some 70,000 Red Cross messages were exchanged.

## NAIROBI

### Regional delegation

(Comoros, Djibouti, Kenya, Madagascar, Mauritius, Seychelles, Tanzania, Uganda)

In 1994 the regional delegation in Nairobi once again provided a range of services for major ICRC operations in the region. Many of the agricultural and water and sanitation programmes implemented in East Africa required backup from Nairobi. The regional delegation also provided logistic support, tracing services, telecommunications, administrative assistance and information and press services for the large-scale operation in Rwanda. For tracing services alone, the delegation in Nairobi hired about 60 employees to work around the clock processing the files for Rwanda. Details concerning some 60,000 people were entered on computer in Nairobi. Activities were also conducted in Tanzania and Uganda for victims of the conflict in Rwanda and of those in Sudan and Somalia (see the relevant chapters).

The regional water and sanitation coordinator worked mainly in connection with the crisis in Rwanda. Several evaluation missions were conducted early in the year from Burundi and Uganda to areas controlled by the two sides; these were followed up with logistic support. The ICRC dispatched chemicals (some 300 tonnes of aluminium sulphate and 50 tonnes of chlorination products) for water treatment from the delegation in Nairobi and from Kampala and Dar es Salaam. Emergency repair equipment was also supplied. In addition, the regional coordinator gave support to the ICRC's water and sanitation activities in Somalia and Sudan.

When an internal armed conflict broke out in Yemen the Nairobi regional delegation helped provide logistic support through the office in Djibouti.

## COMOROS

In February the regional delegate was received by the Head of State. During this meeting the ICRC was given authorization to visit people detained in connection with the abortive coup of September 1992 and the military rebellion that followed it. An ICRC delegate and a doctor visited these detainees twice in 1994, in March and June, and a report on the visits was submitted to the authorities in October. At the end of the year there were 33 people still in detention.

## DJIBOUTI

In the first three months of the year there were sporadic clashes between government forces and the FRUD\* in the Tadjourah district of northern Djibouti. In January the ICRC, which had requested access to this region in late 1993, was authorized by the government to open an office in Tadjourah and to work in the area. ICRC staff conducted medical and nutritional surveys among the population in the north and monitored the situation of civilians in the region. The office, which remained open until November, helped put the Dorra dispensary back in operation and provided medical supplies to three other dispensaries near Tadjourah. The ICRC was also requested to fit eight soldiers of the government armed forces with prostheses. They were sent for treatment to the orthopaedic workshop in Addis Ababa.

Talks between the government and representatives of the FRUD were held in the last half of 1994, and eventually led to a peace agreement which was signed on 26 December.

In April the ICRC organized a course on humanitarian law for high-ranking officers of the Djibouti armed forces and the police. The four-day seminar, the first of its kind, was held in Djibouti and attended by 45 officers.

The ICRC also continued to visit security detainees held in Gabode prison. During two visits in January and February a total of 10 people were seen. Nine remained in detention at the end of the year.

From June to September the ICRC office in Djibouti served as a logistic base for the operation in Yemen.

## KENYA

The situation in Kenya remained relatively calm throughout 1994. For the first time in years no major ethnic clashes were reported, and there was less social tension as the economy began to revive.

The ICRC maintained contact with government representatives, including the Attorney-General and the Minister for Foreign Affairs, with the aim of encouraging accession by Kenya to the two Protocols additional to the Geneva Conventions and the 1980 United Nations Weapons Convention. In August the ICRC and the Kenyan government signed a new headquarters agreement, which made it possible for the regional delegation to expand its infrastructure in Nairobi.

In March an ICRC team, working with the Kenya Red Cross Society, was granted access to Maela and the Rift Valley region in western Kenya, where

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\* FRUD: Front for the Restoration of Unity and Democracy

ethnic violence had caused the displacement of some 200,000 people since it first broke out in 1991. A number of surveys conducted throughout the year revealed that there were generally no emergency needs among the displaced people, except for tracing services. In December, after 2,000 displaced people in Maela had been forcibly relocated by the authorities, the delegation and the National Society distributed soap, vegetable oil and blankets. The ICRC and the Kenya Red Cross also continued to work together in the spheres of tracing (the National Society handled tens of thousands of Red Cross messages for Somali and Sudanese refugees), dissemination of humanitarian law and the Red Cross principles, and first aid.

## MADAGASCAR

Following the authorization given to the ICRC to visit security detainees in September 1993, delegates visited 51 people held for security reasons in six places of detention in February 1994 and again at the end of June. A report on the visits was submitted to the authorities in October.

A water and sanitation engineer held a course on fumigation techniques for 49 officers of the prison service in February, and also provided material assistance. In November an ICRC team began an overall survey of conditions of detention of all categories of prisoners in Madagascar, with a view to suggesting improvements.

## TANZANIA

The regional delegation sent missions to encourage the government to recognize the competence of the Fact-Finding Commission established pursuant to Article 90 of Protocol I additional to the Geneva Conventions and to accede to the 1980 United Nations Weapons Convention. In April the ICRC opened a sub-delegation in Ngara, Tanzania, close to the Rwandan border, to coordinate its activities in south-eastern Rwanda. The cross-border operation continued to provide support for relief and medical programmes inside Rwanda for six months, and tracing activities relating to unaccompanied children and the exchange of Red Cross messages were still going on at the end of the year. The ICRC worked closely with the Tanzanian Red Cross in making logistic preparations and carrying out tracing work in Ngara (see *Rwanda*).

In addition, the ICRC and the Kenya Red Cross held a three-part training programme for first-aid workers of the Tanzania Red Cross, and the ICRC organized six dissemination sessions for local branches of the National Society.

## UGANDA

Most of Uganda was quite peaceful in 1994. The government concentrated on consolidating democratic institutions by holding elections for a constituent assembly in March.

Nonetheless, in February there was a resumption of the armed rebellion led by the Lord Resistance Army in the regions around Kitgum and Gulu. Throughout the year this internal armed conflict, although limited in scope, resulted in the displacement of hundreds of families, the destruction of property and some loss of life. It also caused the suspension of rehabilitation and development projects in the areas affected.

Apart from monitoring the situation of conflict victims in the north, the ICRC office in Kampala concentrated most of its efforts on the protection of security detainees, tracing activities, the evacuation of war-wounded arriving in northern Uganda from southern Sudan, and the dissemination of humanitarian law and of information on the International Red Cross and Red Crescent Movement. The ICRC also kept up its cooperation with the Uganda Red Cross Society in the fields of tracing and dissemination.

The regional delegation opened an office in Kabale, Uganda, in April to cover the logistic requirements of the ICRC operation in northern Rwanda, where hundreds of thousands of displaced people were receiving assistance. The ICRC office in Kampala also maintained contacts with the Rwanda Patriotic Front in Uganda prior to the change of government in Kigali.

### Activities for detainees

There was an increase in the number of security detainees visited by the ICRC, chiefly because of arrests linked with the rebellion in the north. Delegates conducted visits to a total of 252 people held in 13 places of detention, including military barracks and government prisons. During these visits the ICRC provided the prison authorities with basic items such as soap, cleaning products, blankets and recreational equipment. Upon their release, security prisoners were each given clothing, a blanket, soap and a hoe.

### Tracing activities

The Kampala delegation conducted two missions to Haut-Zaire province in Zaire to visit camps for Sudanese refugees and exchange Red Cross messages. Some 6,400 messages were distributed or collected in the camps. In addition, the tracing office handled about 500 Red Cross messages exchanged between security detainees visited by the ICRC in Uganda and their families. All other tracing activities in Uganda were conducted by the National Society. The ICRC

maintained its support for the Uganda Red Cross Society's tracing service, which assisted in the exchange of Red Cross messages for Rwandan and Sudanese refugees in Uganda.

## Medical activities

In the first half of the year a large number of war-wounded arrived in northern Uganda from southern Sudan. The ICRC assisted in the transfer of 65 wounded people from Uganda to the ICRC surgical hospital in Lokichokio, Kenya.

## Dissemination

The office in Kampala participated in various workshops on humanitarian law organized by the government for civil servants, local officials and members of the military, and also took part in talks held by various non-governmental organizations on related issues. The ICRC continued to provide support for the National Society's dissemination programme.

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Average number calculated on an annual basis.  
Under ICRC contract, as at 31 December 1994.

ASIA  
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